Chapter Five

THE MINISTRY OF EXTERNAL AFFAIRS: ORGANIZATION OF THE SECRETARIAT
Under the Rules for the Conduct of Business in the Government of India the Ministry of External Affairs is responsible for the conduct of India's foreign relations. It is one of the Ministries in the Government of India. (1) At the head of the Ministry is the Minister for External Affairs who is assisted by junior ministers. The Secretariat of the Ministry in New Delhi is part of the Central Secretariat of the Government of India. It is headed by the Secretary-General of the Ministry, below whom there is a hierarchy of officials, constituting the foreign service. For administrative purposes the Ministry is divided into divisions, the divisions into branches and/or sections.

(1) The business of the Government of India is at present conducted in nineteen Ministries and two departments. Some of the Ministries like Commerce and Industry; Finance; Food and Agriculture; Works, Housing and Supply; Transport and Communications etc. are divided into two or more departments. The Ministry of External Affairs is constituted as one department. For details on the organization of the Government of India see, The Organization of the Government of India (New Delhi, 1958). Since the publication of the book a number of changes have, however, taken place.
II

Functions of the Ministry

Every Ministry/Department has its specified functions to perform. These functions are defined under the Rules for the Conduct of Business in the Government of India. These rules are made by the President of India on the 'aid and advice' of the Prime Minister and Cabinet and are amended from time to time as and when needs arise. (2) A Ministry in the Government of India is "responsible for the formulation of the policy of Government within its sphere of responsibility as well as for the execution and review of it." (3) The sphere of responsibility of the Ministry of External Affairs is foreign affairs. The Ministry is responsible, therefore, for the formulation, execution and review of the policy of the Government of India in relation to foreign affairs. Foreign affairs include all matters which bring the country into relation with a foreign country or international organization or international conference. These relations are of numerous kinds and involve different fields of activity. It may be political, economic, cultural, scientific etc.; it may be official mostly, and sometimes even non-official; it may involve only the Ministry of External Affairs or one or more of the other Ministries; it may involve only the Union Government or also one or more States in the Union. In short, the functions of the Ministry are, within these broad frontiers, of a very elastic nature. Due to the

(2) Article 77(3), Constitution of India.

increasing areas of foreign relations they are also on the increase all the time.

The formulation of the foreign policy of the country is, as in Britain, basically determined by the people as represented by the parliamentary majority, the Government deriving from that majority, the Cabinet heading the Government, and the foreign minister acting as the specialist within the Cabinet. (4) But on account of the advisory and executive functions of the Ministry it is also a party to the making of policy. The advisory function consists of supplying the Minister with all the facts of a situation and of suggesting what it considers to be the best courses of action in a given situation. This function is exercised in modern times by foreign offices everywhere, but this had not always been so in the past. In Britain, for example, it has been the evolution of the last few decades. (5) This advisory function is only very natural for "it would be unthinkable that any man should attempt to cope with this country's foreign business with the help of clerical assistants only." (6) The Minister is in no way bound to accept this advice, though it is bound to receive the most serious consideration from him. Much would also depend upon the personality of the Minister and of his chief official advisors, particularly the Secretary-General and the Secretaries.

(5) Ibid., 146-8.
(6) Ibid., 147.
For example, it is generally believed that the late Girja Shanker Bajpai, the first Secretary-General in the External Affairs Ministry (1947-1952), used to exercise considerable influence in foreign policy matters during these early years of India's independence, and that his successors have not been as influential as he was. As in the case of the performance of its advisory functions, in implementing policy also the Ministry is a party to policy-making. This happens because the actual execution of 'policy' as laid down by Parliament, Cabinet or the Minister leaves areas of discretion to the official. The final policy as it emerges through a series of successive executive action may, therefore, carry implications beyond those originally envisaged.

In these two senses, therefore, the foreign ministry is also a participant in the process of the formulation of policy. What Ernest Davies M.P., who was for some time Britain's Under Secretary of State for Foreign Affairs, stated about the British situation is also applicable to India. He said,

Often it is considered that the Foreign Office has too much power, exercises too great an influence on policy, and may even determine foreign policy. Of course it has considerable influence. No body of civil servants is in so favourable a position, because none has so much exclusive knowledge which is beyond the ability of its Minister to obtain. The Minister of a home department is obviously in a different position. All weak Ministers can be led by their permanent officials but a strong Secretary of State need be no more pliable than any other Minister. (7)

The advisory and executive functions of the Ministry are exercised in respect of all matters that come under foreign affairs. (8) These various items could be brought under seven major heads of functions, viz. political, consular, economic, commercial, publicity, administrative and managerial. These functions are the same as those performed by foreign officials everywhere. (9)

The 'political' functions of the Ministry relate to the formulation, execution and review of the foreign policy of the country in relation to 'political' matters - questions which are ordinarily referred to under the term 'foreign policy.' These might relate to matters of vital national interests or to matters essentially dealing with other countries, but affecting the country as a member of the world community of nations. This necessitates the maintenance of continuous contacts with the foreign offices of other countries through the Indian representatives abroad or through their representatives in New Delhi. It involves conducting discussions and negotiations with other countries on matters of a political nature.

The consular responsibilities of the Ministry include such matters as the issue of passports, visas and other travel documents; the welfare and interests of Indians abroad; assisting Indian

(8) See Appendix VIII: List of functions of the Ministry of External Affairs.

(9) With reference to the British Foreign Office see Strang and others, n. 4, 17-29.
businessmen and others in foreign countries; welfare of Indian seamen in foreign ports; relief and repatriation of Indians in distressed conditions abroad; registration of births and deaths of Indians in foreign countries etc. In fact, in many countries where there are a large number of Indians or considerable Indian interests they form a good deal of the work of Indian missions and posts.

Foreign economic relations have been receiving increasing attention in recent times in view of the development activities within the country. They include seeking economic and other forms of assistance from foreign countries like the USA, UK, West Germany, USSR, Japan etc. and from international organizations like the World Bank, UNESCO, WHO, IMF etc., and the participation in or the administration of aid projects for other countries like Nepal, Burma etc. Negotiations for such aid from and to other countries and international organizations are conducted mainly by the Ministry of Finance and other Ministries in the government, but Ministry of External Affairs and its missions and posts abroad are also often associated with them. This requires co-ordination of work between the Ministry of External Affairs and the other Ministries.

The commercial functions of the Ministry are mainly related to the promotion of Indian trade abroad and the negotiation of trade agreements with other countries. Due to the present foreign exchange difficulties, export promotion has become an important aspect of such efforts. Even though it is the Ministry
of Commerce and Industry that is primarily responsible for commercial matters within the Government of India, trade and foreign policy are closely inter-related and, as such, the foreign ministry is also naturally drawn into the sphere of the international commercial activities of the state. For example, in the negotiations with Britain on the question of her entry into the European Common Market or directly with the European Common Market countries the External Affairs Ministry is an active participant along with the Ministry of Commerce and Industry and other interested Ministries.

Organizing publicity - internal and external - on foreign policy is another very important function of the Ministry. Till June 1948 the responsibility for external publicity had remained with the Ministry of Information and Broadcasting. It was then transferred to the Ministry of External Affairs in the interests of greater efficiency and co-ordination. Since 1959 internal publicity on foreign affairs has also been made the direct responsibility of the Ministry.

External publicity consists of the short-term programme of presenting the country's immediate policies and programmes on various issues of current interest and the long-term programme of projecting the total image of the country in various aspects like art, culture, science, philosophy etc. before the peoples of other countries. Different media are employed for this like press, radio, films, pamphlets, books etc. Different methods are utilized for the purpose like the publication and distribution
in foreign countries of books, magazines, calendars, articles, pamphlets, bulletins etc.; organizing exhibitions of Indian films, documentaries, paintings, photographs, books, cultural performances and the like; arranging visits to India of press delegations, journalists, authors, youth delegations, artists and men of importance who help to mould public opinion in other countries; maintaining contacts with newspapers, radio and television service and other media and organs of public opinion in foreign countries etc. The Ministry keeps itself in touch with foreign and Indian journalists in India through their official 'spokesman' and briefs them on foreign policy matters.

The administrative functions of the Ministry do not relate to the specific sphere of foreign affairs as such, though they are indirectly related to the foreign policy of the country. The British Foreign Office also used to perform certain administrative functions, but these had been in respect of certain territories outside the United Kingdom. (10) The administrative responsibilities of the Indian foreign ministry are related to the Nagaland and NEFA, the ex-French Settlements and the ex-Portuguese colonies in the country. Under the British administration the North West Frontier Province (now part of

(10) Till the Sudan achieved independence in 1956, the British Governor-General of the Anglo-Egyptian Sudan was responsible directly to the Foreign Secretary. The Foreign Office had also been responsible for the conduct of the foreign policy of the Sudan, along with Egypt under the Anglo-Egyptian condominium. It looks after the foreign policies of several Arab Sheikhdoms in the Persian Gulf to the present day.
Pakistan had similarly remained under the administrative responsibility of the Foreign Department. The status of the North East Frontier Areas had, during the British period itself, remained something special. (11) With the advent of independence there was a gradual extension of the administration into the interior parts of this wide area covering nearly thirty thousand miles. The Constitution of the Republic of India, adopted in 1950, made special provisions for the administration of the area. (12) In 1954 and again in 1957 there were important changes in the administration of the area. (13) On 1 August 1960 it was announced that the entire area would be joined together in a new state - the sixteenth state within the Indian Union to be known

(11) In 1881 Naga Hills was established as a district. From 1902, under the provisions of a special Order-in-Council, the Tuensang villages were administered directly by the Governor-General. Under the 1935 Act the area was defined as a 'Tribal area.' These areas and the North East Frontier Agency were classified as Excluded and Partially Excluded Areas. The administration of these areas was by the Governor-General of India through the Governor of Assam as his agent. This method of administration continued for some time even after independence.

'For details see Verrier Elwin, *A Philosophy for NEFA* (Shillong, 1959) Chapter I.'

(12) Articles 244(2) and 275(1) and the Sixth Schedule.

(13) The North East Frontier Areas (Administration) Regulation 1954 created the North East Frontier Agency consisting of six divisions - Subansiri, Kameng, Twap, Siang, Lohit and Tuensang. In 1957 Tuensang was separated from the N.E.F.A. and was joined with the Naga Hills to form the Naga Hills-Tuensang Area (NHTA).
as Nagaland. (14) The new state was to comprise the territories of the then existing Naga Hills - Tuensang Area. A separate constitution is being framed for the state to suit its special requirements and preserve its special status. (15) The new State would be administered under the External Affairs Ministry. The strategic importance of the area, the special nature of the problems raised in its administration and the fact that the External Affairs Department had, in the past, a special responsibility for the administration of the area made it necessary to keep its administration under the charge of the Ministry.

In fact, the Naga delegation that visited the capital in 1960 to discuss the future constitutional settlement of the


(15) Under this Constitution the same person would be appointed as Governor of Assam and the Governor of Nagaland. Assam High Court will have jurisdiction over the area. There will be a Council of Ministers with a Chief Minister responsible to the Naga Legislative Assembly, constituted partly through election and partly through nomination and representing the different tribes. Special provisions are made for the preservation of Naga law and customs. For example, it is provided that Union Legislation affecting the religious or social practices, customary Naga laws and procedure, ownership and transfer of land and its resources etc. would not be valid for Nagaland, unless passed by a majority vote of the Naga Legislative Assembly. Provisions are also made for the continuation of the traditional Village Councils, the Range Councils and the Tribal Councils to deal with disputes and cases involving breaches of customary laws and usages; though there was provision for appeal to District Courts, High Courts of Assam and Supreme Court of India and the Naga Tribunal in respect of cases decided according to customary law. Special provisions were also made for the Tuensang Area under which the Regional Council would possess a sort of veto authority on the applicability of laws passed by the Nagaland Legislative Assembly to the area.

For details see Verrier Elwin, Nagaland (Shillong, 1961).
area expressed this desire that the new state should be under the External Affairs Ministry. (16) Another important administrative function of the External Affairs Ministry is related to the French Settlements in India. Following the de facto transfer of the French possessions in India on 1 November 1954 under the Indo-French Agreement of 21 October 1954, the responsibility for the administration of the French Settlements of Pondicherry, Karikal, Yanam and Mahe has been with the External Affairs Ministry. (17) The Treaty of Cession of the French Establishments of Pondicherry, Karikal, Mahe and Yanam was signed in May 1956 and pending its ratification, the External Affairs Ministry has been directing the administration of the area. (18) The Ministry exercises its responsibilities through the Chief Commissioner for Pondicherry. (19) A very recent addition to the administrative responsibilities of the External Affairs Ministry has been the ex-Portuguese colonies in India - Goa, Diu and Daman. Even though the actual administration is not directly under the charge of the Ministry, for obvious reasons, the Ministry keeps a general supervision of the administration for the transitional period.


(17) Chandernagore was transferred to the Indian Union de jure on 9 June 1952, with the ratification of the Treaty of Cession of Chandernagore by the French Parliament. /Foreign Policy of India: Text of Documents 1947-59 (Lok Sabha Secretariat, New Delhi, December 1959) 45-51 and 135-42./

(18) Ibid., 227-36.

(19) Under the present system of administration there is a Representative Assembly of Pondicherry elected on adult franchise which in turn elects six councillors who function more or less like a Cabinet, though the Chief Commissioner enjoys wide discretionary powers.
The Ministry of External Affairs is required to maintain a large organization for carrying out these various responsibilities. The Secretariat of the Ministry at New Delhi is one of the biggest in the Government of India. In 1961 the total number of persons employed at the headquarters of the Ministry was approximately 1,400. (20) The Ministry also maintains a large overseas organization of nearly 115 missions and posts including Embassies, High Commissions, Legations, Consular establishments, Commissions, Special Missions, Trade Commissions and Agencies. There are also some 50 Indian Information Units situated in different countries. (21) The missions and posts abroad employ on the whole nearly 3,000 persons, India-based and local-based and belonging to various nationalities. The Ministry of External Affairs also maintains administrative control over the properties of the various Indian missions and posts outside. It also exercises general control over the large administrative machinery for Nagaland, NLFA and the erstwhile foreign settlements in the country.

The management of this large organization and personnel for the most effective execution of the numerous functions of the Ministry forms in itself another important function of the Ministry. The house-keeping responsibilities of the Ministry are carried out by special divisions within the Ministry itself. They perform a very essential function, for without it the efficiency of performance of the Ministry in the conduct of its other responsibilities is liable to suffer.


(21) See Appendix I-D and E: List of Indian missions and posts abroad.
III

Organization and allocation of work

As in other Ministries in the Government of India, the primary unit of administration in the Ministry of External Affairs is also a division. The 'division' in the Ministry of External Affairs corresponds to the 'departments' in Foreign Office. (22) The organization of divisions as primary units of administration came only in 1954. Till then, groups of branches or sections used to be placed under some Joint Secretaries and Deputy Secretaries. Proposals for the re-organization of the Ministry and the redistribution of the work among rationally constituted divisions, each under a relatively senior and experienced officer came under consideration in 1954. The 60 sections in the Ministry were now grouped in ten divisions. (23)

(22) There is some confusion about the use of the term 'department' in relation to the Foreign Office. The Foreign Office is, of course, one of the Departments of State; but, somewhat confusingly, the basic structural units into which it is sub-divided are also called 'departments.' These correspond approximately to what in other Departments of State are known as 'divisions.'

See Strang and others, n. 4, 57-.

(23) Report of the Ministry of External Affairs 1953-54, 26. These Divisions were:

1. American Division - countries of North and South America.
2. Western Division - the United Nations & Europe.
3. Eastern Division - East Asia, Nepal, Sikkim, Bhutan & NEPA.
4. Southern Division - West Asia & South-East Asia.

...(contd. on next page)
The number of sections and divisions in the Ministry has since then undergone some increase. At present there are fourteen divisions in the Ministry. (24)

A division is organized under the charge of a senior officer. The officers are usually of the status of Joint Secretaries or Directors. (25) The various divisions are grouped in three, each under the supervisory charge of a Secretary. (26) But, in a few instances, there are also variations from this usual form of organization. For example, the Pakistan Division is not organized under a single head—a Joint Secretary or Director. The work is divided among three units—Pakistan I, Pakistan II and Kashmir, under the charge of two Deputy Secretaries and an Officer on Special Duty, who

Contd. from last page

(6) Pakistan Division.
(8) Administration Division—Administration at Headquarters and in Indian Missions abroad.
(9) External Publicity Division.
(10) Historical Division.


See Appendix XII: List of Divisions and Sections in the Ministry of External Affairs.

(25) A Joint Secretary is in Grade IV and a Director in Grade V of IFS (A). See below Chapter VIII.

(26) The allocation of work among the three Secretaries is discussed in Section V below.
are made separately responsible to the Commonwealth Secretary directly. The three units are serviced by the same section for the maintenance of files and records, as in the case of other divisions. (27) In the same way, though the China Division is headed by a Director as in the case of many other divisions, it maintains the same file register with the Eastern Division and is, to that extent, a part of the latter. This was probably due to the hurried way of organizing the division. (28) Similarly, unlike other divisions, the Southern Division is headed only by a Deputy Secretary and not by a Joint Secretary or Director. (29)

The various divisions in the Ministry may be grouped under three heads: territorial divisions; specialized divisions and the Administration Division.

(1) Territorial Divisions: The territorial divisions "deal exclusively with India's relations with foreign countries, each division dealing with a number of countries grouped on a

(27) See Appendix X-C: Chart on the organization of work under the Commonwealth Secretary.

(28) The China Division came into existence in 1960. Before this, it was part of the Eastern Division. The division was created in view of the great pressure of work necessitated by the meetings of the officials of India and China on the border disputes between the two countries. See Appendix X-B: Chart on the organization of work under the Foreign Secretary.

(29) See Appendix X-C: Chart on the organization of work under the Commonwealth Secretary.
geographical or 'territorial' basis. [(30)] There are, at present, six territorial divisions in the Ministry compared to nine in the British Foreign Office. [(31)] Most of the political work in the Ministry are performed by these divisions, each division being primarily concerned with work relating to its respective 'territory' or geographical area. [(32)] The official description of the duties of a territorial department in the British Foreign Office runs as follows:


[(31)] The six territorial divisions in the External Affairs Ministry are as follows: 1. Western Division 2. Eastern Division 3. Southern Division 4. China Division 5. Pakistan Division 6. Africa and West Asia Division.

The nine territorial departments in the Foreign Office are as follows: 1. Northern Department 2. North and East African Department 3. West and Central African Department 4. American Department 5. Far Eastern Department 6. South-East Asia Department 7. Eastern Department 8. Arabian Department 9. Central Department. Besides, there are also the Western Organizations and Planning Department and the European Economic Organization Department. Both of these departments are regional departments, though functional in character. There is also the British Property in Egypt Section.

For a comparison of the allocation of work among these territorial units in the External Affairs Ministry and the Foreign Office see Appendix XIII - A and B.

[(32)] The UN and Conference Division also performs political function, but is grouped under Specialized Divisions as it does not deal with any specific geographical area and, in a way, serves the Ministry as a whole.

See Appendix XI-A and B: Distribution of work among the territorial divisions.

For British Foreign Office arrangements see, Strang and others, n. 4, Appendix II, 206-13.
To advise the Secretary of State as to the policy to be followed in regard to the political, economic and other relations between this country and the countries listed below; study and analyse the reports received from H.M. Representatives and from other sources relating to developments, political and other, in the countries concerned; issue instructions on behalf of the Secretary of State where appropriate in consultation with or through other departments of the Foreign Office, to H.M. Representatives in these countries; maintain relations with the representatives of these countries in the United Kingdom; take any other action appropriate to the Foreign Office in regard to the above matters. (33)

This description of the functions of the territorial departments in the Foreign Office is, in general, true of the functions of the territorial divisions in the Ministry of External Affairs also.

The scope of functions of a territorial division is not necessarily related only to those countries with which the country has diplomatic relations. They cover the entire geographical area, including all independent countries or dependent territories, and countries with which diplomatic relations have or have not been established. For example, though India has no diplomatic relations at present with South Africa and Portugal they are not outside the purview of the foreign policy of the country and the respective divisions dealing with the geographical area in which they are situated closely studies developments in them and formulates

policy in relation to them accordingly. (34) In the same way, non-self governing territories are not entitled to have independent diplomatic relations, but the respective territorial divisions keep a close watch on the political and constitutional developments in them. Similarly, India has not established diplomatic relations with East Germany, Israel, the two Koreas, the two Vietnams etc., but they are very much within the jurisdiction of the respective territorial division.

The territorial or rather the 'political' divisions (including the UN and Conference Division) are the major line agencies within the Ministry. They are primarily responsible for the formulation and implementation of the foreign policy of the country. They issue the day-to-day instructions to the overseas missions and posts and recommend action involving policy to the higher levels. Whenever necessary other divisions in the Ministry or other Ministries in the government are also consulted.

(34) In 1954 the Indian High Commission in Capetown was closed down on the request of the South African Government. This followed the worsening of relations between the two countries on the question of the treatment of Indian settlers in South Africa by the Government. Communications between the two countries are now made through their High Commissions in London.

In 1955 India broke off diplomatic relations with Portugal on the issue of Goa. This followed the Portuguese firing on Indian Satyagrahis marching into Goa. U.A.R. looks after Indian interests in Lisbon and Brazil looks after Portuguese interests in New Delhi.
(ii) **Specialized Divisions**: The specialized divisions in the Ministry deal with certain types of questions irrespective of geographical areas and on a world-wide basis. Mostly, they perform advisory functions in relation to the territorial divisions. They are, in this sense, performing 'staff' functions, as different from the 'line' functions of the territorial divisions which are mostly responsible for the formulation and implementation of policy with regard to countries within the scope of each. But one exception should be immediately noted. The UN and Conference Division is usually described as a specialized division, though in the nature of its functions it is as much a policy-making and implementing division as any territorial division is.

At present there are seven specialized divisions in the Ministry, compared to at least twenty corresponding departments in the Foreign Office. (35) In 1953, when the various sections

---


For a list of the functional departments in the Foreign Office see Appendix XIII-A. As noted above (footnote 31), two of these functional departments - Western Organizations and Planning Department and the European Economic Organizations Department - are territorial in scope as their names themselves indicate. The former is, however, concerned with political questions (and also some administrative tasks like planning and co-ordination) and the latter with economic. For details regarding their functions see Strang and others, n. 4, Appendix II, 206-13.
in the Ministry were first grouped into divisions there were only three specialized divisions in the Ministry. (36)

The UN and Conference Division (also referred to as UN Division) came into existence as a result of the reorganization of the Ministry in 1959. It deals with the United Nations and allied conferences. Its corresponding unit in the Foreign Office is the U.N. Department. The division deals with all questions affecting the general policy in the U.N. and all questions of political importance (like the elections to the Security Council, Economic and Social Council, etc.) relating to the various organs and Specialized Agencies of the UN. The establishment of the division was the fulfilment of a long-felt need and was a recognition of the growing importance of international organizations in the foreign relations of the country. India was rather late in the field to establish a separate administrative unit within its foreign office organization to deal with work relating to international organizations. (37) These special staff units to deal with

(36) These were the Protocol Division, External Publicity Division and the Historical Division. See footnote 23 above.

(37) In 1948, the International Institute of Administrative Sciences and the Unesco conducted a joint enquiry on the administrative problems which arise from the participation by states in the working of international organizations. The survey covered fourteen countries. The Report of this enquiry stated that nine of the governments covered by the enquiry have, since 1945, established within their foreign offices 'special staff units or committees for international organisations affairs.' These nine countries were Australia, Belgium, Brazil, Italy, Netherlands, Switzerland, United Kingdom and United States. The remaining countries which had not done so till the time of the enquiry were Austria, Denmark, Greece, India and Norway.

affairs relating to international organizations, set up in other countries much earlier used to perform three functions:

(1) to follow constantly the work of the international organizations to which the government belongs and to keep the ministry informed concerning matters requiring departmental action;

(2) to prepare instructions for delegations to U.N. and Specialized Agency meetings, in consultation as necessary with other interested ministries; and

(3) as far as possible, to ensure co-ordinated action by these delegations. When two or more international agencies are concerned with different facets of the same problem, it is the task of the special unit to see to it that any policy proposals submitted to these agencies are consistent with each other." (38)

The functions of the UN and Conference Division, as assigned at present, are in general the same as above. The UN Division is at present primarily concerned with work relating to those international organizations for which the External Affairs Ministry is the operative ministry - primarily the United Nations and allied conferences. It also seeks to co-ordinate the views of the External Affairs Ministry with those of other Ministries which are designated operative ministries for the associated bodies and Specialized Agencies of the UN and other international organizations. As a good part of the international relations of the country are being canalised through membership of and participation in various international bodies and conferences and as almost all Ministries in the Government of India have come to be associated

(38) Ibid., 21.
with the work of such international bodies, the UN Division is performing an essential and vital co-ordinating function within the government. Within the Ministry itself the division requires to maintain constant consultation and co-ordination with other divisions, particularly the territorial divisions, when questions within their jurisdiction come up for discussion in the world organization.

The Historical Division is responsible for the preparation of research papers on current and historical facts relating to matters of foreign policy by collecting and collating historical and background information from various sources and sending them to the territorial divisions as and when needs arise. Such information supplied by the division might be an important factor in the formulation of the foreign policy of the country. For example, recently, the exhaustive studies undertaken by the division regarding the northern borders of India had formed the basis on which India had pressed her claims against China in the border disputes with it. (39) Recently, the division has also been entrusted with the function of

(39) Evidences of the work of the division and this question are available in the various White Papers published by the Ministry on the border dispute and the Report of the Indian team of officials.


conducting studies on the trends of public opinion within the country and outside on foreign policy matters and of advising the Ministry on them. The Library and Intelligence Units also function under the charge of this division. Similar work in the British Foreign Office is being performed by the News Department, the Research Department and the Library.

For the performance of these functions, the division requires adequate research staff. The division is at present headed by a non-career service officer with specialized training and experience in historical research. He has the status of a Director. Assisting him in the performance of his work are Research Officers and Assistant Research Officers, some of whom possess linguistic and regional specialization to carry out their work. (41) Though the Historical Division is primarily responsible for historical research in the Ministry special arrangements are sometimes made to equip a territorial division with its own research unit. The Goa research unit in the Western Division previously and the research staff in the China Division at present are examples of this kind.

The Legal and Treaties Division advises other divisions on questions relating to international law arising in the Ministry and those relating to international organizations like the International Court of Justice in which India may be interested. Ratification of treaties and agreements to which

(40) Strang and others, n. 4, Appendix II, 206-13.

(41) As on 1 July 1961 the strength of the research staff in the division was as follows: Research Officers - 6, and Assistant Research Officers - 7. Of these, two Research Officers and one Assistant Research Officer were working in the Goa Research Unit.
India is a party and their publication are also part of the duties of this division. Roughly, the division corresponds to the Treaty and Nationality Department and the Legal Advisers in the British Foreign Office. The division is under the Deputy Secretary (L & T) and is advised by the Honorary Legal Adviser. There are three Legal Officers whose work and status correspond more or less to that of the Research Officers in the Historical Division. As in the case of the Historical Division the Legal and Treaties Division also requires further strengthening of its staff.

The Protocol and Consular Division corresponds to the Protocol and the Consular Departments in the Foreign Office. As the name itself indicates, it is responsible for protocol and consular work - the former involving all matters of ceremonial, reception of foreign envoys and other dignitaries, the preparation of credentials and commissions of appointment for Indian envoys proceeding abroad, the arrangements for the signing of treaties etc., and the latter involving the control of the consular offices abroad in their work. The division is headed by the Chief of Protocol who has the rank of a Joint Secretary. Assisting him there are the Assistant Chief of Protocol and the Deputy Chief of Protocol. (42)

The Passports and Emigration Division deals with such matters as the issue of passports and visas, emigration to and

(42) The Assistant Chief of Protocol is, however, given some political work for which he is made responsible to the Commonwealth Secretary.
from India and the administration of the relevant enactments in this respect. It is also put in charge of arrangements for the Haj and other pilgrimages to places outside India. The emigration and passport work had previously been performed by State Governments, but was taken over for administration by the Central Government in 1944 and 1953 respectively. Under the present arrangements, the administration of the emigration work is done through the Central Passport and Emigration Organization headed by the Controller-General who is also the head of the division and a Joint Secretary in the Ministry. The Central Passport and Emigration Organization functions as a subordinate office of the Ministry, under the direct charge of this division. It has regional offices established in various parts of the country. (43)

The External Publicity Division is in charge of the Director, External Publicity. The division is responsible for organizing publicity about India in other countries and for maintaining contacts with Indian and foreign press on

(43) The Central Passport Organization and the Emigration Organization, which had functioned as separate bodies earlier, were amalgamated on 1 January 1959 and re-designated as the Central Passport and Emigration Organization. The amalgamation was made in order to bring about greater cohesion between emigration and passport work, economy of staff and for more expeditious disposal of applications for passports by persons attracting the provisions of the Indian Emigration Act.  
foreign policy matters. Press communiques, press notes and briefings by official spokesmen on foreign affairs are issued or made by the division. (44) In the absence of a separate division for international cultural activities in the Ministry this work is being performed by the Ministry of Scientific Research and Cultural Affairs and the External Publicity Division has the function of co-ordinating its work with that of the Cultural Affairs Ministry.

The division is headed by the Director, External Publicity. In order to look after the technical part of the work he is assisted by the Director and Deputy Director, Information Services of India; Director, Press Relations; Information Officers and Assistant Information Officers. Attached to the various Indian missions and posts abroad there are the Indian Information Units which operate under the general guidance of the division. In 1961-62 there were 50 such Information Units abroad. (45)

The corresponding departments in the British Foreign Office are the Information Policy Department, Information Research Department, Information Executive Department, Cultural Relations Department and the News Department. (46)

(44) Both Press Communiques and Press Notes are issued by the Government to announce or clarify some question of fact or policy. A Press Communique has to be reproduced intact and in full by the press in case they publish it. A Press Note may however be edited if they so choose. /Central Secretariat: Manual of Office Procedure, n. 3, 27-8./

(45) See Appendix I-E: List of Indian Information Units abroad, 1961-62.

(46) For details see Strang and others, n. 4, 211-12.
External Publicity (Press Relations) Section in the Ministry of External Affairs which came into existence in July 1958 corresponds to the News Department in the Foreign Office, and acts as the authorized channel of contact between the Ministry and the home and foreign press. But the News Department in the Foreign Office also advises the Secretary of State on the developing trends of public opinion on British foreign policy both within the country and outside, a function which is not assigned to the External Publicity Division and is being performed by the Historical Division in the External Affairs Ministry.

The functions performed by the Departments of Information Policy, Information Research and Information Executive in the Foreign Office are being performed by the different sections in the External Publicity Division. (47)

The Economic and Co-ordination Division is the youngest division in the Ministry. It was created in 1961. The need to have a separate division to co-ordinate the foreign policy of the country with its foreign economic and foreign commercial relations had been long-felt. An Economic Affairs Division had been set up in the Ministry in 1947, but was wound up in 1950, as an economy measure. Mr. Hariswar Dayal, one of the senior officials in the Ministry, wrote in 1956:

(47) Besides the External Publicity (Press Relations) Section, the other sections are External Publicity (Material), External Publicity (Administration), External Publicity (Policy), External Publicity (Reference), External Publicity (Services) and External Publicity (Issue).
The Ministry of External Affairs has no economic or legal sections of its own, and though this deficiency is to some extent made good by the frequency of inter-departmental consultations, the lack in particular of an economic section must, in my personal opinion, be regarded as an unfortunate weakness in the structure of the Ministry responsible for handling international relations in the conditions of the modern world. (48)

This 'unfortunate weakness in the structure of the Ministry' persisted for a long time. The Ministries of Finance and of Commerce and Industry, which dealt with economic and commercial matters in the Government, are said to have been reluctant to agree to the proposal for the creation of an Economic Division in the foreign ministry. The difficulty, as the Special Secretary stated, was attributable to 'the special nature of the growth of Ministries in India in which External Affairs Ministry came into being after functions other than diplomatic had been taken up by other Ministries.' (49) The Ministry had from the beginning an integrated service for commercial, consular and diplomatic work and the territorial divisions interested themselves in economic relations with countries belonging to their particular 'territories,' but the Ministries

(48) Mr. H. Dayal was at this time a Joint Secretary and Foreign Service Inspector in the Ministry of External Affairs and is at present India's Ambassador to Nepal.

H. Dayal, "The Organisation of Diplomatic and Consular Services, with special reference to India," India Quarterly, XII, 3 (July-September 1956) 275-6.

of Finance and of Commerce and Industry remained primarily responsible for India's economic and commercial relations with the outside world. The Commerce and Industry Ministry operated normally through the commercial sections attached to all important overseas missions of India; the Ministry of Finance had also its own overseas establishments - the Commissioners-General for Economic Affairs in London and in New York to look after economic relations with Europe and with America. (50)

This system led to considerable difficulties of co-ordination between foreign policy and the economic and commercial policies. The Estimates Committee noted in its Report in 1961:

The Committee consider that the time for a full fledged Economic Division in the External Affairs Ministry to replace the functions presently performed by the Commerce and Finance Ministries may not have arisen immediately, but even so it would be desirable to take a decision on the pattern to be evolved ultimately in consultation with the Ministries concerned so that the necessary organization may be gradually worked out towards that end. (51)

The Committee was apparently trying to effect a compromise between the rival claims of the different Ministries. But, at the same time, it also recognized the principle that the foreign economic activities of the country should be co-ordinated at the level of the External Affairs Ministry. Strengthened further by the Estimates Committee Report, the External Affairs Ministry was able, at long last, to create a separate Economic and Co-ordination Division in 1961.

(50) A fuller account of their working is given below in Chapter VII.

The Economic and Co-ordination Division has been made responsible for co-ordinating India's policy regarding her external economic relations, in so far as they are related to the foreign policy of the country. These external economic relations include external assistance programmes to India from other countries like USA, USSR etc., the Colombo Plan, TCM and other similar schemes, international organizations like IMF, World Bank, ECAFE etc. and Indian programmes of economic and technical assistance to neighbouring countries like Nepal and Burma and to states in special treaty relations with India like Sikkim and Bhutan. It has been stipulated that since the acceptance of foreign aid in any form has several implications -- no governmental or semi-governmental authority in India should approach or negotiate with foreign governments or organizations for financial or other assistance without prior consultation with the Ministry of External Affairs. The Ministry should again be consulted before any offer is finally accepted.

The division is also to study the implications of important economic developments in the world like the formation of the EFTA or the European Common Market in so far as they affect this country and to advise other Ministries in the government on the political aspects and the territorial divisions in the Ministry on the economic aspects of such developments. Agreements with foreign countries on economic, financial, and commercial
matters; technical assistance schemes and programmes like the Colombo Plan, the Special Commonwealth African Assistance Plan etc.; international economic conferences and commissions, international commodity agreements, international organizations dealing with trade, monetary and economic questions like the IMF, IBRD, ECOSOC, GATT etc. etc., come under the scope of study of the division. It is too early to say how far effective this new division is in realizing the necessary and vital co-ordination between economic and foreign affairs.

The division is put in charge of a Director (of the status of a Joint Secretary) with three Research Officers (seconded from the Planning Commission) and ancillary staff. The Director of the division is made directly responsible to the Secretary General unlike the heads of other divisions who are made directly responsible to one of the three Secretaries. In this respect the division is similar to the Permanent Under-Secretary's Department in the British Foreign Office which is also placed under the direct supervisory charge of the Permanent Under-Secretary. In functions the division corresponds to the Economic Relations Department, European Economic Organizations
Department, Western Organizations and Planning Department and the Permanent Under-Secretary's Department in the British Foreign Office. (52)

(iii) Administrative Divisions: The Administration Division is responsible for the overall administration of the Ministry and its missions and posts abroad. This is a job of considerable magnitude. In size, it is the biggest division in the Ministry. (53) The Joint Secretary (Administration) heads the division. He is made directly responsible to the Special Secretary who, till recently, had remained solely concerned with matters of administration, though in recent times he has also been entrusted with some political work. (54) Under the Joint Secretary there are six Deputy Secretaries, sixteen Under Secretaries and other ancillary staff. The whole division is divided into the personnel wing, general administration wing, supplies and services wing, communications wing and security.

The responsibilities of the division include such matters as budget, accounts and audit, personnel, External Affairs Instructions, foreign and daily allowance, Central Cypher Bureau, Central Registry and Issue, communications,

(52) For a detailed description of the functions of this department see, Strang and others, n. 4, ?12.

(53) The Administration Division is divided into 35 sections. The remaining thirteen divisions in the Ministry are divided into 42 sections. See Appendix XI: List of divisions and sections in the Ministry of External Affairs.

(54) The Africa and West Asia division has now been transferred to the responsibility of the Special Secretary.
security, stationery and equipment, hospitality, property etc. The O & M Section, Reorganisation Unit and the Vigilance Unit are also kept under the jurisdiction of the division. (55) The division also performs the secretarial work of the Economy Board and other Boards dealing with personnel questions in the Ministry. (56)

Corresponding to the Administration Division the British Foreign Office has seven departments to look after the same type of work. These are the Establishment and Organization, the Finance, the General, the Personnel, the Conference and Supply, and the Communications and Security departments. The Typing, Secretariat and Duplicating Services Section is not a regular department, but may be still treated as one of the administrative departments of the Foreign Office. (57)

(55) The O & M Section was set up in November 1954 to examine methods of work in the various sections, to study organizational problems and to suggest improvements in procedure with a view to achieving greater efficiency. (Report of the Ministry of External Affairs 1954-1955, 2.) This was as part of a general programme of setting up similar units in all Ministries. It works in close collaboration with the O & M Division in the Cabinet Secretariat. The officer in charge of the O & M Unit is also the Vigilance Officer and is in charge of the Vigilance Unit, a new charge created in 1955, at the instance of the Home Ministry to deal with disciplinary cases and measures connected with prevention of corruption. It works in collaboration with the Administrative Vigilance Division of the Ministry of Home Affairs. (Reports of the Ministry of External Affairs 1955-1956, 2 and 1957-1958, 2.) The Reorganization Unit, also functions under the charge of the same officer and is concerned with the implementation of the reorganization proposals in the Ministry.

(56) The constitution and functions of these Boards are discussed in Chapter VIII.

(57) For details regarding the functions of these departments see Strang and others, n. 4, Appendix II, 206-13.
Branches and Sections

Below the level of divisions the sections may be described as the primary units of organization. Till 1954, when organized divisions came into existence, the sections had formed the basic units of organization in the Ministry. A section was in charge of a Section Officer who had under him assistants and clerks. It had its well-defined scope of responsibilities. Two, or sometimes three, sections constituted a branch. Groups of branches were placed under the charge of Joint Secretaries and Deputy Secretaries and were, often, described loosely as divisions. But even after the re-organization of work in the Ministry into rationally constituted divisions the sections have continued to be the primary units of the administrative system in the Ministry. There are, at present, nearly 80 sections in the Ministry. (58) The section is responsible for rendering clerical assistance regarding the receipt and the despatch of all communications within its scope of its responsibility, initiating action on all receipts and putting it up to the officers with the necessary papers. It maintains all files and records relating to its sphere of responsibilities.

Below the level of divisions and at the level of sections and branches there are two forms of organization existing within the Ministry - the conventional set-up and the reorganization set-up. The conventional set-up exists mostly in the specialized

(58) See Appendix XII.
and administrative divisions. Under this system, a division is divided into two or three branches, each under the charge of an Under Secretary. Each branch is further sub-divided into two or three sections under the charge of a Section Officer. The advantage of this system is its well-defined hierarchical pattern of organization and administrative procedure. But it slows down the administrative process considerably. While, therefore, the system was found to be good for routine matters of an administrative type it was not found to be sufficiently mobile for tackling political questions. It was on account of this feeling that, in 1958, some administrative reorganization was undertaken.

The re-organization scheme covered only the territorial divisions. Under the reorganization proposals the well-ordered pattern of divisions, branches and sections has been discarded. The flow of the chain of command along the uniform hierarchy constituted of the Secretary, the Joint Secretary, the Deputy Secretary, the Under Secretary and the Section Officer is also disturbed. The head of a division may have directly under him Deputy Secretaries and Under Secretaries or simply Under Secretaries, Attaches and Section Officers. (59) The section in charge maintains all the relevant files and records and

(59) Under certain reorganizations undertaken in 1961 nine posts of Section Officers were converted into those of Attaches with a special pay of Rs. 75/- per mensem. They have duties almost similar to those of Under Secretaries.
feeds the officer in charge with the necessary papers. A single section may thus maintain and supply the records and previous files for a whole division or for a part of it. New administrative procedures have also been evolved to suit the new organizational set-up. This has resulted in greater efficiency and economy in organization. (60)

As was noted above, the conventional set-up is still maintained only in the specialized and administration divisions. But in certain territorial divisions, certain parts still maintain the conventional set-up as it was felt that in the transaction of work relating to them the old arrangements would be better. The whole of the UN Division and the Nepal units in the Eastern Division still maintain the conventional pattern of organization. (61)

The Foreign Service Inspectorate:

The Foreign Service Inspectorate was set up in the Ministry in 1954 "in order to achieve greater efficiency and economy in the operations of the missions abroad." (62) Though the Ministry was at this time being re-organized into divisions, the Inspectorate was not considered as a regular division. It was made directly responsible to the Special Secretary who was

(60) The administrative procedure followed under the two systems are discussed in the succeeding chapter.

(61) See Appendix X-B.

in charge of the administrative matters in the Ministry. The functions of the Inspectorate consisted of visiting from time to time the Indian missions and posts abroad and of advising the government on the fixation of rates of foreign and daily allowances to the foreign service officers serving abroad and on other administrative and financial questions relating to the working of the overseas establishments. The establishment of the Inspectorate had consisted of a Foreign Service Inspector of the rank of Joint Secretary from the Ministry of External Affairs, one Financial Adviser of the rank of Joint Secretary from the Ministry of External Affairs, one Financial Adviser of the rank of Joint Secretary from the Ministry of Finance, one Accountant and a Personal Assistant (Stenographer) each for the Inspector and the Adviser.

In August, 1959, after about four years of existence, it was decided to keep the Inspectorate in abeyance. In explanation of this decision it was stated that the Inspectorate had practically completed its main function of the fixation of the rates of foreign allowance, that there was shortage of funds and of suitable personnel and that there had been difficulties in implementing the recommendations of the Inspectorate, particularly on account of objections from the Finance Ministry. (63) The Estimates Committee had recommended


This last criticism about objections from the Finance Ministry was, however, refuted by the representative of the Finance Ministry. (Ibid., page 28, para 8.)
the revival of the Inspectorate, but with an expansion of its functions as those of the Corps of Inspectors in the UK. The Committee felt that the Inspectorate could perform the useful functions of looking after economy of expenditure and administrative efficiency in the missions and posts abroad and of performing a personal liaison role between the headquarters and the missions and posts. (64) But the Ministry decided to abolish the Inspectorate. The practice of inspections has, however, been revived. They will be made by the three Secretaries in their respective areas.

Advisory Committees and Boards:

The only Advisory body functioning in the Ministry is the Central Haj Committee. It is a statutory body and advises the government on matters relating to Haj Pilgrimage and renders assistance in respect of housing, transport and other arrangements for Indian pilgrims in Bombay and Jedda. The Committee consists of two officials and twelve non-officials. The Deputy Secretary in charge of Haj Affairs in the Ministry is the Secretary of the Committee.

There are also various departmental boards in existence in the Ministry. One such is the Economy Board, constituted in April 1958. The Board is in fact a continuation on a permanent basis of the Economy Committee set up in the Ministry in June

(64) *Estimates Committee, Hundred and Thirty-Eighth Report*, n. 49, pages 28-29, paras 83 and 84.
1957 in pursuance of the Prime Minister's instructions to exercise the utmost economy in expenditure, especially that involving foreign exchange. (65) It considers all cases relating to the creation of posts, continuance of temporary posts and fixation of ceiling rentals for residences of officials in the missions and posts abroad and seeks to achieve economy in administration. It is constituted of the Special Secretary as Chairman, two Joint Secretaries and the Deputy Financial Adviser as Members and a Deputy Secretary in the Administration Division as its Member Secretary. (66)

Departmental boards relating to the administration of the foreign service are also in existence in the Ministry. There are thus the Foreign Service Board, the Senior and Junior Establishment Boards and the Senior and Junior Departmental Promotion Committees. (67) Ad hoc committees and boards are set up for specific and temporary purposes as and when needs arise.

(66) Ibid., 1958-59, 3.
(67) The constitution and working of these Boards are discussed in Chapter VIII.
IV

Problems of Organization

(1) **Rational allocation of work**: Rational allocation of work to the various divisions presents a complex problem. It must follow certain well-accepted principles of organization like span of control, functional coherence of each part etc. The differences in the nature of functions performed by groups of divisions, like the territorial, specialized and administrative divisions, create further difficulties on the free distribution of work among the various divisions. Each of the functional group demands the application of special considerations regarding distribution of work.

The case of the territorial divisions may be examined in this context. Lord Strang points out that "in determining the territorial frontiers of a department's work it will be necessary, first, to see that the allocation gives the head of the department enough but not too much work to do, and secondly, to arrange, so far as possible, that the group of countries committed to a department's charge have, as compared with the members of other groups, a substantial mutual relationship of a kind that territorial contiguity or special political circumstances is likely to create." (68) In other words, in the organization of territorial departments in the Foreign Office, three principles have been brought into consideration - span of control, territorial contiguity and the political circumstances

(68) Strang, n. 33, 4.
of the time. These principles are equally applicable to the External Affairs Ministry in the allocation of work to the territorial divisions.

Regarding span of control it has been pointed out that there is an unwieldy allocation of work to some of the territorial divisions in the Ministry. In the opinion of the Special Secretary, who is in charge of the general administration of the Ministry, the whole distribution of work in the territorial divisions of the Ministry required to be reviewed. (69) The Estimates Committee suggested in its Report that 'it would be desirable to examine the allocation of work amongst the Divisions to see what reorganization is necessary to ensure that the work and its load are rationalised and evenly distributed.' (70) The Report of the Estimates Committee referred, in particular, to the Western Division and the UK and Africa Division in this context.

The Western Division deals with all the countries in Europe including USSR, and in the North and South America, including Cuba. This covers nearly 45 countries and means at present the control of 28 embassies and 5 legations. Besides, the division is also put in charge of matters relating to


In pursuance of the recommendations of the Estimates Committee, a Reorganization Committee under the chairmanship of Joint Secretary (Administration) was set up to examine the organization of the Ministry and reallocation of work among the different divisions and to make recommendations to ensure that the work was evenly distributed and effectively handled. / Report of the Ministry of External Affairs 1961-62, 2.,7
European Organizations like NATO, the European Common Market, E.D.C., Council of Europe and Paris Agreements. It is also in charge of various Technical Assistance Schemes like the Colombo Plan and connected matters. Further, the division is also made responsible for the administration of the ex-French possessions in India. (71) Quite obviously, the division is heavily overburdened. This was pointed out by the Estimates Committee which thought that "the Western Division was constituted somewhat unwieldy." (72) The same arrangements are, however, continuing. The arrangement is particularly surprising in view of the fact that for some time, two separate divisions - the American Division and the Western Division - had been in existence in the Ministry for the same area, the former dealing with countries of North and South America and the latter with the United Nations and Europe. (73) UN work was later transferred to the charge of a Director and in 1960 work connected with the United Nations was brought under the purview of the UN and Conference Division. The Western Division, relieved of its responsibilities regarding UN work, was now entrusted with the Americas and the American Division was abolished.

(71) See Appendix XI-A.


(73) Report of the Ministry of External Affairs 1954-55, 1. See also footnote 23 above.
A similar difficulty exists now about the Africa and West Asia Division. This division came into existence in 1961 as a result of the combination of two Divisions - the UK and Africa Division and the West Asia and North Africa Division. Regarding the erstwhile UK and Africa Division itself, the Estimates Committee had pointed out that the arrangements did not provide an adequate organization to deal with all African countries "which necessarily have a large dynamic content in them." (74) The Committee had suggested, therefore, that the UK and Africa Division should be reorganized as the Africa Division, UK work being transferred to some other division. The proposal was made in the context of the changing political context in Africa following the emergence of a large number of African States into independence.

As K. M. Panikkar remarked, the person in charge of UK and Africa Division was so busy with UK affairs alone that he had little time to devote proper attention to Africa work. (75) The Special Secretary in the Ministry also thought that the work in the UK and Africa Division was too unwieldy and that there should


(75) Evidence before the Estimates Committee, Minutes of Sittings relating to the Hundred and Thirty-Eighth Report, n. 69, page 12, para 4.
be a separate Division for Africa alone. (76) And yet, contrary to the widely expressed need for reducing the work in the division and for re-organizing it for only Africa work, the West Asia and North Africa Division was merged with it. The present Africa and West Asia Division thus came into existence. Considering the importance of the countries of Africa and of West Asia in relation to the foreign policy of India this arrangement is obviously very unsatisfactory.

A different situation may be seen to exist in the case of the Eastern Division. With the creation of a separate China Division in 1960 to deal with China work which also involves a good part of the work in relation to the three small border states of India, the Eastern Division is not obviously provided with enough work. Foreign relations with other countries in East Asia, like Japan and Korea, do not provide full work for a separate division. The division also handles work in relation to the administration of NEFA and Nagaland, but the responsibilities of the division in this respect are usually limited to giving broad policy directions on political questions. The actual administration is being carried out by the regular administrative agencies for the purpose.

The principle of territorial contiguity has in general been observed in the allocation of work to the territorial divisions. Under this principle geographically contiguous areas

(76) Ibid., page 20-21, para 6.
are to be brought under the allocation of work to particular divisions. In certain cases, however, it may not be possible to observe the principle very strictly. For example, till 1960 a single division looked after work connected with UK and Africa. There was distinct advantage in having the same division to deal with work relating to UK and Africa as long as large parts of Africa remained as colonies of Britain and other Western powers and some of the independent African countries were members of the Commonwealth. But with a large number of countries in Africa becoming independent - a majority of them have no special association with UK at all - this advantage disappeared. It would also seem that the present arrangement of keeping U.K. with the Southern Division also goes against the principle of territorial contiguity. It would be more logical to keep U.K. with the Western Division, particularly in view of the present trends of closer association between Britain and Europe.

A third important principle to be observed in the allocation of work relates to political circumstances. These differ from country to country and from time to time. The specific political interests of each country demand corresponding organization of its foreign office also. A comparative study of the organization of the territorial divisions in the British Foreign Office and in the Indian Ministry of External Affairs brings this out. (77) For example, while there is

(77) See Appendix XIII-B: A comparative chart on the allocation of work to the territorial divisions/departments in the UK Foreign Office and the Indian Ministry of External Affairs.
only one division (inadequate no doubt) in the Indian foreign ministry to look after the entire Western and Eastern Europe, USSR and the North and South Americas, the British Foreign Office has, for the same region, four separate territorial departments (the Northern, Southern, Western and American Departments) and a regional functional department in addition (the European Economic Organisation Department). In the same way, the Indian foreign ministry has only a single division for Africa and West Asia, while the British Foreign Office maintains four separate departments for the same area (Levant, Eastern, Arabian and African Departments) and a special 'British Property in Egypt Section.' Besides, there are the Commonwealth Relations Office and the Colonial Office responsible for handling British relations with large parts of Africa. In these two cases, apparently the larger political or economic interests of Britain in the two regions have made it necessary for the Foreign Office to maintain a more elaborate division of work than in India. Similarly, while the Foreign Office maintains only the Eastern Department for the entire East Asian region, the External Affairs Ministry has two divisions for the same area - the Eastern Division and the China Division. The special political requirements of a country are, therefore, important factors to be taken into consideration in the organization of its foreign office.

Similar problems regarding allocation of work are also present in the case of the specialized divisions or the
Administration Division. In these cases the major principle is that of span of control. Obviously, there should also be general cohesion and unity in the nature of functions assigned to any particular division. The Administration Division in the External Affairs Ministry is the largest of all with some 35 sections under it and is responsible for similar work performed by nine departments in the Foreign Office. (78) The division has, therefore, been provided with a larger staff, including officers at the Deputy Secretary and Under Secretary levels, than any other division in the Ministry.

The Estimates Committee pointed out in its Report that "it would be desirable to examine the existing allocation of work amongst the Divisions to see that the work and its load are rationalized and evenly distributed." (79) The Ministry itself is conscious of the difficulties arising from the present allocation of work, particularly to the territorial divisions. A Reorganization Committee under the chairmanship of the Joint Secretary (Administration), who heads the Administration Division, was set up in 1960 to study inter alia the constitution of the

---

(78) The corresponding departments in the Foreign Office are Establishment and Organization Department, Finance Department, Archives Department, Personnel Department, Conference and Supply Department, Communications Department, Security Department, Claims Department and General Department. Besides, there is also the Typing Secretarial and Duplicating Services Section. See Strang and others, n. 4, 206-13; Appendix XIV-A.

For a list of the various sections under the Administration Division see Appendix XII.

existing territorial divisions and to make recommendations
about the re-allocation of work among the different divisions to
ensure that the work load was evently distributed, rationalized
and manageable in each unit. The Committee has submitted its
proposals, on the basis of which a re-organization of work is
being undertaken in the Ministry.

(ii) Greater division and specialization of functions and
expansion of organization: The size of the Ministry has
undergone considerable expansion during the course of the last
few years of its existence. This has been on account of efforts
to cope with the increasing work in the Ministry resulting from
the assumption of new functions by the Ministry, the growth of
the missions and posts abroad, greater involvement in world
affairs, a more elaborate division of work for the sake of
efficiency etc. In 1954, when the various sections in the
Ministry were organized into 'rationally constituted divisions,'
their total number was only ten. Till 1959 this number remained
constant. But in 1960 the number of divisions was increased
to fourteen. In the same way, there were only 50 sections in
the Ministry in 1954 but by 1960 they increased to nearly 90. (80)
This growth has not, however, always kept pace with the demands
on the Ministry. The need to create more territorial divisions
was pointed out earlier. The creation of an Economic and
Co-ordination Division in the Ministry was realized in 1961

______________

(80) See Appendix XII.
though the need for it had been long-felt. (81) The need to have a separate division in the Ministry to look after cultural diplomatic activities has been voiced in recent times - for example, by the Estimates Committee. The Committee regarded that "the External Affairs Ministry is in the best position to judge what type of cultural activities abroad would be most useful and effective and also whether the personnel sent abroad would best fulfil the object of such delegations." "Without being very categorical about the functions to be taken over from the Ministry of Scientific Research and Cultural Affairs," the Committee considered that it might be useful to have a cell in the External Affairs Ministry to work in full co-ordination with the Ministry of Scientific Research and Cultural Affairs." (82)

A comparison of the allocation of work to the divisions/departments in the Ministry of External Affairs and in the Foreign Office brings out that the latter provides for a more elaborate division of work. Corresponding to the six territorial divisions in the Indian Ministry there are ten territorial departments in the Foreign Office; in the place of the eight specialized divisions in the Ministry there are at least twenty in the latter; and in the place of the Administration Division in the Ministry there are at least eight departments in the Foreign Office. (83) This is partly

(81) This was discussed above.
(83) See Appendix XIII-A.
on account of the fact that the volume of work transacted in the
Foreign Office is very much heavier than in the External Affairs
Ministry. But the explanation for the lesser volume of work in
the External Affairs Ministry is not that there is only less
work to be done by it. It is rather that the present organi-
zation of the Ministry is unable to do all the work it should.
In other words, a good deal of essential work is not being
done because of the lack of proper organization. It is also a
possible further criticism that the best use is not made out of
the existing organization. But the basic inadequacy of the
present organizational strength is also very obvious. At all
levels of the Ministry there is need for a more elaborate
scheme of division of work. This might inevitably lead to some
expansion of the organization, but it can also be partly
achieved through a more rational utilization of the personnel
in the Ministry. Further division of work would necessitate
the creation of new divisions, but along with this the size of
the division as at present constituted can also be reduced.
The elaborate hierarchical structure of divisions in the
present set up can be replaced by smaller, but more compact
ones. In the Foreign Office a department is headed by an
Assistant Secretary who corresponds to a Deputy Secretary in
the Indian Foreign Service, while in India the head of a
division is a Joint Secretary or a Director. (84) Work-study

(84) This point is discussed further in the succeeding
section.
schemes could be undertaken by the O & M Unit in the Ministry with a view to finding out the possibilities of greater division of work and better specialization of functions by units without any large scale increase in administrative expenditure.

(iii) **Flexibility:** Closely related to the need for a more rational allocation of work among the divisions, a more scientific division of work in the Ministry and the expansion of its organization is that of flexibility. The problem of flexibility is common to all large-scale organizations, but in the case of the foreign ministry the need for flexibility might be said to be greater on account of the extreme fluidity of modern international relations. The course of international events and developments exercises pressure on the organization of the Ministry and unless the machinery is capable of remaining sufficiently elastic to react to these changing pressures the efficiency of work in it is bound to break down.

Organizational changes resulting from particular developments in international relations have not been uncommon within the Ministry. The appointment of the Special Secretary to deal with the increased responsibilities of India in the United Nations after her election to the Security Council was an instance of this kind. Later, in 1960, when the need for more permanent arrangements in the Ministry were felt about the conduct of UN work, the UN and Conference Division was created. Similarly, there was also the creation of a China Division to deal with the increase in work connected with the
northern borders of the country following the Sino-Indian border disputes. The transfer of the Goa Section from the Western Division to the UN Division following Indian military action in Goa and the diplomatic developments in the UN regarding it is a very recent instance when the organization of the Ministry was subjected to pressures of events from outside.

Such changes indicate that there has been some flexibility and elasticity of organization within the Ministry. Yet, it is doubtful, if there has been an adequate flexibility of organization to enable the Ministry to be readily responsive to the pressure of events and developments in foreign relations. This may be noted from other experiences of the Ministry, as for example, the difficulties regarding the creation of the West Asia and North Africa Division, the Africa Division, the Economic Division etc. The West Asia and North Africa Division was created only in 1959, though the need for a separate division to deal with the area had been felt much earlier. Till 1959, the Southern Division had looked after all matters relating to West Asia, besides its responsibilities with reference to countries of South Asia and South-East Asia. With the large-scale emergence of West Asian States to independence and the increasing importance of these countries in India's foreign policy the need for a separate division to deal with West Asia and North Africa was keenly felt. It took three years before this could be done. But the problems of this division were not yet over. In 1961, the division came to be merged with the UK
and Africa Division, even though it had been keenly felt that there should be a separate division for Africa alone. Similar difficulties were also experienced about the creation of the Economic Division. Nor has it been possible for the Ministry to set up a Cultural Division so far. (85)

On the other hand, it has been pointed out that in the British Foreign Office the organization of the departments and the allocation of work to each is readily responsive to the changing demands of the international situation. (86) Examining the organizational changes in the Foreign Office in the post-war years as a consequence of the growth of international organizations, Professor Max Beloff finds that "the Foreign Office showed through the period a remarkable capacity for adapting its organization very rapidly indeed to the successive demands made upon it." (87) This flexibility is made possible in the Foreign Office to a large extent on account of the largeness of its organization within which there is adequate room for manoeuvrability and adjustments. Moreover, as Professor Max Beloff has pointed out, "such flexibility was assisted by the fact that re-allocation of duties within the department is within the discretion of the Foreign Office itself.

(85) These points were discussed above.

(86) Strang, n. 33, 4; Strang and others, n. 4, 58.

Treasury approval is only required when additions to the total establishment are made." (88)

The position of the External Affairs Ministry is, however, a little different. Here, the Ministry is still in a minimal form. The present organization is quite inadequate to meet its responsibilities. Whether the best utilization of the present means has been made or not is a different matter, but the fact remains that organizationally the Indian foreign office is still at a stage where it cannot, within its limited means, accommodate any important organizational adjustments freely. It always puts severe strains on the existing organization and calls for additions to the establishment. Though, therefore, the Ministry is free, as the Foreign Office is, to make organizational changes by itself, on account of the smaller and inadequate size of its organization it will not be possible for the Ministry at present to attain the same degree of flexibility as the Foreign Office. As it seeks to strengthen any one part another part necessarily gets weakened. In order to create a new Economic and Co-ordination Division the UK and Africa Division and the West Asia and North Africa Division had to be amalgamated to provide for the necessary adjustments of staff and organization. Any scheme for re-allocation of work in the Ministry, is therefore, liable to involve additional expenditure for staff and other things.

(88) Ibid., 122.
Under the existing rules changes involving additional expenditure have to be first approved by the Finance Ministry and the necessary budget provisions have to be made before they can be implemented by the External Affairs Ministry. Though in the interests of economy such a provision might seem desirable, in actual practice, the power of the Finance Ministry has come to mean a considerable restraint on the initiative and efficiency of other Ministries. The Finance Ministry has neither the expertise to judge such facts about the working of other Ministries nor is the efficient working of other Ministries any part of its responsibilities. This is, in a sense, power without responsibility. (89) The consequence is that the foreign ministry has got, first, to 'educate' the Finance Ministry on the desirability of these changes through a tiring and time-consuming correspondence, before it can seek to effect any change, however desirable or essential, in its organization. As is demonstrated from previous experiences, this process has not always been successful. In certain instances this situation is aggravated by a sense of inter-departmental rivalry. This was possibly one of the major difficulties of creating an Economic Division in the External Affairs Ministry - a matter in which the Finance Ministry thought it had an axe to grind.

(89) For a more detailed discussion see Asok Chanda, *Indian Administration* (London, 1959) 204-41.
Various other problems regarding organization can also be noted in this context. The problem of office accommodation is one such. At present, the Ministry is housed in at least half a dozen buildings, some of them at considerable distance from each other. The political divisions and the Administration Division are housed in a part of the Central Secretariat buildings, while some of the specialized divisions have been forced to seek accommodation elsewhere. Some of these have even been forced to be constantly on the move. This situation has naturally affected the efficient working of the Ministry. Some of the divisions, for long away from the Central Secretariat, have even been criticized as developing a sense of independence and separateness. It also entails too much of written work among the divisions, causes delay and affects efficiency.
Hierarchy

As is universal to all organizations, the Ministry of External Affairs also shows the operation of the principle of the scalar process or hierarchy. This principle consists of "arranging the administrative groups or units upon steps in a scale." (90) The organization of the Ministry forms a pyramidal structure. The Minister for External Affairs is at the apex of this structure. The lines of responsibility and authority converge on him. Authority flows from him downwards to the lower steps in the scale and responsibility runs upwards providing for a unity of command and responsibility. In order to assist him in the performance of his work are the Minister of State, the Deputy Minister and the Parliamentary Secretaries. They are not, however, in the direct chain of command. (91)

Directly under the Minister, and at the head of the permanent service of the Ministry, is the Secretary General. Below him there are the Secretaries, Joint Secretaries, Deputy Secretaries, Under Secretaries and Section Officers. The assistants, clerks, typists and others come still below. The various posts in the Secretariat of the Ministry are equated with other posts in the overseas missions and posts abroad. (92)

(91) See Appendix X.
(92) Appendix XIV: Comparative chart on the gradations in the foreign services of India and Britain.
This arrangement makes it possible for an integrated service like that of the Ministry to transfer its members from the headquarters to the field establishments and back in accordance with the requirements of the Ministry and without injury to the service conditions of officers. The operation of this scalar process and the unity of command which it provides is one of the most important factors of co-ordination in the working of the Ministry.

The supreme leadership in the Ministry is represented in the office of the Minister for External Affairs. This leadership is exercised both directly and through the delegation of authority to the sub-leaders at various steps on the scale. Delegation means 'the conferring of a specified authority by a higher authority.' It involves a dual responsibility. The one to whom authority is delegated becomes responsible to the superior for doing the job, but the superior remains responsible for getting the job done. (93) In other words, the ultimate authority and responsibility for the working of the Ministry lie with the Minister, but the junior ministers and the officials at the subordinate levels exercise such authority as is delegated to them by their superiors. As was noted in a previous section the officials at the various levels are in charge of work differentiated on the basis of functional definition. (94)


(94) Section III.
In the direct line of command from the foreign minister is the Secretary General of the Ministry. He is the senior-most officer in the foreign service and is in Grade I. In diplomatic status he is equal to an Ambassador. As head of the Foreign Service and as the administrative head of the Ministry his office corresponds to that of the Permanent Under-Secretary in the British Foreign Office. As in the case of the Permanent Under-Secretary, the Secretary General also performs functions of an advisory and administrative character. Lord Strang has described the functions of the Permanent Under-Secretary in the Foreign Office as follows:

... he is the chief adviser to the Foreign Secretary on the conduct of foreign affairs; he is responsible to the Foreign Secretary for the good administration of the Foreign Service and for the smooth functioning of the Foreign Office, Her Majesty's Embassies, Legations and Consular Establishments abroad, and as Accounting Officer, he is personally responsible to Parliament through the Public Accounts Committee of the House of Commons, before whom he appears for examinations, for ensuring that funds voted by Parliament for Foreign Service are expended with the economy for the purpose for which they are voted and for no others. (95)

The Secretary General is "the principal official adviser to the Foreign Minister on matters relating to foreign policy and is responsible for the supervision and co-ordination of the Ministry as a whole." (96) It is one of his "primary functions to ensure that he and his juniors act as the eyes and ears of

(95) Lord Strang, Home and Abroad (London, 1956) 269. Lord Strang was Permanent Under-Secretary in the Foreign Office from February 1949 to November 1953.

their Minister and reconnoitre the ground for the pitfall and the snare." (97) He is the head of the foreign service and is 'the principal agent for administration' of the Foreign Minister. He is, therefore, responsible to the Minister for the efficient functioning of the foreign service and the Ministry. Besides, there are also his financial responsibilities as the Chief Accounting Officer of the Ministry. He is made accountable to the Public Accounts Committee of Parliament in this respect. (98) His responsibilities are thus of an advisory and administrative character. As the principal official adviser to the foreign minister and as the head of the administration he is the link between the Minister and the administration. He is in a position to influence policy considerably, but the extent of this influence will naturally vary with the individuals occupying the offices of the foreign minister and Secretary General. (99) He keeps himself in touch with all major developments relating to administration or policy in the Ministry. It is, of course, impossible for him, as it is for the Minister, to do all the

(97) Strang, n. 95, 286.

(98) The Public Accounts Committee is one of the two most important financial committees of Parliament. For details on the constitution and functions of this committee, see W. H. Morris-Jones, Parliament in India (London, 1957) 279-95.

(99) For example, as noted in a previous chapter, Mr. Girja Shanker Bajpai, the first Secretary General in the Ministry is generally believed to have been much more influential than his successors to the office.
work himself. He delegates a part of his responsibilities to the senior officials under him. In consultation with them, he sees to the most efficient organization and distribution of work in the Ministry. The position of the Secretary General in the hierarchy also makes him one of the most important means of ensuring co-ordination in the working of the Ministry.

Below the Secretary General in the chain of command are the three Secretaries. In their order of seniority, they are the Foreign Secretary, the Commonwealth Secretary and the Special Secretary. Division of work in the Ministry begins from the level of the Secretaries. With the exception of the Economic and Co-ordination Division which is directly under the Secretary General, the remaining thirteen divisions in the Ministry are divided among the supervisory charge of the three Secretaries.

The Foreign Secretary is the senior-most among the Secretaries and is the most important among them as far as division of work is concerned. Under the present arrangements, of the seven political divisions in the Ministry (i.e. the territorial divisions and the UN Division), the Foreign Secretary is in charge of four of them - the Eastern, the Western, the UN and Conference, and the China Divisions. (100) He is, thus, in charge of some of the most important aspects of the country's foreign relations, viz. those relating to the Americas, the

(100) See Appendix X-B.
whole of Europe, including Soviet Union and other Communist countries, North and South America, China, Nepal, Bhutan and Sikkim, Japan, Korea, Formosa etc. and all political work connected with UN. The work relating to the UN, in particular, requires co-ordination with other territorial and specialized divisions, making him an important factor of co-ordination in the Ministry. Besides, he is also in supervisory charge of the administration of NeFA and Nagaland. The Protocol and Consular Division is also placed under the administrative responsibility of the Foreign Secretary.

The Commonwealth Secretary comes next in order of seniority and importance. The designation Commonwealth Secretary was originally adopted "to emphasise not the exclusiveness of the functions of this office but to indicate the main field of his responsibility." (101) He is responsible for all matters relating to the Commonwealth. Besides, he is also responsible for the Southern Division which is concerned with countries of South Asia and South-East Asia. He is also in charge of the Pakistan Division which involves work of considerable importance and magnitude. (102)

The Special Secretary, as was noted earlier, was originally appointed in 1951 for the purpose of looking after all work relating to UN in the Ministry which had increased considerably particularly after the Korean crisis in 1950 and


(102) See Appendix X-C.
India's greater responsibilities in the world body after her election to the Security Council during these years. The post was abolished next year, but was created on a permanent basis in 1956. The designation as Special Secretary was, however, retained, even though the original charge of UN work was taken away from him. From 1956 to 1961, the Special Secretary was put in charge of only the Administration Division in the Ministry. Probably on account of the feeling that in assigning only administrative work to him his considerable experience in political work was not being properly utilized it was decided in 1961 to assign some political work also to him. The present responsibilities of the Special Secretary cover the recently reorganized Africa and West Asia Division, besides the Administration Division. (103)

Below the level of the three Secretaries come the heads of divisions. They belong to two grades: Joint Secretaries who are in Grade IV and Directors who are in Grave V of IFS (A). The bigger or the more important divisions in the Ministry like the Eastern Division, the Western Division, the UN Division, the Administration Division, etc. are headed by Joint Secretaries. The Chief of Protocol, who heads the Protocol and Consular Division, is also of the rank of a Joint Secretary. Other divisions like the China Division, the Africa and West Asia Division and the External Publicity Division are headed by

(103) See Appendix X-D: Chart of the organisation of work under the Special Secretary.
Directors. The Director, Historical Division and the Honorary Legal Adviser in the Legal and Treaties Division are also of the same rank, though they do not belong to the career services of the Ministry. But while the Director, Historical Division is also the administrative head of the division, the Honorary Legal Adviser is not so. The real administrative head of the division is a Deputy Secretary. The newly created post of the Assistant Chief of Protocol, who also performs some political functions at present, is in the same grade. As noted above, there are, however, certain exceptions like the Pakistan Division and the Southern Division. The Pakistan Division is under the charge of three Deputy Secretaries directly responsible to the Commonwealth Secretary. The Southern Division is also headed by a Deputy Secretary. (104)

The heads of divisions occupy an important place in the organization of work in the Ministry. The division is the basic unit of administration in the Ministry and the head of the division has an important policy-making and implementing role. This office corresponds to that of the heads of departments in the British Foreign Office. According to Lord Strang the importance of the head of department in the transaction of work in the Foreign Office is because,

... he stands at a nodal point in the traffic of business, the point at which instructions from above meet recommendations from below. It is his duty to see that there is no conflict between orders from above and action below, to ensure that the

(104) See Appendix X-C.
subordinates execute approved policy. He must be alert to note, and to warn his superiors, if his policy is getting out of harmony with the facts. (105)

The hierarchical pattern of the Ministry below the level of the heads of divisions is not of a uniform pattern. In all divisions which are under the charge of Joint Secretaries the usual pattern is that of Deputy Secretaries and then Under Secretaries. There are however exceptions to this. Under certain reorganization measures undertaken in 1961 a few posts of Section Officers were converted into those of Attaches eligible for a special pay and with duties similar to those of Under Secretaries. In divisions under the charge of Directors there are usually no Deputy Secretaries, but only Under Secretaries and Section Officers. In the specialized divisions, the conventional set-up of Under-Secretaries in charge of branches and of Section Officers in charge of sections is still being retained. The Administration Division follows the conventional set up in full, with Deputy Secretaries, Under Secretaries and Section Officers forming the hierarchical chain of command below the Joint Secretary.

The hierarchical organization of the Ministry is different in certain respects from that of other Ministries in the Government of India, and that of the British Foreign Office. The office of the Secretary General in the Ministry is, for example, a very unique one. Other Ministries, with the exception of the Finance Ministry, have Secretaries at the

(105) Strang, n. 95, 283.
head of the administration. In cases where there are more than one department in a Ministry there are Additional Secretaries in charge of them. Only in the External Affairs Ministry and the Finance Ministry are there provisions for these super-Secretaries - the offices of the Secretary General and of the Principal Finance Secretary respectively. But while in the case of the Principal Finance Secretary it may be said that he is exercising jurisdiction over three Departments each headed by a Secretary the Secretary General exercises jurisdiction over only one department, the Ministry being constituted as a single department. The Ministry of External Affairs has received a very special treatment in this respect compared to other Ministries in the Government of India. The British Foreign Office has not been accorded a similar favoured treatment in Britain in comparison with other Departments of State in the White Hall. Corresponding to the Secretary General in India, the administrative head of the British Foreign Office is the Permanent Under-Secretary, whose status is the same as that of other Permanent Under-Secretaries in other Departments. It is on this account that there have sometimes been criticisms of maintaining the office of the Secretary General in the Ministry. For example, Shri G. L. Mehta stated before the Estimates Committee that "there was little justifi-
cation for the post of the Secretary General which was
created at the time of the late Shri Girja Shanker Bajpai." (106)

The creation of the office of the Secretary General in the Ministry has raised corresponding problems regarding the position of the Secretaries. The Ministry of External Affairs presents the solitary instance of a Ministry constituted as a single department and having more than one Secretary. In hierarchical order, the three Secretaries come below the level of the Secretary General. But like the Secretary General, they are also Grade I officers of Indian Foreign Service (A). Like him they also enjoy the diplomatic status of Class I Ambassadors. In the nature of their functions also, like that of advising the Minister or meeting representatives of other countries on behalf of the Minister, there is not much difference between the offices of the Secretaries and of the Secretary General. If the office of the Secretary General is comparable to that of the Permanent Under-Secretary the three Secretaries in the Ministry are apparently comparable to the three Deputy Under-Secretaries in the Foreign Office. But this will not be

(106) Minutes of Sittings relating to the Hundred and Thirty-Eighth Report of the Estimates Committee 1960-61, n. 69, page 27, para 9. As the statement implies, it is generally believed that the office was created specially for the sake of G. S. Bajpai, the first Secretary General of the Ministry of External Affairs (1947-52).

Shri G. L. Mehta was India's Ambassador to USA (and concurrently to Mexico) between 1952-58. He was also accredited as Minister to Cuba from 1956 to 1958.
strictly true. For, while the three Secretaries in the Indian Ministry are placed in Grade I of IFS (A) i.e. the same grade as that of the Secretary General, the Deputy Under-Secretaries in the Foreign Office are in Grades II and III of Branch A of British Foreign Service — i.e. in grades lower than that of their Permanent Under-Secretary. (107) It may be seen, therefore, that though in the nature of functions the offices of the three Secretaries in the Ministry of External Affairs and of the Deputy Under-Secretaries in the Foreign Office are comparable to each other, the three Secretaries enjoy a relatively higher status within their Ministry than their counterparts do in Britain. There is not, in actual fact, much to differentiate the status and functions of the three Secretaries from those of the Secretary General. One might almost say that the Ministry of External Affairs has at its head four officers who correspond to the one Permanent Under-Secretary in the Foreign Office in Britain. Below the level of the Secretaries are the Joint Secretaries and the Directors who are heads of divisions. The corresponding level in the Foreign Office is apparently that of the Assistant Under-Secretaries. The Assistant Under-Secretary in the British Foreign Office and the Joint Secretaries

(107) There are no provisions for the appointment of Grades II and III officers of IFS (A) at the headquarters of the Ministry. A Grade II officer would be of the status of an Additional Secretary, for whom there is no provision at the headquarters. Officers of Grades I and II are therefore kept in the missions and posts abroad till they are eligible for promotion to Grade I and the post of a Secretary falls vacant at the headquarters.
in the Ministry are both Grade IV officers in the senior branch of their respective foreign services. But the Joint Secretary in the External Affairs Ministry performs much less responsible work than the Assistant Under-Secretary in the Foreign Office. In the Foreign Office, Assistant Under-Secretaries perform more or less the same kind of work as Deputy Under-Secretaries. It has been said that "the Deputy Under-Secretaries are simply the most senior members of a rank which comprises both them and the Assistant Under-Secretaries, not a rank interposed between the latter and the Permanent Under-Secretary." (108) But in the Indian Ministry, the Secretaries form a rank interposed between Joint Secretaries (or Directors) and the Secretary-General. In the nature of functions performed by the Joint Secretaries they correspond not to the Assistant Under-Secretaries with whom they are equal in status and grade, but to the Assistant Secretaries, who, like the Joint Secretaries are heads of departments though of relatively much junior rank, being only Grade VI officers of Branch A. In the Foreign Office, the Deputy and Assistant Secretaries form "the chief mechanism for that canalisation and delegation of work which alone enables a great office to work smoothly at high speech and under great pressure, as the Foreign Office has/do." (109) This function is performed in India by the Secretaries who are, however, much more senior officers than these Under Secretaries in Britain.

(108) Strang and others, n. 4, 154.
(109) Strang, n. 95, 284.
In other words, the distribution of work at the various levels of the hierarchy in the Ministry shows lesser delegation of responsibility to lower levels than in the Foreign Office.

This is true not only in comparison with the Foreign Office, but also with other Ministries in the Government of India. This becomes clearer when the next two levels of officers viz., Deputy Secretaries and Under Secretaries, are examined. Deputy Secretaries in the Ministry serve under Joint Secretaries. Under Secretaries come under Directors and Deputy Secretaries. Only in cases where the conventional set-up is retained do Deputy Secretaries interpose as a separate level between Joint Secretaries and Under Secretaries. In the policy-making departments Deputy Secretaries and Under Secretaries perform more or less the same type of functions within a division. On the other hand, in other Ministries, Deputy Secretaries are put in charge of divisions, a function performed by the Joint Secretaries and Directors in the External Affairs Ministry. As heads of divisions, Joint Secretaries (or Directors) in this Ministry do the same kind of work as Deputy Secretaries in other Ministries do and Deputy Secretaries in this Ministry do the same kind of work as Under Secretaries in certain divisions of the same Ministry or in other Ministries do.

Even with regard to other Ministries in the Government of India, there have been criticisms regarding their hierarchical structure and the distribution of work, particularly at the levels of Joint Secretaries and below. As early as 1949
Mr. N. Gopalaswami Ayyangar in his Report on the Reorganization of Government had recommended that while provision should exist for Joint Secretaries in the organization of some departments, the work assigned to them should be clearly localised in a distinct wing within the Department and that care should be taken to ensure that the maximum measure of independent functioning and responsibility was vested in them. (110) The Government's decisions on the report had actually gone farther than these recommendations. This is evident from the announcement that Joint Secretaries would be placed in independent charge of Departments with full powers of a Secretary, when the Department was one among other Departments in the same Ministry. (111) In 1951, the second Estimates Committee came upon the same point of criticism and strongly urged the abolition of such 'superfluous posts' as those of Additional Secretary and Joint Secretary. In the opinion of the Committee, under the then existing system, Joint Secretaries and Deputy Secretaries were doing the kind of work which Deputy Secretaries and Under Secretaries used to do in the pre-war days. It wanted that "the whole matter should be thoroughly investigated and a firm policy laid down in regard to the creation of posts of Joint Secretaries or equivalent rank


and above." (112) In spite of these, there has been a tremendous increase in the number of Joint Secretaries and of other 'superfluous posts' in the Government of India. (113) Nor has there been any appreciable change at all regarding the organization of work and of the hierarchy in the administration. Writing in 1959, Asok Chanda urged that there should be a fundamental re-thinking on the role of Joint Secretary in the set-up of a Ministry. (114) In his opinion "where these officers (i.e. Joint Secretaries) are correctly employed, they


(113) Number of Secretaries, Joint Secretaries etc., in the Central Government (excluding Railways)

<table>
<thead>
<tr>
<th>Year</th>
<th>1947</th>
<th>1951</th>
<th>1954</th>
<th>1955</th>
<th>1956</th>
</tr>
</thead>
<tbody>
<tr>
<td>Secretary</td>
<td>37</td>
<td>37</td>
<td>42</td>
<td>42</td>
<td>46</td>
</tr>
<tr>
<td>Joint Secretary</td>
<td>79</td>
<td>87</td>
<td>106</td>
<td>141</td>
<td>142</td>
</tr>
<tr>
<td>Deputy Secretary</td>
<td>210</td>
<td>244</td>
<td>325</td>
<td>410</td>
<td>472</td>
</tr>
<tr>
<td>Under Secretary</td>
<td>463</td>
<td>556</td>
<td>713</td>
<td>881</td>
<td>1,006</td>
</tr>
</tbody>
</table>

In the Secretariat itself (excluding the attached offices) the growth was as follows:

<table>
<thead>
<tr>
<th>Year</th>
<th>1957</th>
<th>1958</th>
<th>1959</th>
</tr>
</thead>
<tbody>
<tr>
<td>Secretary</td>
<td>40</td>
<td>47</td>
<td>48</td>
</tr>
<tr>
<td>Joint Secretary</td>
<td>99</td>
<td>106</td>
<td>106</td>
</tr>
<tr>
<td>Deputy Secretary</td>
<td>302</td>
<td>326</td>
<td>329</td>
</tr>
<tr>
<td>Under Secretary</td>
<td>544</td>
<td>602</td>
<td>607</td>
</tr>
</tbody>
</table>

(114) Asok Chanda, n. 89, 145.
take decisions at the same level as the Secretary; where they are incorrectly employed and submit their cases through the Secretary to the Minister, as now seems to be the case, their responsibilities differ little from that of the Deputy Secretary and there should be no justification for giving them the pay and status of a Joint Secretary." (115) Asok Chanda pointed out that this has led to the creation of a vicious circle. Because the line of Deputy Secretaries is weak a greater load of work is placed on Joint Secretaries and a larger number of such posts are created. On the other hand, as the number of Joint Secretaries is increased the dilution at the Deputy Secretary level is also increased. This vicious circle can be broken, in his opinion, only if Joint Secretaries are allowed only in those Ministries where the work-load is too heavy for a single Secretary. They are to function as 'junior Secretaries functioning independently, keeping the Secretary informed only of major developments.' This would enable the number of Joint Secretaries to be reduced and to strengthen the Deputy Secretary level by leaving more experienced officers at the level. (116)

The adoption of such an arrangement in the External Affairs Ministry would necessitate a major reorganization of its hierarchical structure. In the Ministry, the Joint Secretaries are at the third hierarchical level from above while in other Ministries they are at the second. In other words, the Joint Secretary level in this Ministry is much weaker than in other Ministries and corresponds more or less to the Deputy Secretary

(115) Ibid., 145.
(116) Ibid., 145-6.
level in them. This is largely true of other levels in the Ministry also. In order to bridge this gap, it would be necessary to abolish the level of Secretaries and to raise the nature of functions and responsibilities of the Joint Secretaries to that of the Secretaries today. This would enable one level in the hierarchy to be abolished and to reduce the number of Joint Secretaries. A more integrated system of administration could ensue from this. At the same time, the level of Deputy Secretaries should be raised to that of heads of divisions, as in other Ministries and to that of the Assistant Secretaries in the British Foreign Office. Lord Strang has suggested that Under-Secretaries in the Foreign Office should be made responsible for formulating recommendations of policy within the sphere of each and for co-ordinating such formulations with other Under-Secretaries who may be concerned. (117) This could be applicable to the reorganized level of Joint Secretaries. Such a reform might have the advantage that it would lead to greater economy and efficiency in the working of the Ministry through the abolition of one level in the hierarchy. It would strengthen the level of Deputy Secretaries by leaving experienced officers at this level and by enabling the delegation of full responsibility for work done in the branches or divisions under their control to them.

(117) Strang, n. 95, 284. 