

12

**STANDING COMMITTEE
ON EXTERNAL AFFAIRS
(2015-16)**

SIXTEENTH LOK SABHA

MINISTRY OF EXTERNAL AFFAIRS

**RECRUITMENT, STRUCTURE AND CAPACITY-BUILDING OF IFS CADRE,
INCLUDING NEED FOR A SEPARATE UPSC EXAMINATION FOR CADRE,
MID-CAREER ENTRY AND IN-SERVICE TRAINING AND ORIENTATION**

TWELFTH REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

AUGUST, 2016/Sravana, 1938 (Saka)

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EXTERNAL AFFAIRS
(2015-16)

(SIXTEENTH LOK SABHA)

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INCLUDING NEED FOR A SEPARATE UPSC EXAMINATION FOR CADRE,
MID-CAREER ENTRY AND IN-SERVICE TRAINING AND ORIENTATION**

Presented to Lok Sabha on 2nd August, 2016

Laid in Rajya Sabha on 2nd August, 2016



LOK SABHA SECRETARIAT
NEW DELHI

August, 2016/Sravana, 1938 (Saka)

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COMPOSITION OF THE STANDING COMMITTEE ON EXTERNAL AFFAIRS (2014-15)

<u>Sl. No.</u>	<u>Name of Members</u>
1.	Dr. Shashi Tharoor, Chairperson
Lok Sabha	
2.	Shri Sirajuddin Ajmal
3.	Prof. (Dr.) Sugata Bose
4.	Shri Ranjit Singh Brahmputra
5.	Shri Arka Keshari Deo
6.	Shri Rahul Gandhi
7.	Shri Anantkumar Hegde
8.	Shrimati Rakshatai Khadse
9.	Shri Raghav Lakhanpal
10.	Shri Jose K. Mani
11.	Shri Feroze Varun Gandhi*
12.	Shri A. Anwhar Raajhaa
13.	Shri Maganti Venkateswara Rao (Babu)
14.	Md. Salim
15.	Dr. Mamta Sanghamita
16.	Shri P.R. Senthilnathan
17.	Shri Ram Swaroop Sharma
18.	Shrimati Supriya Sule
19.	Shri Sharad Tripathi
20.	Shri Chhedi Paswan [^]
21.	Shri Vishnu Dayal Ram [#]
Rajya Sabha	
22.	Shri Satyavrat Chaturvedi
23.	Shri H.K. Dua
24.	Shri Chunibhai Kanjibhai Gohel
25.	Shrimati Kanimozhi
26.	Shri Ram Kumar Kashyap
27.	Dr. Karan Singh
28.	Shri D. P. Tripathi
29.	Shri Pavan Kumar Varma
30.	Shri C.M. Ramesh [@]
31.	Vacant ^{##}

* Shri Feroze Varun Gandhi, Member of Parliament, Lok Sabha has been nominated w.e.f.11.09.2014 vice Dr. K.C. Patel, Member of Parliament, Lok Sabha who has been nominated to the Committee on Information Technology.

[^] Shri Vishnu Dayal Ram, Member of Parliament, Lok Sabha has been nominated w.e.f.25.03.2015 vice Shri Shiv Kumar Udasi, Member of Parliament, Lok Sabha who has been nominated to the Committee on Finance.

[#] Shri Vijay Sampla ceased to be Member of the Committee consequent upon his appointment as Minister w.e.f. 09.11.2014.

[@] Shri Y. S. Chowdary ceased to be Member of the Committee consequent upon his appointment as Minister w.e.f. 09.11.2014 and Shri. C.M. Ramesh has been nominated w.e.f. 28.11.2014.

^{##} Shri Murli Deora, Member of Parliament, Rajya Sabha had been nominated vice Shri Anand Sharma, Member of Parliament, Rajya Sabha who had been nominated to the Committee on Chemicals and Fertilizers w.e.f. 25.09.2014. Vacancy arose w.e.f. 24.11.2014 due to his sad demise.

COMPOSITION OF THE STANDING COMMITTEE ON EXTERNAL AFFAIRS (2015-16)

<u>Sl. No.</u>	<u>Name of Members</u>
1.	Dr. Shashi Tharoor, Chairperson Lok Sabha
2.	Shri Sirajuddin Ajmal
3.	Prof. (Dr.) Sugata Bose
4.	Shri Ranjit Singh Brahmputra
5.	Shri Arka Keshari Deo
6.	Shri Feroze Varun Gandhi
7.	Shri Rahul Gandhi
8.	Prof. Richard Hay*
9.	Shri Anant Kumar Hegde
10.	Shri Raghav Lakhanpal
11.	Shri Venakateswara Rao Magananti
12.	Shri Jose K. Mani
13.	Shri Chhedi Paswan
14.	Shri A. Anwar Raajhaa
15.	Shri Vishnu Dayal Ram
16.	Shri Mohammad Salim
17.	Prof. (Dr.) Mamta Sanghamita
18.	Shri P.R. Senthilnathan
19.	Shri Ram Swaroop Sharma
20.	Smt. Supriya Sule
21.	Shri Sharad Tripathi
	Rajya Sabha
22.	Shri Raj Babbar [§]
23.	Shri Satyavrat Chaturvedi
24.	Shri Swapan Dasgupta [^]
25.	Shri Chunibhai Kanjibhai Gohel
26.	Smt. Kanimozhi
27.	Shri Ram Kumar Kashyap
28.	Shri Amar Singh [@]
29.	Shri C.M. Ramesh
30.	Dr. Karan Singh
31.	Shri D. P. Tripathi

*Prof. Richard Hay has been nominated *w.e.f.*13.04.2016 *vice* Smt. Raksha Khadse who has been nominated to the Committee on Agriculture

[§] Shri H.K. Dua retired on 17.11.2015 and Shri Raj Babbar has been nominated *w.e.f.*20.05.2016.

[^] Shri Swapan Dasgupta has been nominated *w.e.f.*20.05.2016.

[@] Shri Pavan Kumar Varma retired on 07.07.2016 and Shri Amar Singh has been nominated *w.e.f.* 25.7.2016.

SECRETARIAT

- | | | | |
|----|------------------------|---|---------------------|
| 1. | Shri Cryil John | – | Joint Secretary |
| 2. | Dr. Ram Raj Rai | – | Director |
| 3. | Smt. Jyochnamayi Sinha | – | Additional Director |
| 4. | Shri Janmesh Singh | – | Under Secretary |

INTRODUCTION

I, the Chairperson of the Standing Committee on External Affairs, having been authorized by the Committee to present the Report on their behalf, present this Twelfth Report of the Standing Committee on External Affairs (2015-16) on the subject 'Recruitment, structure and capacity-building of ifs cadre, including need for a separate upsc examination for cadre, mid-career entry and in-service training and orientation'.

2. The Committee selected the subject 'Recruitment, Structure and Capacity-Building Of IFS Cadre, including need for a Separate UPSC Examination for Cadre, Mid-Career Entry and In-Service Training and Orientation' for detailed examination during the year 2014-15. The Committee were briefed by the representatives of the Ministry of External Affairs on 29.01.2015. The Committee held further discussion with the representatives of Ministry of External Affairs on 27.02.2015 and 18.6.2015. The discussion remained inconclusive, so, the Committee decided to continue further with the subject during their next term *i.e.* 2015-16 for detailed examination. The Committee took further oral evidence of the representatives of the Ministry of External Affairs and Department of Personnel and Training (DoPT) on 16.12.2015.

3. The Committee also undertook the local study tour to Foreign Service Institute (FSI), New Delhi and held discussion with representatives of the Ministry of External Affairs of the Foreign Service Institute on 28th January, 2015.

4. The Report was considered and adopted by the Committee at their sitting held on 27th July, 2016. The Minutes of the sittings of the Committee are appended to the Report.

5. The Committee wish to express their gratitude to the Ministry of External Affairs and Department of Personnel and Training (DoPT) for placing before them the material and information as well as tendering evidence and placing their considered views before the Committee.

6. For facility of reference, the observations/recommendations of the Committee have been printed in bold letters in the Report.

NEW DELHI
01August, 2016
10 Sravana, 1938(Saka)

DR. SHASHI THAROOR
Chairperson,
Standing Committee on External Affairs

CHAPTER-I

INTRODUCTION

The Indian Foreign Service has represented our nation before the world with dedication and commitment. However, the size of the Foreign Service is an issue of grave concern, considering the challenges of representing India's burgeoning interests and our growing global presence. The Committee have taken up the issue of the expansion of the IFS cadre in their previous Reports. The subject was also discussed during the examination of Demands for Grants of the Ministry for the year 2014-15. The Committee in their Fourth Report have also suggested that the Ministry engage in a *de novo* exercise of assessing its present available manpower, actual requirements and find a way to speed up the intake process. Attraction of new UPSC recruits towards the Indian Foreign Service is also being questioned and the quality of newly recruited probationers is another area of concern. Furthermore, the Committee have been regularly stressing the importance of training and regular orientation programmes for Ministry personnel and the necessity for building in-house capacities in view of our dynamic and ever-evolving strategic and technological scenarios and needs.

1.2 Training is an essential part of skill enhancement in any organization and an indispensable instrument for capacity building and quality enhancement. Towards this end, a new Training Framework (TF), in line with the National Training Policy, 2012 was adopted by the Ministry of External Affairs in July, 2013. The Foreign Service Institute (FSI) is the training arm of the Ministry of External Affairs that trains recruits in line with the new framework. The need for enhanced training and regular orientation programmes for the IFS and subordinate cadres of the Ministry and for building in-house capacity in view of contemporary geopolitical and technological scenarios cannot be overemphasized.

1.3 As a career diplomat, the Foreign Service Officer is required to project India's interests, both at home and abroad on a wide variety of issues. These include bilateral, political and economic cooperation, trade and investment promotion, cultural interaction, press and media liaison as well as a whole host of multilateral issues. It is only through proper training and orientation that a diplomat can stay abreast of all developments and advances in the fields relevant to our international relations.

1.4 Our country's heightened external trade, Foreign Direct Investment, Tourism, issues related to Overseas Indians and to Non-Resident Indians, cannot at present be favorably leveraged due to the limitations of the Ministry of External Affairs in terms of manpower and resources. In order to restore the balance, the MEA embarked on an Expansion Plan in 2008. The Ministry is in the process of formulating an ambitious plan named MEA Expansion Plan 2.0 which will project the actual requirements of direct recruit IFS officers in the Ministry in the next 15 years.

1.5 The Committee have made a number of relevant suggestions which would help the Ministry of External Affairs strike a balance with our current diplomatic requirements which *inter-alia* include expansion of the IFS cadre, rationale for quality intake of IFS probationers, enriching the curricula for training and an emphasis on in-service training and language training for diplomats.

CHAPTER II

RECRUITMENT AND STRUCTURE OF THE INDIAN FOREIGN SERVICE

The Indian Foreign Service was constituted in 1946 through a Cabinet decision to create a dedicated Diplomatic Service responsible for India's Foreign Policy engagements. In 1948, the first batch of Foreign Service Officers was recruited through the Civil Service Examination of the Union Public Service Commission. This mode of recruitment has, since then, provided the country its diplomats who represent India abroad and uphold our interests.. The Indian Foreign Service is an organized Group A Service and the Ministry of External Affairs is the Cadre Controlling Authority. It has grown from an initial strength of 40 officers in 1947 to 770 in 2014. In addition, there are 212 officers at the level of Under Secretary from the feeder cadre.

2.2 As per the Ministry, the all-India Civil Service Examination (CSE) conducted by the UPSC is the only mode of recruitment for all major All India and Central Civil Services including the Foreign Service. The catchment area of the CSE covers the entire geographic and demographic spectrum of India. There is an established long-standing parity between the Indian Foreign Service and the Indian Administrative Service in terms of recruitment, cadre and promotion related matters.

A. PRESENT STRENGTH

2.3 The number of diplomats is an important factor in projecting and promoting a country's national interest and in pro-actively engaging all countries. Therefore, a diplomatic corps commensurate with foreign policy engagements and goals is the *sine qua non* for the realization of our national interests.

2.4 The Committee were informed by the Ministry that the total strength of the IFS and other supporting cadres in the Ministry is 4086 (as on March 31, 2014). Of these, 1940 posts are at Headquarters and 2146 posts are in Missions/Posts abroad. In addition, there are 2231 locally recruited support staff in the Missions and Posts abroad engaged as marketing and commercial assistants, and for secretarial, interpretation, and consular work.

2.5 As per the Ministry, when compared to the other All India and Central Services, IFS is one of the smallest in terms of cadre strength. Notwithstanding this, the IFS since its inception, has demonstrated the highest levels of efficiency and innovation in manning posts in the Ministry of External Affairs and at Missions/Posts abroad.

2.6 When asked about the total number of IFS Officers in the country, the Foreign Secretary submitted as under:-

“We have a current sanctioned strength of 912. We are about 140 short of that. What happened is during the expansion plan we had to add 314 posts but because of the way the past recruitment done, we are behind the target. So, we were supposed to be 912, but the gap is around 140.”

2.7 When the Ministry was specifically asked whether any comparative assessment of the size and strength of the Indian Foreign Service *vis-à-vis* such services in other prominent countries was made, the Ministry in a written reply stated as under:-

“The size of India’s diplomatic corps is around 2700 against 1250 diplomats of the Republic of Korea, 800-850 of Singapore, 1300 of New Zealand, 900 of Italy, 2000 of Brazil, 4500 of China, while Japan’s diplomatic corps numbers 5700.”

2.8 When asked about the analytical understanding being drawn from the comparative assessment of the size and strength of Indian Foreign Services as compared to the Foreign Services of other countries, the Ministry, through a written reply, submitted as under:-

“India has a pool of about 2700 diplomatic rank officers in our Missions/Posts abroad and at Headquarters, including those from the feeder service and other Ministries and Services. In contrast, China has 4500 diplomats, Japan has 5700 diplomats, Brazil has 2000, Italy has 910 and Korea has 1250. United States is known to have about 20,000 diplomats. We are, therefore, not among the smallest of the diplomatic services, but are also not among the largest.”

2.9 When being specifically asked to account for these numbers, the Foreign Secretary stated as under:

“I will just give you the break up because I think the traditional number is 912. But to this we add 252 Grade-I officers of the IFS(B), 33 of the Interpreters Cadre, 24 of the Legal and Treaties Cadre, 635 Attaches, 540 diplomatic officers from the secretarial staff and 310 diplomatic officers from other Ministries.”

2.10 He further clarified as under:-

“...The point is, technically, if we were to use the word ‘diplomat’, for us that would be the holder of the diplomatic passport and someone who is reflected in our declaration of diplomatic list to a country. These 2700 people when they are abroad – those who are not in Headquarters – would figure in it.”

2.11 When asked about the action taken or likely to be taken on clause 6(3) of the Indian Foreign Service (Recruitment Cadre Seniority and Promotion) Rule, 1961 which lays down that the Central Government shall at the interval of every two years re-examine the strength and composition of the Indian Foreign Service Cadre, the Foreign Secretary stated as under:-

“We have done some reviews, but I must admit that it was not done every two years.”

2.12 It has been informed that keeping functional exigencies in mind, the Ministry takes reformative steps in Service matters as and when required as part of an ongoing process of review and appraisal of performance and delivery by various organs of the Ministry. The Committee, in this context, were informed that the last Cadre review of the Indian Foreign Service was carried out in 2004. At that time, the total strength of the IFS cadre was increased by adding a total of 69 posts. Of these, 29 were in Grade III of IFS (Joint Secretary Level), 40 in Junior Time Scale (entry level). This has increased the intake and career progression prospects of IFS officers.

2.13 As per the Ministry, a comprehensive review of various cadres of the Ministry is a complex exercise which requires extensive consultations with various stakeholders including the Department of Personnel and Training and the Ministry of Finance. The Ministry is currently reviewing projections of its manpower requirements for the next 15 years based on the number of personnel required both at Headquarters and Missions/Posts abroad. This comprehensive review addresses issues including domain specialization and linguistic needs of the Ministry in the coming years.

2.14 The Ministry was specifically asked whether it is capable of bridging the manpower shortage at the current induction rate. Through a written reply, the Ministry offered the following reply:-

“The number of direct recruitments in a year is directly linked with the number of retirements in a given year. Therefore, in order for the cadre to expand, it is important that recruitment is higher than the rate of retirement. Ministry has indented to UPSC for recruitment of 45 officers through Civil Services Examination of 2015 based on projected requirements, which is beyond the rate of retirement from IFS. At the current rate of induction, the Ministry expects to address manpower requirement in short to medium term. Measures including increased recruitment to IFS in coming years, along with deputation of officers from complementary Services like Indian Economic Service, Indian Revenue Service, Indian Trade Service as well as from the Armed Forces and substantial augmentation of Local Cadre in Missions, are expected to be commensurate with functional requirements in coming years.”

B. EXPANSION PLAN

2.15 With India’s growing profile and global aspirations, one of the challenges facing the Ministry of External Affairs is to address the issue of adequate manpower at all levels at the Headquarters and Missions/Posts around the world. The issue of inadequate manpower in IFS has already been dealt with in the preceding paragraphs.

2.16 As per the Ministry, the Union Cabinet approved the MEA Expansion Plan providing for creation of 514 posts in MEA over a period of 10 years from 2008-18 – of which 314 posts are at the level of Under Secretary/Deputy Secretary/Director and 200 posts for support staff. These posts are created in yearly tranches and so far six tranches have been operationalized. So far, a total of 309 posts have been created under the MEA Expansion Plan – of which 187 are IFS posts and 122 are at staff level.

2.17 When asked whether it is satisfied with the annual number of new recruits to the IFS, the Ministry submitted through a written reply:-

“MEA is of the view that there is need for additional number of officers to meet the growing requirements of international diplomacy. The Ministry is recruiting 30 to 35 IFS officers every year by indenting these vacancies through DoPT/UPSC. This includes 8 additional vacancies created every year under MEA Expansion Plan between 2008 and 2018.”

2.18 As per the Ministry, recruitment into the IFS over the last five years is as follows:-

2014 – 33
2013 – 26
2012 – 36
2011 – 34
2010 – 25
Total – 153

2.19 While elaborating upon the expansion plans of the Ministry, the Foreign Secretary during the submission of evidence submitted as under:-

“Even as we are implementing the current Expansion Plan, we would like to embark on the next Plan. We would like to start preparing for the next Plan. So, I would call it MEA Expansion Plan 2.0 so that we can start the work because it takes time in the Government to get the approvals and the financial concurrence necessary for that kind of growth. So, what we intended to do is while we will continue with the current Expansion Plan which takes us into 2018, we would start working on a successor plan which would depend on how much support we get within the Government. We would see if it could be telescoped into the later year’s plan and the existing plan.”

2.20 When asked to furnish details of the MEA Expansion Plan 2.0, the Ministry, in a written reply submitted as under:-

“A three prolonged approach is being considered which would include increasing recruitment in IFS, lateral entry and increasing strength of MEA’s local cadre. The focus would be innovative utilization of existing GOI provisions and optimizing the manpower resource options available to the Ministry. These proposals would have to be formalized in consultation with GOI Ministries/Departments as these would have considerable financial and administrative implications. A brief outline of MEA Expansion Plan 2.0, as it is being conceptualized in MEA, is as follows:

Direct Recruitment to IFS: Ministry is in the process of assessing its requirements in 2020, 2025 and 2030. The number of direct recruitments in a year is directly linked with the number of retirements in a given year. Therefore, in order for the cadre to expand, it is important that recruitment is higher than the rate of retirement. Ministry has intended to UPSC for recruitment of 45 officers through Civil Services Examination of 2015 based on projected requirements, which is beyond the rate of retirement from IFS. MEA Expansion Plan 2.0 will project the actual requirements of direct recruit IFS officers in the Ministry in next 15 years.

Lateral Entry from Non-Government Sectors: The Ministry has revised the guidelines for recruitment of Consultants from academia and private sector on contract basis, as per existing GOI norms. The selection process for Consultants to be engaged in Policy Planning and Research Division is currently underway.

Lateral Entry of Government Officers on Deputation: Deputation from other Ministries/Departments as a mode of recruitment in the Ministry for stipulated period three to five years is to be continued. The focus is to take officers on deputation from contemporary Services like Indian Economic Service, Indian Revenue Service (both Income Tax and Customs & Central Excise). The deputation programme has been expanded to strengthen in-house expertise.

Strengthening Local Cadre: Local staff in Missions/Posts abroad are primarily engaged in commercial and cultural outreach activities and consular services. In tune with current emphasis on commercial and Diaspora issues, it is important that the Missions/Posts are strengthened with additional manpower familiar with local conditions. Given emphasis that is attached to promotion of bilateral trade and investment with various countries and the growing expectations of the large Indian Diaspora, it is important to substantially augment the strength of local staff in our Missions to ensure smooth delivery of services. The Ministry is formulating a proposal in this respect to be sent to Department of Expenditure.”

2.21 When asked to provide details of the financial and administrative implications of the MEA Expansion Plan 2.0, the Ministry through a written reply submitted as under:-

“Internal consultation and approval process on MEA Expansion Plan 2.0 is currently underway within the Ministry. Once the Expansion Plan is finalized after internal consultations in the Ministry, the proposal will be forwarded to other Ministries/ Departments including Department of Personnel & Training and Department of Expenditure.”

a. Direct Recruitment

2.22 Increased intake through Direct Recruitment to the IFS is an integral part of the ongoing MEA Expansion Plan, as well as the MEA Expansion Plan 2.0. Such Direct Recruitment is done by the UPSC through the Civil Service Examination. At present the Ministry is recruiting 30 to 35 IFS officers every year by indenting these vacancies through DoPT/UPSC.

2.23 When asked whether the Ministry has undertaken any study to learn about the recruitment processes followed by Foreign Services in other countries, the Ministry through a written reply submitted as under:-

“Studies on the structure and recruitment process of Foreign Service personnel of other major countries were conducted during preparation of the MEA Expansion Plan in 2008. Officers of the Indian Foreign Service are

recruited through an Open Competitive Examination conducted by the Union Public Service Commission and through departmental-promotion route. Countries such as China, Japan, Korea and Italy, follow the competitive exam route for selection of their diplomatic officers. In Singapore, the Ministry of Foreign Affairs, in addition to recruitment through direct selection at entry level, also recruits 'Foreign Service Scholars' whom the Public Service Commission awards scholarship for pursuing studies abroad and these 'scholars' join the Foreign Service on completion of their studies."

2.24 When asked whether it is satisfied with the quality of candidates recruited through CSE, the Ministry through a written reply submitted as under:-

"The Civil Services Examination is undoubtedly one of the most competitive examinations in the world. It is also one of the best conducted examinations in the world. The value of this examination is well established. Officers recruited through this examination have the right aptitude to be moulded through proper training that meets the requirements of the Indian Foreign Service (IFS). The Civil Services Exam also provides equal opportunities to persons of all backgrounds to participate and join the Foreign Service."

2.25 When asked, in view of the requirement for specific skill-sets to serve in the diplomatic service, whether the Ministry has mulled over conducting a separate examination for Foreign Service, the Ministry replies as under:-

"The All India Civil Services Examination provides for an impressive catchment of potential candidates. At the time of taking examination, many candidates are not clear about the career choices. Conducting a separate examination may limit the catchment area and exclude candidates who are undecided. We therefore attach more value to intensive training after their recruitment into the Indian Foreign Service."

2.26 When asked about the feasibility of conducting an additional aptitude/skill test for candidates to join IFS, the Ministry through a written reply submitted as under:-

"The fundamental purpose of the All India Civil Services Examination is to recruit the 'most appropriate' candidates for the civil services, including the IFS. Such candidates are thereafter, through well-designed training at LBSNAA, FSI, various institutes/departments/ministries, etc. and then attachment in the Ministry and the Missions, trained and adequately prepared to carry out their diplomatic responsibilities well. The Interview Board of UPSC, while conducting the Personality Test, is aware of the service preferences of the candidates and is best qualified to judge the aptitude/skill of the candidates who have chosen to opt for the IFS or even those who are likely to get IFS."

2.27 When asked their opinion on the idea of conducting separate examinations for the Foreign Service, the Ministry submitted as under:-

“The Ministry feels that it is in the interest of the Indian Foreign Service to continue its recruitment through the combined Civil Services Examination.”

2.28 When specifically asked as to ways in which conducting a separate examination for the Indian Foreign Service will limit the catchment area, the Ministry through a written reply submitted as under:-

“CSE conducted by UPSC is beyond doubt the most prestigious examination conducted in the country for the most coveted of Services. Thus the catchment of potential candidates that the UPSC-conducted exam attracts is impressive and would be unmatched for any other exam conducted in the country. Having a separate exam for IFS, or for that matter for any other service, would not be able to draw as many numbers and as wide a talent pool as the existing exam, thus, limiting the catchment for the IFS.

Conducting a separate exam will significantly reduce the catchment and thereby reduce the competition among the candidates. This will in turn reduce the quality of intake.

A very large number of candidates appearing for CSE are those who just complete graduation and may not have precise clarity about their career choices. The fundamental objective of CSE is to select candidates who have the right aptitude, attitude and potential to be moulded into efficient and outstanding civil servants following well-structured training imparted in respective Institutes/Academies. Candidates whose preference is to join the IFS can always mention IFS as their first (or the only) choice among the preferences for the services in the CSE.”

2.29 When asked about reasons for their reservations regarding the Committee’s suggestion to conduct a separate examination for the Indian Foreign Service, the Ministry submitted through a written reply:-

“Officers of the Indian Foreign Service are recruited by UPSC through the Civil Services Examination, which certainly is one of the most competitive examinations not only in India but also in the world. It is also extremely well conducted and suited to recruit from an unmatched pool of talent, candidates with right aptitude to be molded through proper training that meets the requirements of the Indian Foreign Service. While providing equal opportunities to persons of all backgrounds to participate in the examination and join the Service, CSE also ensures that the catchment area for selection of right candidates remains as vast and diverse as possible, which may be limited if a separate examination is to be conducted. The Committee’s earlier suggestion of introducing an additional paper specific to international affairs

and/ or additional weightage for interview is under consideration in the Ministry.”

2.30 On the issue of adding an additional paper for Foreign Service applicants or giving additional weightage to the personality test, the Foreign Secretary during the evidence submitted as under:

“...In fact, we were in communication with the UPSC on what should be the preferred mode of examination. We have informed the UPSC that it is a view of the Ministry that we could re-introduce additional papers for the Foreign Service and also we should give additional weightage to the personality tests. So, those are two recommendations we have made to the UPSC....”

2.31 The Committee have been informed that the scheme for the Civil Service Examination is under a review by an Expert Committee under the Chairmanship of Shri B.S. Basawan which is requested to submit its report by 11.8.2016.

2.32 Further, the representative from the DoPT made the following submission before the Committee:

“... the UPSC has constituted a Committee headed by Mr. B.S. Basawan to look into the various aspects of the Civil Service Examination and come up with recommendations. The Committee has been given a timeframe of six months. I understand that the Department of External Affairs has also given their inputs regarding additional papers and additional weightage for the interview, etc.”

2.33 On the issue of opening up the Civil Service Examination for NRIs, the Foreign Secretary made the following submission:-

“...We have also informed them that in terms of candidates abroad, it is something we could look at in terms of doing the exam abroad but also waiving the Indian language provision for people who have done more than fifty percent of their schooling abroad. We have recommended to UPSC that they could consider waiving the Indian language provision for people who have done more than 50 per cent of their schooling abroad. So, in a sense, on both these issues, the Ministry’s view has been positive and has been communicated to the UPSC.’

2.34 On being asked about examination centres where such candidates can take the exam, the Foreign Secretary submitted that:

“They will have to take it abroad. It would depend on the place. I think that is less of a problem than enabling enough people to think they could qualify and for which today the language issue is an important thing...”

b. Lateral Entry

2.35 Lateral Entry route is a viable route for augmenting the capacity of the Ministry of External Affairs. The Ministry’s ongoing Expansion Plan 2.0 has a provision for lateral entry. The Expansion Plan has provisions for lateral entry on deputation officers for 3-5 years and the Ministry has already taken GOI Officers from various GOI Ministries/Departments on deputation. At present, there are 66 deputationals serving in the MEA from other Ministries/Departments.

2.36 As per the Ministry, the MEA Expansion Plan has provisions for lateral entry on deputation for 3-5 years. The Ministry has already taken GOI officers from various GOI Ministries/Departments. The MEA is ready to take officers from specialized services such as Indian Economic Service and Indian Trade Service to the Ministry for short term deputation and is examining the issue of their optimal deployment.

2.37 It has been informed that the Ministry has been following a policy of bringing in experienced Officers from other Services and has set apart 120 vacancies in the Expansion Plan to be filled in by Officers deputed to the Ministry in a ten-year period from 2008-2018. In past years, Officers from the Ministries of Finance, Defence, Telecommunications and the Lok Sabha Secretariat, etc. have joined the Ministry on deputation.

2.38 The Foreign Secretary further elaborated on the issue during his submission made before the Committee:-

“The Ministry is also looking to utilise expertise from other Ministries and Departments. We have already taken in 66 officers on short-term deputation from other Ministries. We are expanding our deputation programme by including officers from the Indian Legal Service in order to strengthen in-house legal expertise of the Ministry. In order to effectively monitor technical aspects of development projects, requests for deployment of advisors with experience and expertise in management of road, rail, port and power projects have been placed with relevant Ministries.”

2.39 As per the Ministry, it has revised the guidelines for recruitment of consultants from academia and the private sector on contract basis, as per existing GOI norms. The

selection process for Consultants to be engaged in Policy Planning and Research Division is currently underway.

2.40 When asked about the steps taken to optimize the role of consultants, the Ministry though a written reply stated as under:-

“The Ministry has through open advertisement selected scholars and researchers with identified expertise in International Relations to work in the Policy, Planning & Research Division of the Ministry. In addition, consultants selected thus are deployed in other Divisions also. Similar is the case with the Development Partnership Administration (DPA) which is spearheading our major international projects.”

2.41 Further elaborating upon the issue, the Foreign Secretary submitted the following before the Committee:-

“I am happy to report that all the posts that we advertised, we have had two people from the academic world and two more will be joining there shortly. We are also expecting to recruit five more people for deployment in different territorial divisions so we would very soon have nine people from the academic world working on contractual-basis in the Ministry.”

2.42 Moreover, on being asked by the Committee to provide specifics for the implementation of lateral entry, the Ministry in their written reply stated as under:-

“Twelve posts were to be created each year under the Ministry of External Affairs Expansion Plan since 2008 to be filled by officers on deputation from other Ministries and Departments. There are more than 150 officers posted in Missions abroad who are from other Ministries and Armed Forces. Ministry is planning to expand deputation programmes for strengthening in-house legal expertise. In addition to lateral entry through deputation, Ministry is optimizing the role of Consultants to tap the intellectual expertise available in educational institutions and private sector.”

2.43 The Ministry has furnished the following status regarding the implementation of the lateral entry scheme from non-Government sectors:-

“The Ministry presently engages over 40 Consultants and professionals. Four Advisors at a senior level with several years of experience in project management for key infrastructure related projects have also been selected for Development Partnership Administration Division. Other Divisions which have appointed consultants for specialized work include the West

Asia and North Africa (WANA) Division, Latin America and Caribbean (LAC) Division, ASEAN Multilateral Division, Legal and Treaties Division, Consular, Visa and Passport (CPV) Division and Disarmament and International Security (D&ISA) Division. Consultants were appointed for specialized work related to protocol and hospitality in the India Africa Forum Summit Secretariat. Ministry has also appointed scholars and researchers to work in key divisions of the Ministry including Policy Planning and Research Division and territorial Divisions.”

c. Local Cadre

2.44 The Committee were informed that strengthening of the local cadre is an important part of the MEA Expansion Plan 2.0. Local staff in Missions/Posts abroad is primarily engaged in commercial and cultural outreach activities and consular services. In tune with current emphasis on commercial and Diaspora issues, it is important that the Missions/Posts are strengthened with additional manpower familiar with local conditions. Given the emphasis that is attached to the promotion of bilateral trade and investment with various countries and the growing expectations of the large Indian Diaspora, it is important to substantially augment the strength of local staff in our Missions to ensure a smooth delivery of services. The Committee were further informed that the Ministry is formulating a proposal in this respect to be sent to Department of Expenditure.

2.45 On the issue of local Cadre, the Foreign Secretary during the sitting submitted as under:

“...Today, we have 2,200 local employees working in 183 missions and posts. Increasing their number, because they are value for money, and improving their quality through training would help our Heads of Missions in their efforts to carry out tasks related to commercial and cultural outreach and consular services. This is yet another aspect which we intend to pursue through the MEA Expansion Plan 2.0....”

2.46 On the training needs of the local cadre, the Foreign Secretary during the sitting submitted as under:-

“...We are also preparing a training policy that targets our local staff, especially in behavioural skills as in most cases local employees are among our first layer of public interface in Missions abroad. Its modalities are being worked out.”

2.47 Further, while underlining the importance of local cadre, the Foreign Secretary during a sitting submitted as under:-

“...We have also made a proposal to expand the local employees’ cadre in our Missions and Posts abroad. A part of the reason is that they are really a value for money. We do not have in most cases medical or residential or passage overheads where they are concerned. I think, as a broad thumb rule the cost, it is one-fifth of what an India-based employee would cost. Considering we get language skills inbuilt into local employees, it is something which we have looked at. We have made a proposal for 500 posts in different Embassies. Just as a reference, at the moment the global number of local posts is about 2,200. So, this will be a fairly substantial increase. This is under submission to Finance. It will take some time for us to see that this proposal is through...”

2.48 When asked about the status of the proposal to augment the strength of the local staff in various Missions/Posts, the Ministry through a written reply submitted as under:-

“Ministry in consultation with all its Missions and Posts abroad undertook a comprehensive exercise to assess the requirement for strengthening Commercial, Cultural and Consular Wings in Missions/Posts a proposal for creation of 535 posts in around 130 Missions/Posts abroad was prepared. The proposal has been forwarded to the Department of Expenditure, after obtaining approval of External Affairs Minister and Department of Expenditure’s approval is still awaited.”

d. Promotion from the feeder cadre

2.49 Under the MEA Expansion Plan, on an average 32 new posts have been added every year at the Officers level which inter-alia includes 12 posts through departmental promotions from the feeder cadre within the Ministry. As per the Ministry, the Expansion Plan has also addressed the issue of stagnation in the feeder cadres.

2.50 As per the Ministry, upto 22.5 per cent of the posts in IFS (A) are filled by Members of IFS Branch B through induction/promotion. As part of MEA Expansion Plan, an additional 120 posts for the period 2008-2018 have been earmarked to be filled through the induction of Officers from the feeder cadre. Once promoted, an Officer/Official can join a training course for the relevant level and interest.

2.51 The Indian Foreign Service is our dedicated diplomatic service representing India at various international fora. The IFS cadre is one of the smallest in terms of cadre strength as compared to other All India and Central Services, with a current sanctioned strength of 912. If we consider the total pool of diplomatic officers in our Missions/Posts abroad and at Headquarters including those from feeder Services and other Ministries and Services, the country has a pool of about 2700 officers who can serve diplomatic functions. The size of India's diplomatic corps is far smaller than that of China and Japan and about one eighth of USA's diplomats. It is a matter of grave concern for the Committee that there are only 770 IFS Officers against the sanctioned strength of 912. The Committee are of the considered view that the size of India's diplomatic corps is inadequate considering the tasks and challenges before the Ministry and nation.

The Committee find that the Ministry has not been adhering to clause 6(3) of the Indian Foreign Service Recruitment, Cadre, Seniority and Promotion Rule, 1961 which lays down that the Central Government shall at the interval of every two years re-examine the strength and composition of the IFS cadre. In fact, the last cadre review of the IFS was carried out in 2004 and it has been 12 years since a review took place. The Committee feel that the Ministry must reflect a more serious attitude and prevent any further deterioration in the already modest numbers facing India's diplomatic corps. The Committee would therefore, strongly recommend that the Ministry take urgent notice of the low strength of the IFS cadre as well as that of the total diplomatic corps of the country as compared to the strength of other prominent countries and the need for manpower augmentation to handle India's growing profile and aspirations at

the global stage and to initiate remedial measures at the earliest. To begin with, the Committee would recommend that the Ministry fill the gap between the sanctioned strength and the current strength of the IFS cadre as well as that of other diplomatic officers through periodic cadre review as stipulated under Service Rules. The Committee further desire that the Ministry undertake the long delayed cadre review immediately and also ensure that in future there is no failure in conducting periodic cadre reviews as stipulated under the Service Rules.

(Recommendation No. 1)

2.52 The Committee observe that the Ministry has been recruiting 30 to 35 IFS Officers every year by indenting these vacancies through the UPSC. In order to tide over the shortage of manpower, the Ministry has embarked upon an Expansion Plan covering a period of 10 years from 2008 to 2018 which provides for the creation of 514 posts in the Ministry. Till date, 309 posts have been created under the Plan after operationalization of six tranches which includes 187 posts of IFS and 122 posts at the staff level. However, the Committee note that despite the Expansion Plan, the critical gap between our diplomatic requirements and available manpower still remains. Furthermore, with only two years left for the Expansion Plan to conclude, the Committee desire that the timeline for creating the remaining 205 posts be strictly adhered to. The Committee view the Expansion Plan as a beginning to plug the existing gap, but it does not factor in the emerging requirements of the Ministry for which the Committee have been pressing hard through their earlier Reports and which will need further intake at a greater scale and speed.

The Committee further note that the Ministry has started working on a long term successor plan to the ongoing Expansion Plan known as the Expansion Plan 2.0. Under the MEA Expansion Plan 2.0, the Ministry will assess its requirements in 2020, 2025 and 2030. For the Committee, the plan is the culmination of its exhortations to the Ministry for engaging in a *de novo* exercise of assessing its present available manpower. The Committee, would, therefore, recommend that the Ministry initiate the exercise of assessing its manpower requirements under the MEA Expansion Plan 2.0 with due diligence by factoring in diverse future scenarios. In view of the fact that this will entail a lengthy process of consultations and financial approvals, adequate planning must be invested in without delay. The Committee would like to be apprised about the blueprint of the Expansion Plan 2.0 along with the implementation schedule.

(Recommendation No. 2)

2.53 The Committee observe that Officers of the Indian Foreign Service(IFS) are recruited through an open competitive examination called the Civil Services Examination (CSE) conducted every year on an all India level by the Union Public Service Commission (UPSC). The Committee have been informed that the number of direct recruits in a year is directly linked to the number of retirements that year. The Ministry at present recruits 30 to 35 IFS Officers every year by indenting these vacancies through the Department of Personnel and Training (DoPT)/UPSC which includes 8 additional vacancies created every year under MEA Expansion Plan for 2008 and 2018. The Committee understand that the CSE assesses the overall knowledge and general aptitude of the candidates through a set of written papers and a personality test/interview. The Committee also understand that the Civil Services is undoubtedly

one of the most competitive and best conducted examinations in the world. The Ministry feel that the Officers recruited through this examination have the right aptitude to be moulded through proper training that meets requirements of IFS. The Committee, however, feel that under the existing scheme of the examination, the aptitude of the candidates for Foreign Service is not being properly assessed. In the opinion of the Committee, it is a major lacuna as the skills required of a career diplomat is qualitatively different from those demanded by other services. It is, therefore, imperative that only candidates with the right caliber and aptitude who are suited to represent India internationally are recruited to the IFS.

With a view to ensure that selected candidates match the profile for a career diplomat, the Committee are of the considered opinion that the Ministry and DoPT should examine all possible options such as conducting a separate examination for the foreign service or introducing an additional paper or according more weightage to the interview/personality test. On the issue of conducting a separate examination for the IFS, the Committee were made to understand that it will constrict the pool of potential candidates. Therefore, the Committee have reached an understanding that it may not be a worthwhile idea to conduct a separate examination for the foreign service in view of the fact that it may constrict the catchment area of potential candidates and it may also be difficult for any examination to match the popularity of the CSE. However, the Committee find it prudent to effect adjustments in the present system of examination to make it in consonance with the job requirements of a career diplomat without compromising on the wider pool of candidates offered by the CSE. The Committee suggest that for selecting suitable candidates, it should be imperative that candidates

are also assessed by parameters such as international aptitude, curiosity about the world, knowledge or demonstrated interest in foreign affairs, communication skills in English and foreign languages etc. After due deliberation, the Committee have arrived at some viable solutions and accordingly, the Committee recommend that an additional paper for testing the aforementioned aptitude/knowledge be introduced by the UPSC and that this should be made obligatory for candidates opting for the IFS. Other candidates may be given the option of not appearing for this paper but passing this paper should be mandatory for all candidates opting for the IFS. Further, the Committee would like that the scope of the personality test should be enhanced suitably for candidates opting for IFS and they should be assessed for qualities which are considered *sine qua non* in a diplomat. The interview board while conducting the personality test may also be asked to indicate whether the particular candidate who has opted for IFS is recommended for IFS or not. In other words, a candidate may be allotted IFS if he/she is in the merit list, has cleared the additional paper and obtained a recommendation from the Interview Board.

The Committee are aware that the Ministry has already given inputs regarding additional papers for the Foreign Service and additional weightage to be given to the personality test. Furthermore, the B.S. Basawan Committee that looked into revamping the Civil Service Examination will be submitting its Report by 11.8.2016. Our Committee would desire that the aforementioned recommendations of the Basawan Committee are communicated to the DoPT/UPSC at the earliest for their consideration. The action taken in this regard should be communicated to the Committee.

(Recommendation No. 3)

2.54 The Committee are concerned to note that the present scheme of Civil Services Examination (CSE) where a candidate is required to pass a paper in an Indian language is a major impediment for NRIs to appear for the examinations. The Committee are of the opinion that wards of Non-Resident Indians (NRIs) are capable of representing India's interests globally in an effective and convincing way by virtue of their exposure and multi-cultural experience abroad. The Committee would, therefore, recommend that NRIs should be given an opportunity to appear in the CSE by waiving the Indian language provision for those who have completed more than fifty percent of their schooling abroad. However, the selected candidates should be required to gain working knowledge of atleast one Indian language during the probationary period. The Committee would specifically desire the Ministry to pursue the matter with the DoPT with utmost urgency. Proficiency in a foreign language other than English should however be required as a substitute for an Indian language.

(Recommendation No. 4)

2.55 The Committee note that the ongoing Expansion Plan of the Ministry has provisions for lateral entry for Government of India Officers drawn from other Ministries/Departments and that at present 66 deputationists are working in the Ministry. The Committee feel that the Lateral Entry route is a very viable option for augmenting the capacity of the Ministry till it develops manpower capacity of its own.

The Committee are also aware that the Ministry of External Affairs is the executing agency for a number of projects overseas. The Committee would recommend that the Ministry should bring in more officers with experience in the field of project management to suitably execute and man these projects on a long-term basis. Further,

the Committee desire that the duration of deputation of these officers in the Ministry of External Affairs may be explored through consultations with the concerned Ministries/Departments and if required, the necessary relaxation of rules may also be obtained for their continuation beyond the period ordinarily permissible under the rules.

(Recommendation No. 5)

2.56 The present gap between existing manpower resources and actual requirements is a matter of serious concern for the Committee. Though the present cadre of the Ministry is intellectually endowed to fulfill their diplomatic responsibilities, the Committee feel that it may still be sufficiently supplemented by bringing in more talent from the private sector and academia. The Committee are pleased to note that the Ministry has now started recruiting people from outside government and nine people from the academic world are likely to be contracted by the Ministry. The Committee would recommend that the Ministry should encourage hiring more experts from academia and the private sector and that their deployment should be spread out through important Divisions. These experts may be picked from diverse specific fields such as area studies, foreign languages, public relations, nuclear energy, international law, environmental studies, climatology, trade & commerce, security, etc. and their terms of employment and remuneration should be competitive in order to attract the best talent in the market. In this regard, the Committee also desire that the Ministry of External Affairs explore the possibility of recruiting eminent scholars into foreign service, from amongst those who complete their studies abroad on scholarship for higher studies.

The Committee feel that there may be times when specialized expertise is required on various issues and in-house support for this may not be available with the Ministry. In order to make up for shortfalls, the Committee would strongly recommend that the role of consultants be suitably enhanced to increase the information base and expertise of the Ministry in handling emerging and challenging issues in the field of geopolitics, environmental/commercial diplomacy. *(Recommendation No.6)*

2.57 The Committee feel that a well-trained local cadre is vital for enhancing the efficiency of Missions/Posts as they are familiar with local conditions, language and customs. The cost of hiring is the local cadre much lower than an India-based employee. The Committee are pleased to note that at present around 2,200 local employees work in India's various Missions/Posts abroad and strengthening of the local cadre has been an integral part of the Ministry's Expansion Plan 2.0. However, the Committee are also aware that they cannot substitute for the regular diplomatic staff in being responsible for our foreign policy interests and in terms of maintaining confidentiality in official matters. The Committee would, therefore, recommend that keeping in view the diplomatic sensitivities involved, the role of the local cadre should be confined to manning the service delivery arms of various Missions/Posts except in exceptional circumstances. The Committee would further desire that a concrete policy guideline for hiring the local cadre, meeting their training needs and making provisions for appropriate wages should be worked upon by the Ministry at the earliest.

(Recommendation No. 7)

2.58 The feeder cadre which includes Under Secretaries, Section Officers, Private Secretaries, Assistants, Cipher Assistants, Personal Assistants, Stenographers, UDCs

and LDCs comprise a major part of the human resources of the Ministry. They are the backbone of the Ministry in terms of carrying out miscellaneous tasks and the Committee find it imperative that there should be a well laid out and properly implemented promotion policy for them. At present, upto 22.5 percent of the posts in IFS (A) are being filled by the members of IFS (B) through induction/promotion as part of the MEA Expansion Plan. Accordingly, 12 posts have been identified for departmental promotions from the feeder cadre within the Ministry every year. In this respect, the Committee would desire that promotional avenues for the feeder cadre should be further broadened for ensuring seamless career growth and as a means of tapping the full human resources potential available. The Committee would also recommend that the timeline for filling up the posts through promotions be strictly adhered to.

(Recommendation No. 8)

CHAPTER III

TRAINING AND CAPACITY BUILDING

A. FOREIGN SERVICE INSTITUTE

FSI is the premier institute that caters to the training needs of the MEA. As per the Ministry, IFS officers recruited through the Civil Service Examination by the UPSC undergo a rigorous training programme at the Foreign Service Institute (FSI). Though the Foreign Service Institute started functioning in 1986, the beginnings of training of Indian Foreign Service officers go back to the October 1946 Cabinet decision which stated that “The special knowledge and the professional skill required of a diplomat can only be acquired through careful training.” The FSI was set up in the year 1986 as a dedicated institution for imparting training to Indian Foreign Service officers. However, it has evolved over the years and is now involved in imparting adequate training to all levels to develop competencies and skills for the effective discharge of assigned duties and for improvement of service delivery. FSI also collaborates with other national and international training institutions in the fulfillment of its mandate.

3.2 As per the Ministry, the FSI is responsible for designing training programmes for all ranks and cadres of the Ministry of External Affairs using dynamic content and methodologies. The visiting faculty is drawn from senior serving and retired MEA Officers, other officials, experts from academia, think-tanks, public life, industry, media etc. Besides providing training to the Officer Trainees of the IFS, the FSI offers Mid-career Training Programmes, Non-mandatory training etc. It also provides training to various cadres of IFS (B) like Under Secretaries, Principal Private Secretaries, Section Officers, Assistants/UDCs/Stenos/LDCs, multi-tasking Staff/Chauffeurs etc. The FSI also conducts courses for locally recruited staff in Missions abroad, and has put in place courses for Foreign Diplomats and for Deputationists to MEA.

3.3 The Ministry has also stated that a new Training Framework (TF) for the MEA, in line with the National Training Policy, 2012, was adopted by the Ministry of External Affairs in July 2013. Training by FSI is now organized in line with this Framework. All training at FSI, barring sensitive ones, is relayed over an online platform for the benefit

of members of Indian Missions and Posts in foreign countries. New topics like training on ethics, empathy for vulnerable sections, personality development, etc are regularly added as and when felt necessary to supplement existing content. To ensure that the regular office work is not affected on account of officers/officials coming to train, a very flexible approach is adopted.

3.4 FSI also provides training to other cadres of the Ministry, apart from the IFS. Elaborating upon the role of the FSI in this regard, the Ministry furnished the following information through a written reply:

“Officials belonging to feeder cadres/grades of Group B viz. Under Secretaries, Section Officer, Private Secretary, Assistant, Cipher Assistant, Personal Assistant, Steno, UDC, LDC etc are imparted mandatory training at the Foreign Service Institute. Officers inducted into IFS from feeder cadre as well as officers on deputation to MEA undergo mandatory training in FSI. At least, two cycles organized around a year provide the trainees ample opportunities to update / upgrade their knowledge and skills. Completion of successful training has been linked to postings. A training session in Hindi has been made a part of every training cycle in FSI for all categories of officials before their posting abroad.

3.5 The Foreign Secretary made the following submission regarding steps taken by the Ministry to strengthen the FSI during the course of the evidence:

“We do send out people not very often but occasionally out of the country for training. One thought which has occurred to me but it is something on which we still need to work on is how do we find ways of bringing in good resource people from all over the world into the FSI? They do not have to come here and work. They have to come here to address a particular training class. But instead of taking our people out and building other institutions, we bring others into FSI and build our own institution. I would regard it one day as a great achievement if Foreign Services of other countries say that they sent people to the Indian FSI. That is the day I would say we have really achieved something by the way of training.”

B. BUDGETARY PROVISIONS FOR TRAINING

3.6 The Budgetary provisions for training are made under the Major Head- External Affairs which includes the Minor Head for 'Training'. The Training Head covers the anticipated expenditure on activities of Foreign Service Institute (FSI), which include Professional Courses for Foreign Diplomats (PCFD), basic training courses and in-service training programmes for Indian Foreign Service Officers etc. The budgetary

allocation during BE 2015-16 was Rs. 9.06 crore which was increased to Rs. 10.77 crore during RE 2015-16. The budgetary allocation during BE 2016-17 has been increased to Rs. 11.07 crore.

3.7 The Ministry has furnished the following information regarding the budgetary allocation and expenditure made for training during the last 3 years:-

S. No	Financial Year	Budget allocated (Rs. In crore)	Expenditure (Rs. In Crores)
1.	2012-2013	8.53	6.42
2.	2013-2014	8.53	6.27
3.	2014-2015	8.53	6.82

3.8 The Ministry furnished following data on the budgetary details of the FSI during the last 3 years:-

Object Head of Account 2061 External Affairs (Major Head)00.003 Training (Min. Head)01 Foreign Service Instt 01.01. Headquarters	Actuals 2012-13	Actuals 2013-14	Actuals 2014-15	Proposed BE 2015-16
(1)	(2)	(3)	(4)	(5)
01.01.13 Office Expenses	15598	27867	30890	58800
01.01.20 Other Administrative Expenditure	32169	25651	23928	126600
01.01.27 Minor Works	15753	9754	13067	40300
01.01.28 Professional Services	160	64	40	1000
10.99 Information Tech. 01.99.13 Office Expenses	492	839	1214	4000
	64172	64175	69139	230700

Expenditure on various types of training:

HEAD	2012-2013	2013-2014	2014-2015
OT's	57,17,589	77,06,411	66,74,942
MCTP	51,14,553	-	5,36,732
CR's Conf			1,32,775
Foreign Diplomats Training Programme	1,35,80,366	1,08, 11,603	-
NRG MEA officials training programme	19,38,202	23,72,095	29,04,686

3.9 On being asked about reasons for the gap between initial Budget Estimates and lower actual expenditure under the training head over the last three years, the Ministry submitted the following through a written reply:-

“FSI has used innovative mechanisms such as the use of online platform through webinar, re-organising training in flexible 2-day capsules to minimise interruption of normal work, and repeating the training cycles frequently. These innovations have led to many more officers and officials including in Missions / Posts abroad, being able to avail of the training programmes at FSI. FSI effected savings through rationalisation of training modules eg. by combining batches of Directors for Mid-career training, combining cadres of IFS(B) for training on subjects that are common to all, reducing the number of Professional Course for Foreign Diplomats from 3 to 2 per year while increasing the number of participants per course, etc. FSI is making up for what was lost by running additional programmes for foreign diplomats in 2015, two such programmes have already been conducted in March/ April 2015 itself.”

C. PRESENT TRAINING STRUCTURE

3.10 As per the Ministry, the FSI is implementing the new Training Framework (TF) of the Ministry of External Affairs that was adopted in July 2013. Flowing out of the recommendations of the National Training Policy of 2012, the July 2013 Training Framework of MEA aims to make training directly relevant to functional requirements by developing competencies and skills for effective discharge of duties and functions with the ultimate objective of improving service delivery.

a. Training of IFS Officers

3.11 As per the Ministry, the FSI training programme for IFS Officers consists of basic skills, diplomatic training and attachments outside the Institute. The IFS Officers undergo a 3-month foundation course in LBSNAA (Lal Bahadur Shastri National Academy for Administration). The earlier 9 month training at FSI has been reduced to 5½ months, beginning with the 2015 batch. There is a desk attachment now for upto 3 months in the Ministry before proceeding abroad on language training. Some of the training modules for IFS Officer trainees are as below:

Basic skills:

1. Diplomatic communication: writing and reporting, note-taking
2. Public speaking, presentations, negotiating skills

3. Management, teamwork & leadership skills
 4. Media handling including social media, public diplomacy
 5. Office procedures including MEA Administration, Establishment, Accounts, CCB,
 6. Computer / cyber security
 7. Cabinet Notes, Parliament Questions
 8. Event organization including VVIP visits, business delegation visits, cultural troupes
 9. Soft skills & personality development: conversation, understanding other cultures
 10. Hospitality and representational functions
 11. Health & wellness: physical activities, yoga, nutrition
- Diplomatic training:
1. Theory of international relations; International law; World history;
 2. Foreign policy: India's relations with neighbouring countries, extended neighbourhood, important regions, and with major powers; multilateral diplomacy
 3. Defence and security: conventional and non-conventional security;
 4. Contemporary regional and global issues;
 5. Contemporary domestic issues;
 6. Economic and Commercial diplomacy;
 7. Science and Environment; Hydro-diplomacy;
 8. Consular, passport, visa, diaspora issues
- Attachments outside FSI:
1. Neighbouring Missions including visit to the borders;
 2. Army, navy and air force attachments
 3. IIFT (Indian Institute of Foreign Trade) module on Economy & Trade
 4. District attachment including STADVI (State, District and Village immersion)
 5. Bharat Darshan
 6. Multilateral event attachments (e.g. Africa Summit, SAARC Summit, Delhi Dialogue)

3.12 It has been added that FSI constantly updates and modifies the Training Framework and various training modules to incorporate latest needs, Government of India directives, methodology and technology. Thus, at present, FSI Training capsules incorporate elements on State Specialization, Make In India campaign, economic and commercial work, Swachh Bharat Abhiyaan, simplification of forms and procedures, doing official work in Hindi etc.

3.13. The Ministry has also stated that feedback on the training programme is obtained from the Officer Trainees, FSI Staff as well as trainees in Missions.

3.14 When asked whether the Ministry has done any comparative study of the training being imparted to personnel of Foreign Services in major countries and whether any modifications were thereafter made in the training procedure, the Ministry through a written reply stated as under:-

“As a part of its discussions with foreign diplomatic institutions as also international academic institutions of repute, FSI constantly endeavours to introduce in the institute best practises in the field. This has resulted in the past year in introduction of the following concepts:

- i) Officer Trainees to do literature research / study reference material to come prepared to the training classes so that they convert the classroom lectures into animated discussions
- ii) Officer Trainees are encouraged to follow up on what they learn during training sessions with their own independent studies from other sources including online.
- iii) Officer Trainees are assessed on their seriousness, focus and learning from a training capsule during weekly tests.
- iv) Each important aspect of training is assessed and given due weightage as the successful training completion certificate is issued
- v) Emphasis is placed on presentations, public speaking, debate and discussions
- vi) Whereas broad sketch view is given during induction training, emphasis is on what an officer is likely to need till the next mid-career training is due
- vii) Period of training is brought down to ensure focus and minimum loss to training pool
- viii) While the most common areas are taught to the group, specialized courses too are encouraged as part of thesis / monograph writing
- ix) Thesis and monographs are not only to be submitted but defended in front of experts and peers
- x) Emphasis on going beyond knowledge and skills to imparting training courses in overall personality development.”

3.15 Elaborating on the importance of training in the scheme of things, the Foreign Secretary submitted as under:-

“This then brings me to the issue of capacity building and training. MEA takes training seriously and we see it as an important element in developing the quality of output of officials of the Ministry and in improving our service delivery. The new training programme which has been implemented since 2013 ensures that during their career, an IFS officer would have undergone structured training programmes, including three mid career training programmes, before they become a Head of Mission. As we discussed last time, to emphasize the importance of training, we have now linked promotions and foreign postings to training. We have worked out a programme which provides training for all categories of officers in MEA, including those from the feeder cadres.”

3.16 Regarding the augmentation of training structure, the Foreign Secretary during the course of the evidence furnished the following information:-

“We are currently engaged in a series of consultations within our Ministry and outside in our endeavour to upgrade our training for all categories of officials. We have undertaken a detailed analysis of the training given to the 2013 and 2014 batches of the IFS. Our endeavour is to transform the Foreign Service Institute into a serious training centre. We are trying to learn from the best practices in diplomatic training institutes of major countries. We are working on a plan to be finalised within the next three months. By the time the next batch of IFS joins us, we hope to be ready with a new Foreign Service Institute training approach.”

3.17 When asked whether the current training programme is adequate to train personnel to handle the nuances of diplomacy, the Ministry through a written reply stated as under:-

“The Ministry is of the view that the current training programme which has been developed in the last two years or so is adequate to train personnel to handle the nuances of diplomacy.”

3.18 When asked to elucidate on the ways in which the FSI has been able to develop competencies and skills in the new Officer Trainees, the Ministry stated the following through a written reply:-

“FSI has been able to meet the requirement by imparting training in all the necessary areas using the latest training methodologies.”

3.19 When asked to furnish information on mid-career training the Ministry through a written reply stated as under:-

“Periodic training has been made mandatory in the Ministry. It is done roughly every three to five years, for all levels up to Director. For JS and above levels there are such regular platforms as the annual / regional

HoMs' conference. Mid-career training for up to Deputy Secretary level is mainly imparted at FSI. For Directors and above, the training is both at FSI and at national and international institutions of repute. All non-sensitive Non-Representational Grade training at FSI is relayed over webinar benefitting both officials at headquarters and those posted in Missions / Posts abroad.”

3.20 The Ministry has furnished the following information regarding imparting of English language training to the newly recruited officers:-

“In Civil Services (Mains) examination, candidates are tested for proficiency in the English language. Passing this test in the English language is mandatory for successfully clearing the Civil Services Examination. Thus, all the recruited Indian Foreign Service officer trainees are proficient in English. However, their oral and written communications skills in English are further honed through training including practical sessions in public speaking, noting and drafting skills etc.”

3.21 The Foreign Secretary during the course of the evidence made the following submission before the Committee:-

“...I will look at the English language training. I must confess, I have not focussed on it but I do see the challenge there. When we look at the training programme for the future batches, it is something that we would look at.”

b. Training of other feeder services

3.22 The Foreign Service Institute (FSI) provides training to various cadres of IFS (B) like Under Secretaries, Principal Private Secretaries, Section Officers, Assistants/UDCs/Stenos/LDCs, multi-tasking Staff/Chauffeurs etc. The FSI also conducts courses for locally recruited staff in Missions abroad, Foreign Diplomats and for Deputationalists to MEA.

“As per the Ministry, up to 22.5 percent of the posts in IFS (A) are filled by the members of the IFS Branch B through induction/promotion. As part of MEA Expansion Plan, an additional 120 posts for the period 2008-18 have been earmarked for filling up through induction of officers from feeder cadre. Once promoted, an officer / official can join a training course of the relevant level and interest. Some of the courses are, however, mandatory at various levels for fresh inductees into Gr I of IFSB.”

3.23 The Ministry has declared that the Foreign Service institute conducts training for officers inducted through deputation from time to time. Officers on deputation from other line Ministries to Missions abroad are briefed in concerned Divisions at the MEA about their country(ies) of accreditation, and administrative and security issues. The Ministry provides a brief training to the officers who come from other Ministries/Departments on the work of the Ministry of External Affairs. Whenever such officers are inducted in groups or in instances when groups can be formed, they are imparted training at the Foreign Service Institute. For officers posted to Missions/Posts, the concerned Divisions also brief, sometimes spread over a few days, the officer on their role and the manner in which it is expected to be implemented. Training at FSI is a regular feature for all officers, including those on deputation, posted at MEA Headquarters.

3.24 The Ministry has furnished the following information regarding training imparted to the non- IFS cadre of the Ministry:-

“The officials from LDC/Steno level to Section Office / PS level receive 30 day training in 15 two day capsules covering various areas of relevance to them (MEA orientation, administration, finance, accounts, establishment, office equipment, office procedure, file management, consular, passport, visa, project management, protocol, trade promotion, operation of software like IMAS, IVFRT, PRIDE, and OCI etc. MTS/Chauffeurs have one day training course, two times a year covering general orientation, office etiquettes, hygiene and cleanliness, basic computer skills, telephone handling etc).”

3.25 When the Ministry was asked if it imparts training to personnel of other Ministries posted abroad, it replied as under:-

“As often as necessary and as and when groups are available, FSI organizes training courses for personnel of other Ministries. In addition, training courses at FSI are relayed over webinar to our Missions and Posts and are available even to those from other Ministries.”

3.26 When asked to share their concerns regarding the quality of diplomats drawn from outside the Foreign Service, the Ministry through a written reply submitted as under:-

“The diplomats drawn from outside the Indian Foreign Service sometimes lack specialized skills such as proficiency in foreign language as well as negotiation, persuasive and representational skills. Often issues arising out of difficulties in

adjustments to life abroad come into fore. Currently, officers from other Departments/ Ministries take up assignments abroad without any exposure to the functioning of MEA, which needs to be addressed.”

3.27 The Ministry furnished the following information regarding training imparted to officials of the CPO:-

“Training of officials of Central Passport Organisation is being conducted to meet the requirement for upgrading services provided to the public. This includes special training conducted for implementation of Passport Seva Project.”

3.28 On being asked about the provisions for training the CPO and ICCR cadres, the Foreign Secretary during the course of evidence replied as under:-

“...Sir, I would first like to address the issue whether we give training to our personnel in passport work and in ICCR. In the case of passport, we do give training to people in the Central Passport Organization and we have an update that about 2,000 employees have gone through that. My broad sense of consumer response to our passport services is that there has been a very noticeable improvement in the last few years. Certainly, I would say I would get fewer complaints than I used to in terms of quality of service. So, it seems to be working. In the case of ICCR, no we have not done a focused training programme and in fact we have been discussing the issue. It is an area where we need to address our training focus...”

3.29 On training needs of the local cadre the Foreign Secretary gave the following information during the course of the evidence:-

“...We are also preparing a training policy that targets our local staff, especially in behavioural skills as in most cases local employees are among our first layer of public interface in Missions abroad. Its modalities are being worked out. ..”

D. MODIFICATIONS IN TRAINING

3.30 It has been informed that in accordance with the new training policy announced by the Government in 2012, the Ministry of External Affairs adopted a new Training Framework 2013. The new framework formalized many of the incremental changes and improvements brought in by FSI over the years in the training content and methodology. As per the Ministry, the following specific elements began in line with the mandate of the Training Framework 2013:

- 1) On-site MCTP phase II at Director-level for promotion to Grade III (hitherto only e-Training was applicable).
- 2) MCTP Phase I at US/DS level as mid-career training post return from first round of posting.

- 3) Non-mandatory training.
- 4) Organized predictable training for Group B.
- 5) Training at all levels and cadres (including interpreter and legal cadres & deputationists).
- 6) Linking of training to postings abroad.

3.31 Underlying the significance of providing e-training to officers posted in Missions/Posts abroad, the Ministry furnished the following information through a written reply:-

“Given the vast geographical spread of MEA, FSI has to be conscious of the need to train not only those in Delhi but those stationed abroad. Getting its officers for onsite training in Delhi for all the training programs not only disrupts the regular work but also has high cost implications. FSI has therefore taken recourse to available online technology to relay non-sensitive training content to our Missions and Posts via Webinar. In this platform, Missions / Posts even in low bandwidth countries can connect and not only listen and see presentations made at the FSI but also contribute to the discussions by speaking over their microphones and showing their presentations over computer. For training in sensitive content as also for field visits, FSI gets officers to Delhi either as part of mid career training program or as special training courses e.g. for Commercial Representatives or encourage the officers to complete this part of the training during their postings in Delhi / visits to India during home leave / home leave cum transfer / Bharat Darshan / Consultation Duty etc.”

3.32 When asked to furnish information related to changed training module in light of changing diplomatic and technological scenario, the Ministry stated as under:-

“FSI periodically reviews the Training Framework (TF) and various training modules to update and incorporate latest needs, GoI directives, methodology and technology. Thus, at present, FSI Training capsules incorporate elements on State Specialization, Make In India campaign, economic and commercial work, Swachh Bharat Abhiyaan, simplification of forms and procedures, doing official work in Hindi etc. Some of the modules that have been recently introduced / updated in light of changing diplomatic and technological scenario include, Hydro-diplomacy, IFIs (International Financial Institutions), Regional Trading blocs, e-Office, Social media, Cyber security, Team work, Coordination, Project Management etc.”

3.33 When asked as to how the training programme addresses the emerging challenges in diplomacy, the Ministry furnished the following information in a written reply:-

“Apart from imparting a wholesome training that includes classroom lectures, attachments and Public Speaking modules, to the newly inducted Officer Trainees of the Indian Foreign Service; in order to address the emerging and ever evolving

challenges of diplomacy, Foreign Service Institute has been conducting training programmes for the officers at various stages of their career(Mid Career Training Programmes), Deputationists and for Branch B of the Indian Foreign Service, which includes Section Officers, Private Secretaries, Assistants and Clerks.

To increase the participation in training programmes and thereby to elevate the skills of our diplomatic cadre, the training capsules are delivered through lectures that are relayed to the missions through webinar (e-training).”

3.34 On the issue of training the new recruits to the IFS, the Foreign Secretary stated as under:-

“...I think that if we adapt our training programme to this catchment area, to this sort of intake, my own sense is that it is also necessary for the Ministry and for the Embassies to re-adjust to the intake, reformat their training programmes and try to get the best out of these people.”

3.35 He further added that:-

“On the aptitude of people, this whole recruitment, examination and interview, let me step back a bit here. We are not really giving you a stock answer. I have a view here, maybe it does not fully reflect the views expressed in that answer. The view is that until we devise a better way of getting talent – and we can debate that – the key right now to my mind is to focus on training...”

3.36 The Ministry furnished the following information regarding training in the fields of economic and environmental diplomacy:-

“The Ministry is aware of significance of emerging fields of diplomacy including economic and environmental diplomacy. Training modules for new recruits as well as Mid-career Training Programme for IFS officers include these topics. Recently a Conference of Commercial Representatives from all Missions/ Posts was organized in FSI which included these aspects. Economic and Commercial Diplomacy and environmental diplomacy are integral components of training programs at FSI. These are periodically held (at least twice a year) to update our officers with the latest developments. Our officers working in multilateral fora are closely involved in environmental and climate change issues.”

3.37 On the link between training and posting abroad, the Ministry furnished the following information through a written reply:-

“One of the many elements initiated by the Ministry in line with the mandate of the Training Framework 2013 is to link training with postings abroad. 30-day training in 15 two-day capsules covering various areas relevant to officials of the rank of LDC/Steno to Section Officer/PS has been made a mandatory requirement for the officials before they can be sent abroad on posting. Similarly for officers of

US/DS level Mid-Career Training Phase-I has been introduced, completion of which is linked with postings abroad.”

3.38 As per the Ministry, the Foreign Service Institute imparts theoretical as well as hands-on training in communication and reporting skills including political and economic reporting to Indian Foreign Service officer trainees during their induction training programme. Cipher training module is being arranged for officer trainees by Central Cipher Bureau, Ministry of External Affairs. Indian Foreign Service officers are trained in basic diplomatic skills including communication skills, public speaking and media interaction, effective use of social media, etc., at various stages of their careers. XP Division of Ministry of External Affairs also coordinates the training of officials in media management.

3.39 The Ministry has furnished the following information with regard to the provision for training in multilateral diplomacy-

“Officer Trainees are imparted training in multilateral diplomacy during their induction programme at Foreign Service Institute. For case studies and simulation exercises on environmental issues, officer trainees are deputed for 2-3 days attachment at Centre for Science and Environment, New Delhi. Similarly for economic negotiation, officer trainees attend training module at Indian Institute of Foreign Trade. Inputs on environmental and economic negotiation are also given during mid career training programmes.”

3.40 The Ministry furnished the following information related to training on social media:-

“The Ministry recognises the reach and utility of social media and internet in projecting the country’s image. Joint Secretary (External Publicity and Digital Diplomacy) and his team of officers regularly impart training to Officers of the Ministry on social media. The Ministry also regularly issues guidelines on appropriate usage of social media.”

3.41 As per the Ministry, the Foreign Service Institute organizes training sessions for improving communication and soft skills of the officers of the Ministry at both officer and staff levels. Indian Council for Cultural Relations regularly conducts training on cultural diplomacy for IFS officers. Similarly, XP Division of the Ministry imparts

training on use of social media while culinary experts of leading hotels in India provide training on hospitality.

3.42 On being asked to suggest modifications to make the current training structure more effective and goal oriented, the Ministry stated the following through a written reply:-

“Ministry of External Affairs has reviewed the training programmes for Indian Foreign Service Officers and issued the MEA Training Framework, 2013, following the recommendations contained in National Training Policy 2012. E-training earlier imparted during mid career training programme was replaced with structured classroom programmes. Similarly, training of officer trainees was also reviewed making it more focused and pragmatic. Training duration of induction programme for officer trainees is again being reviewed in order to make it more practical skills oriented from the present knowledge centric structure by experimenting with training methodologies.”

3.43 On being asked about the provisions to impart training/orientation about local legalities, customs and languages to personnel before posting them abroad, the Ministry through a written reply submitted as under:-

“It is a usual practice for the Officers of the Ministry to start their post-training career, with a posting in an Indian Mission/Post abroad. Thus a young Officer learns about the local customs, culture, and language, etc. during her/his initial days in the Mission/Post. All officers, before their posting abroad receive a briefing on security situation/special legal provisions (in certain cases), etc. They also have interactions with the officers of the concerned Division for basic orientation of the country/assignment.”

E. LANGUAGE PROFICIENCY

3.44 The role of a diplomat is very diverse and challenging. In view of the multitude of languages spoken around the world, a diplomat is expected to gain proficiency in one or another foreign language. Due to India's increasing engagements at the global level, the issue of foreign language proficiency has come at the forefront.

3.45 As per the Ministry, the broad policy for training in foreign languages for the IFS cadre is as under:

“Having a working knowledge of the local language enables better understanding of the local culture, working style of the country and allows a diplomat to develop skills to interact with interlocutors in the country of accreditation. Learning a foreign language is, thus, mandatory and an Officer Trainee is confirmed in the service only once he/she clears the Compulsory Foreign Language examination

conducted by the School of Foreign Languages. IFS Officer Trainees study a foreign language as a part of their training in the country where that language is widely spoken and adequate facilities for teaching the language exist. It is also ensured, to the extent possible, that the first posting after language training for the IFS-OTs is in a country where that language is spoken so as to allow him/her to consolidate the language skill acquired during one to one-and-a-half (for languages such as Arabic, Burmese, Chinese, etc) years.”

3.46 On being asked whether the officers/staff posted abroad are given basic linguistic training before their posting abroad, the Ministry through a written reply submitted as under:-

“The Officers are allotted Compulsory Foreign Language on joining the IFS. Similarly, they are sensitized towards the importance of gaining as much expertise in the local language as possible at all their stations of posting abroad, besides gaining expertise at Advanced Diploma Level in the language that they are allotted as their Compulsory Foreign Language which an officer is required to learn during his first posting abroad. There are provisions for arranging classes in Missions abroad to impart functional knowledge of local language to all employees in the Mission. In addition, officers are also encouraged to learn Optional Foreign Language (OFL) during the course of their career.”

3.47 On being asked to elaborate upon the policy regarding language training to Non-IFS cadres posted abroad, the Ministry through a written reply stated as under:-

“All officers and staff of Indian Missions/Posts abroad are encouraged to learn the local language of the country of accreditation. Ministry’s rules have provisions for conducting common language classes for all the members of the Missions/Posts so as to enable them to gain some basic linguistic skills to allow easier execution of their responsibilities.”

3.48 On being asked about the criteria to allot a particular language to the OT, the Ministry through a written reply submitted as under:-

“The Ministry reviews, on a continuous basis, its linguistic requirements by means of deliberation at Headquarters and also by seeking inputs from all the Mission/Posts spread around the world. It is only after due consideration that number of vacancies for different languages are allotted in a Batch of the IFS. In every batch of the IFS, the Officer Trainees are allotted foreign languages, with a majority of the officers being allotted a UN-language. The other important languages are allocated among the remaining officers so as to ensure a wide pool of officers proficient in a diverse group of languages.”

3.49 The break-up of the number of IFS Officers with proficiency in various languages is given in the **Annexure**.

3.50 On being asked about the reasons for the relative confinement of the linguistic base to UN languages, the Ministry through a written reply stated as under:-

“Due to the vast geographical and demographic coverage of the 5 UN languages (barring English) i.e. French, Spanish, Russian, Arabic and Chinese, it is natural that a majority of the officers in the Ministry possess an expertise in one of these 5 languages. However, the Ministry has always endeavoured to create a pool of language expertise in other major languages and there are officers who are proficient in languages such as Japanese, Korean, Portuguese, Persian, Sinhalese and Burmese.”

3.51 On being asked about the reasons for offering only a few select languages in the linguistic base, the Ministry stated as under:-

“The language base of the Ministry is fairly large and with officers proficient in a majority of the predominant languages of the world, including all the UN languages, the range of languages that are allotted is satisfactory. However, the Ministry would be open to consider languages, currently not included in the list, on case by case basis.”

3.52 The Foreign Secretary elaborated upon the Ministry's vision for enriching the linguistic base of the Ministry during the evidence:-

“...We are currently working on expanding the language base of the Foreign Service. As on date, close to 35 per cent of our officers posted abroad are serving in their language zones. All efforts are made to ensure that there is enough number of language speaking officers in al particular Mission at a given point of time. The Ministry also has a policy of encouraging officers to pick up additional foreign languages as other foreign languages during the postings abroad. We are seeking to further streamline our policy of language postings so that Missions and Posts in non-English speaking countries will have the benefit of having officers who can communicate in the local language. This will of course help the officers to hone their skills.”

3.53 On being asked about the correlation between the language acquired and posting, the Ministry stated through a written reply as under:-

“Postings of officers of the Ministry are done by the Foreign Service Board that takes into consideration their previous postings, language proficiency, domain knowledge and specific requirements of Missions/Posts where vacancies arise. As on date, close to 35 % of our officers posted abroad are serving in their respective language zones. Officers’ stay at the Headquarters for a stipulated period and fulfillment of mandatory requirement of serving for a certain numbers of years at the Headquarters for their career progression are also given due importance by the Board in deciding postings of its officers.”

3.54 The Foreign Secretary during the course of evidence submitted as under:-

“...I think that we are now consciously trying both at the Ambassador-level and the below Ambassador-level to align postings and deployments as much as possible to language skills. So, if I were to consider today recommending an Ambassador to Senegal and I had two candidates, then I would go for the French-speaking candidate if I had that option.”

3.55 He further elaborated on the issue by making the following submission:-

“Having said that, we are handling our postings – including Ambassadorships – in a way in which we are steering people with language skills back into that area, sometimes at the cost of truncating their postings elsewhere. But this will take time. I think, it will take a full year because it will take a year for one-third of the people to be redeployed. In about five months, roughly about ten to fifteen per cent would be covered. I hope, after a year I could come to you and say my language alignment has gone up 35 to 50 per cent. That is what I hope...”

3.56 On being asked about the steps taken to encourage foreign language learning, the Ministry through a written reply stated as under:-

“Immense importance is laid by the Ministry in ensuring that there is a wide pool of officers who speak major foreign languages at any given point in time. For this, besides bearing full expenditure and making all necessary arrangements for its officers to gain proficiency in at least one foreign language, the Ministry has provisions whereby an interested officer may be allotted an Optional Foreign Language from among 38 foreign languages prescribed in the Service Rules. Proficiency of the officer in OFL is given due consideration in posting in Missions/Posts and the officer, if posted in a country where OFL is the main language, is provided certain language allowances. The Ministry also organizes common foreign language classes in those Missions/Posts where members of the service express desire to learn the predominant language of the country, thus, giving them an opportunity to familiarize themselves and attain proficiency in the foreign language.”

3.57 On being asked about the challenges of achieving efficacy through the rotation policy, the Foreign Secretary submitted as under:-

“Our problem, very frankly, is that the challenge, which came up in China as to how do you rotate people out of their language zones. I think that some of it will have to be done because you cannot keep people in a zone for ever. But I think that people also need to understand that at the end of the day it is their utility to the Government, which is the reason why the Government employs them. So, I think that there are some tough management issues here, which have to be addressed, which certainly I would try to do so.”

3.58 During the course of evidence, the Foreign Secretary submitted as under:-

“Hon. Chairperson, if I could move to the language issue, we have been very consciously aligning posts with language skills. Every time we have done a shift we have kept that as a significant factor in our decision. But we are also looking at strengthening the interpretation skills of Foreign Service Officers. At the moment it is only in Chinese that we have a Foreign Service Officer who has those interpretation skills. We are hoping to take that into other languages specifically Russian, Japanese, German and French...”

3.59 Regarding the language allowance given in the Ministry, the Foreign Secretary during the evidence submitted as under:-

“...we were a little distressed by the Pay Commission Report which did not apparently recognize the importance of the need to be proficient in foreign languages and it thinks that even the minor financial benefits which people get in speaking a language should no longer be given to them but this is an aside...”

3.60 The Ministry has furnished the following reasons given by the Pay Commission for abolishing the language allowance:

“The Pay Commission in its report has stated that the Language Reward and Allowance being extremely meager had lost their significance and hence needed to be abolished. The Ministry therefore conveyed to the Commission that the allowance was meager as it had not been revised for a very long time and hence the requirement was not to abolish it but rather to substantially enhance it incentivize officers to learn additional foreign languages.”

3.61 When asked about the efforts taken by it to redress the situation, the Ministry through a written reply submitted as under:-

“The Ministry has requested the Pay Commission to reconsider its recommendation regarding abolition of Language Award and Language Allowances. The Ministry has conveyed to the Pay Commission that Foreign Service Officers should also acquire proficiency in the language spoken in the country of their posting even if the local language, in view of the fact that knowledge of the local language greatly enhances the efficiency of the officers. The Ministry has therefore recommended that allowances for learning Optional Foreign languages be not only restored but also substantially enhanced to enable officers to acquire instructional material for learning the foreign language.”

F. INTERPRETERS CADRE

3.62 As per the Ministry, there are 33 posts of interpreters with expertise in 7 languages only (*i.e.* Arabic, Persian, French, Spanish, Chinese, German and Russian). Of the 33 MEA interpreters some are posted in Missions/Posts abroad and others at the

headquarters. They are supported by hiring of interpreters locally by Missions. At present there are 105 local interpreters in Missions/Posts abroad spread across non-English speaking countries. The Ministry hires interpreters/translators from other languages on a need-basis both in India and Missions abroad. Private persons are engaged mostly for interpretation/translation of non-sensitive, non-classified work. For all classified work MEA officers are engaged.

3.63 Further, the Indian Missions/Posts hire one or more local interpreters in non-English speaking countries and expenditure is incurred towards payment of salaries of such local hires. Besides this, the Missions/Posts also sometimes engage the services of professional agencies to undertake voluminous translations like trade and investment brochures, tourist promotion literatures, etc. Expenditure is incurred on these as well.

3.64 The Ministry has further informed the Committee that many IFS officers have language skills which are used professionally. The Ministry is looking at steps to improve training for interpreters for greater language proficiency.

3.65 When asked about the steps taken to improve the language proficiency of interpreters, the Ministry through a written reply submitted as under:-

“We have made progress in our efforts to improve language expertise among officers in the Ministry. During the last few months, we have undertaken an exercise to identify major language institutions around the world which could provide the facilities for our officers to learn advanced level of foreign language. Our objective is to identify and develop a group of officers and train them to acquire expertise in interpretation skills for all UN languages and other important languages including German and Japanese. We are also working on a programme to provide professional training for officers of the Interpreters Cadre of the Ministry who are recruited based on their proficiency in a particular language. Some officers have been trained in advanced levels of their language of expertise. One officer of the interpreters’ cadre has recently been sent to MIIS, Monterey, USA for advanced level interpretation course.”

3.66 The Committee observe that the Foreign Service Institute (FSI) established in 1986 has evolved over the years and is now involved in imparting training at all levels in order to develop competency and skills including to diplomats posted

abroad. As the FSI is involved in providing training to a wide variety of people with diverse training needs, the Committee would desire that the Institute incorporate the latest training methods and procedures by following the best international practices. The Committee further desire that the Ministry undertake periodic appraisals and ensure requisite capacity building in the Institute through long term planning. The Committee feel that there is an urgent need to strengthen the FSI to bring it up to international standards. The Committee have a clear view that this cannot be done merely by sending a few people abroad for training; good resource people from different parts of the world must be brought into the FSI. The Committee, therefore, desire that the Ministry make provisions for bringing reputed international experts, particularly from diplomatic training Institutes of major countries, from diverse fields including economic and environmental diplomacy, to conduct various training modules and make it a world-class institution.

(Recommendation No. 9)

3.67 The Committee note that the Ministry has received an unchanged budgetary allocation of Rs. 8.53 crores for training during the years 2012-13, 2013-14 and 2014-15. The Committee are constrained to note that in spite of according high priority to training and capacity building in principle, the Ministry has not been able to utilize even the full allocation earmarked under this heading during the last three years, as the actual expenditure was Rs. 6.42 crores, Rs. 6.27 crores and Rs. 6.82 crores respectively. Such a poor expenditure pattern does not augur well for our ambitious programmes for training and capacity building lined up by the Ministry. The Committee are of the view that the training budget of the Ministry is

already meagre and underutilization of this existing budget further undermines capacity addition at the Ministry. The Committee are not convinced by the arguments put forth by the Ministry that it has resorted to certain cost cutting and innovative measures for training. Even with the rationalization of training modules, the Committee would have found it more prudent, had the Ministry conducted some additional courses or brought in some good resources for capacity building, rather than keeping the allocated money unspent. The Committee, therefore, recommend that the Ministry take necessary measures to fully utilize their budgetary allocations for improving capacity, status and the performance of the Institute.

(Recommendation No. 10)

3.68 The Foreign Service Institute provides training to IFS Officers at both post recruitment and mid-career levels. The initial training and orientation of new recruits to the IFS is crucial for grooming them into future diplomats and to accordingly equip them with the necessary skill sets. Newly recruited IFS Officers have a three month foundation course at the Lal Bahadur Shastri National Academy for Administration (LBSNAA), nine months' training at FSI and a three month or longer desk attachment in the Ministry before proceeding abroad for language training. The training at FSI consists of basic skills, diplomatic training and attachments outside FSI. Considering the relatively short period of nine months which is available at the FSI, the Officer Trainees (OTs) ought to be imparted intensive training on a wide variety of aspects related to their future role as career diplomats. The Committee desire that the training module be revisited and updated periodically, guided by the best practices in diplomatic training worldwide. The

Committee are given to understand that the Ministry is working to upgrade training for all categories of officials in consultation with all stakeholders, which would be ready before starting the training for 2016 batch of the IFS. The Committee desire the Ministry to do the needful without any delay, under intimation to them.

Today English has emerged as the *lingua franca* of international diplomacy and naturally, a lot of emphasis should be placed on developing communicative skills in English language. While the expansion of recruitment to less conventional segments of society has broadened the bases of the IFS and created a diplomatic corps that more truly represents the social diversity of India than in the past, this aspect has been neglected. The Committee have observed that many IFS trainees are usually equipped only with an average English language proficiency and lack oral fluency and, in some cases, written communication skills. During deliberations, the Foreign Secretary acknowledged that the Ministry has not focused on it so far, but there are certain challenges which require attention. The Committee, therefore, recommend that adequate measures for imparting written and oral English language proficiency particularly for Officer Trainees hailing from non-English backgrounds should be initiated at the earliest. *(Recommendation No. 11)*

3.69 The Committee consider training an important aspect of capacity building for any organization and that it should be imparted to all our IFS personnel. The Committee are pleased to note that training has become a regular feature of not only IFS Officers, but other cadres of the Ministry as well. At present, training courses of varying durations are conducted for promotees to IFS (A), various cadres

of IFS (B), multi-tasking Staff/chauffeurs, deputationists from other Ministries/Departments, Officials of the Central Passport Organization (CPO) and local staff. Regretfully, the Committee note, however, that there is no provision for training Officials/Staff of the Indian Council for Cultural Relations (ICCR), the Cultural Diplomacy arm of the Ministry. The Committee are of the opinion that the ICCR being at the vanguard of our cultural diplomacy, it should be ensured that opportunities for training are made available to its officials/staff. The Committee, therefore, strongly recommend that urgent steps should be taken to impart training to personnel of the ICCR on a regular basis. *(Recommendation No. 12)*

3.70 The Committee observe that the Ministry has modified its training programme by adopting a new Training Framework (TF) in 2013 which incorporates and formalizes many incremental changes brought in training content and methodology over the years. Various changes have been made in the training methods which now incorporate on-site Mid-career Training Programme (MCTP) phase II, Non-mandatory training, linking of training to postings abroad, providing training at all levels and cadres etc. While the Ministry has changed the basic architecture of training by adopting a new framework, issues related to the quality of young officers are still debatable. The Ministry has consistently argued that even when there is an imperfect recruitment system, flaws can be evened out through proper training of new recruits. On the contrary, the Committee are of the view that even when the Ministry has maintained that it has enriched the training modules of the OTs in recent years, the quality of a number of our young officers is still

unsatisfactory. While we still grapple with the issue of improving the recruitment system for new Officers, the Ministry must introspect about existing shortcomings in the training structure and ways to rectify them. During deliberations, the Committee were apprised that candidates from a wide variety of socio-economic and educational backgrounds are now joining the IFS. Some of these candidates have held previous employment before joining the IFS. Therefore, there is a need to modify the training programme depending on the background of the candidates involved so that the best in them can be brought out in their future careers as diplomats. The Committee suggest that the Ministry initiate a system of differentiated training and evaluation wherein the focus should be on individual officers, achieving a benchmark in identified fields through more personalized interventions. The training needs would vary according to the pre-existing skill sets of individual OTs.

Social media has emerged as a viable platform for the dissemination and sharing of information. Therefore, the Committee recommend that training modules in the field of social media should be designed by the Ministry and that all officers be trained on the nuances of using it in public diplomacy and for promotion of India's international objectives.

(Recommendation No. 13)

3.71 The Committee feel that proficiency in a foreign language is integral to the role and responsibility of a diplomat and no Foreign Service establishment can work without a substantial number of diverse foreign language speakers within its ranks. The Ministry has a provision for imparting foreign language training to Officer

Trainees (OT) and their confirmation in service depends on passing the compulsory Foreign Language examination conducted by the School of Foreign Languages. There is also a provision for IFS Officers to learn an additional language during the course of their career which is known as Optional Foreign Language (OFL). The Committee are constrained to note that the linguistic base of India's diplomats is largely limited to the five UN languages only and roughly 35 percent of the Officers posted abroad are serving in their respective language zones. Moreover, out of around 770 IFS Officers in service, the number of Officers with proficiency in a foreign language is only 569. It may easily be inferred that around 200 IFS Officers are not equipped with any of foreign language and the Committee were disappointed by this dismal state of affairs. There is considerable anecdotal evidence of Indian Ambassadors in Arabic-speaking countries being handicapped by their lack of knowledge of Arabic, and similar examples in a variety of countries, Indian diplomats being unable to appear on television discussions in the countries to which they are accredited because of a lack of fluency in the local language, and so on. The Committee, therefore, recommend that the Ministry take urgent measures to conduct an assessment of current language needs and enhance the linguistic base of the Ministry by providing intensive foreign language training and periodic refresher courses. The Ministry should also ensure that there are no IFS Officers without training and proficiency in foreign languages, at a level that permits them to function effectively in the countries where that language is spoken. In view of the low alignment of foreign postings with the language proficiency, the Committee desire that a policy that mandates to aligning at least 50 percent of the postings with

foreign languages should be initiated by the Ministry. The Committee also strongly recommend that, where it is necessary to assign an officer to a country whose language he or she does not know, an intensive one month training should be provided to the officer in the language, culture, society, customs and political situation of the country of posting before he/she is posted abroad.

(Recommendation No. 14)

3.72 The Committee are constrained to note that the Interpreter cadre of the Ministry is limited to just 33 personnel covering seven languages. The Committee are not able to find any justification for the gross understaffing of such a critical department of the Ministry at a time when the country is poised to make a giant leap ahead through enhanced global engagements and higher number of foreign visits by dignitaries. More often than not, the work of the Ministry is classified in nature and therefore, it leaves no ground for overreliance on hired interpreters/translators. The Ministry has informed the Committee that language skills of many IFS officers are being used professionally. The Committee had in the past taken exception to the arrangement of IFS officers playing the role of interpreters as it compromises the actual performance of our officers as well as the job of interpretation. Therefore, the Committee strongly recommend that the interpreters cadre in the Ministry should be strengthened significantly by increasing manpower and simultaneously investing in their capacity building programme.

(Recommendation No.15)

CHAPTER IV

ORIENTATION AND OTHER ISSUES

A. QUALITY OF THE RECRUITS

The bulk of intake into the IFS is done through direct recruitment where candidates are selected on the basis of merit in the Civil Service Examination (CSE) conducted by the UPSC every year. It is, therefore, pertinent that the quality of recruits remains at par with the high standard required by the IFS. As per the Ministry, the officers who are selected for the Indian Foreign Service at a young age undergo a vibrant post-recruitment training programme. Thereafter these officers, through several years of hands-on experience at Headquarters and Missions abroad, grow to become senior diplomats and Heads of Missions. Their experience in our Missions abroad including some of the most challenging hotspots in the world make the officers ready to face all challenges that India and Indians face in foreign lands.

4.2 When the Ministry was specifically asked whether it is satisfied with the quality of candidates recruited through the Civil Service Examination(CSE), The Ministry through a written reply stated as under:-

“The Civil Services Examination is undoubtedly one of the most competitive examinations in the world. It is also one of the best conducted examinations in the world. The value of this examination is well established. Officers recruited through this examination have the right aptitude to be moulded through proper training that meets the requirements of the Indian Foreign Service (IFS). The Civil Services Exam also provides equal opportunities to persons of all backgrounds to participate and join the Foreign Service”.

4.3 As informed by the Ministry, the Indian Foreign Service is one among 23 participating services in the Civil Service Examination.. The service allocation is done based on rank, preference and the number of vacancies in the particular category in each service.

“As regards the preference, the service allocation is done based on rank, preference and the number of vacancies in the particular category in each Service. Actually, we have seen that IFS is the second most preferred service. As the respected External Affairs Secretary has said, the first person who got allocated to IFS was the 14th rank holder in the combined Civil Service Exam and the last person among the general category was 114th rank holder. I am not having the figures readily with me. I can come prepared for that. The size

of recruitment was 32 and in the UR category, the number was 16. Therefore, the 16th person who got into IFS was 114th rank holder.”

4.4 When the Ministry was specifically asked whether it has undertaken any comparative study to analyze the quality and aptitude of officer trainees, it submitted through a written reply:-

“The Ministry have not conducted any comparative study to analyse the quality and aptitude of officers trainees. However, it has been observed that candidates who have been selected through one of the toughest competitive examination in the world have the necessary qualities which could be nurtured with proper training.”

4.5 On being asked whether any changes have been witnessed in the quality and qualifications of new recruits during the last five years, the Ministry through a written reply stated as under:-

“The last few years have witnessed inflow of a very diverse and well-qualified group of candidates opting for and getting into the Foreign Service. The 2014 Batch of the IFS, for instance, has 14 engineers, 3 medical doctors, 4 MBA/management graduates and one Officer Trainee with a PhD in Economics. The previous batch had 8 medical doctors, 6 engineers, 4 lawyers and 1 holding PhD in Botany. These qualifications bring along great diversity into the Foreign Service, which is further capitalised on by specialised training imparted at FSI and during their hands-on experience in the Ministry and Missions/Posts abroad.”

4.6 The Foreign Secretary during the course of evidence made the following submission before the Committee:-

“Let me say a few words about the quality of intake. Yes, it is true that today, perhaps, the people in the top 10 may not necessarily opt for the Foreign Service. I believe that in this year the top ranked person who has opted for Foreign Service is 24th in the overall rank.”

4.7 On being asked about the likely changes that can be made in the current recruiting system to ensure better quality of new recruits, the Ministry through a written reply stated as under:-

“The Ministry is of the view that the present system of recruiting officers to the Indian Foreign Service through the Civil Services Exam is yielding suitable well-qualified candidates who could be, with proper training, nurtured to be successful officers.”

4.8 The Foreign Secretary during the evidence submitted as under:-

“First of all, I will not say I am dissatisfied with the quality. I note that today you have a much more diverse set of people, diverse in terms of their backgrounds and origins in India. It is a much less big city service, it is now from different States and you have people who actually come from small villages to people who come from big towns. It is much more representative than it used to be. There are many States, in earlier years, which may not have had members in the Foreign Service and interestingly, a lot of them, because they have held some job before they join the Foreign Service, they come to it with a very different mindset. I think that if we adapt our training programme to this catchment area, to this sort of intake, my own sense is that it is also necessary for the Ministry and for the Embassies to re-adjust to the intake, reformat their training programmes and try to get the best out of these people.”

4.9 While dealing with the issue of quality of IFS recruits in last few years, the Foreign Secretary during the evidence submitted that:-

“On the aptitude of people, this whole recruitment, examination and interview, let me step back a bit here. We are not really giving you a stock answer. I have a view here, maybe it does not fully reflect the views expressed in that answer. The view is that until we devise a better way of getting talent – and we can debate that – the key right now to my mind is to focus on training.

When people say, I know– I also hear complaints from my fellow Foreign Service officers – about the quality of diplomats we are getting. My stock answer is, I think probably today there is more training than I have given for Foreign Service officers because I have been partly in it for much longer and mostly we work in Missions where we get trainee officers. Roughly about 20 might have passed through my hands in China; maybe, six or seven more did in Japan. My sense is that if Ambassadors take interest in training which I must confess not all of them do, if we instead of complaining about the quality of intake instead say we are going to do something about the quality of training them for the future I think we would get a much better result. To my own colleagues in the Ministry who complain about it I tell them, ‘Why do you not spend some time bettering the HR qualities of the people you have?’”

4.10 The issue of quality of recruits is intricately linked to the relative ranks of selected candidates obtained in the CSE and the preference accorded to the IFS *vis-à-vis* other services. The Foreign Secretary during the evidence submitted that:-

“...where does the Foreign Service stand in the pecking order? It is still not where it should be. This year the highest ranking person was placed 14th in the overall list and the next person was 37th rank. I think, the year I joined, it closed well before 37th. The last person in was around 37th.”

4.11 The representatives of the DoPT made the following submission before the Committee during the evidence:-

“As regards the preference, the service allocation is done based on rank, preference and the number of vacancies in the particular category in each Service. Actually, we have seen that IFS is the second most preferred service. As the respected External Affairs Secretary has said, the first person who got allocated to IFS was the 14th rank holder in the combined Civil Service Exam and the last person among the general category was 114th rank holder. I am not having the figures readily with me. I can come prepared for that. The size of recruitment was 32 and in the UR category, the number was 16. Therefore, the 16th person who got into IFS was 114th rank holder.”

4.12 As per the DoPT, the IAS is the most preferred choice for the candidates in CSE, followed by IFS, IRS, IPS and customs.

4.13 On being asked about the reasons for the IFS not being the most preferred choice of the candidates, the Foreign Secretary submitted the following during the evidence:-

“Sir, my sense is that the relative attraction of the Foreign Service has gone down. The uncertainties of living abroad have gone up. I think, even with the Foreign Service, for example, we have people whose spouses’ employment is disrupted by their being abroad. I think, as we open more Missions in difficult parts of the world, people also realise that a foreign posting sometimes can be more difficult than even a posting in India.”

B. DOMAIN SPECIALIZATION OF IFS

4.14 As per the Ministry, functional specialization is encouraged in the Ministry and this is being done through training, deployments and postings of officers. Training in FSI is so organized that specialization follows naturally. It is delivered in capsules on diverse subjects allowing officers to choose those of interest to them. Areas thus covered in various capsules include: foreign policy; defence and security; legislature, executive; judiciary; RTI; international law, trade and economic diplomacy, Make in India, Global value chains, anti-dumping / safeguards / subsidies, WTO; RTAs / RCEPs; trade disputes; climate change, Science and Technology, culture; media, Consular; Passport; Visa; ITEC; Education; Information; Publicity diplomacy; Administration; Establishment; Finance & Accounts; Office Procedure; IMAS; IVFRT/ PRIDE/ OCI; eOffice; protocol; personality development; etc. The system of thesis/monograph writing

based on detailed research and discussion on it before one's peers and experts, allows young Office Trainees the possibility to further explore a chosen area of specialization. The Non-mandatory training program allows one to undertake specialized training at a premier institution.

4.15 On being asked about the efforts made to encourage domain specialization, the Ministry through a written reply stated as under:-

“The Ministry encourages functional specialization and provides opportunity to its officers to undergo specialised short-term courses in India and abroad. Such courses are also a part of mid-career training, mandatory for all officers during different stages in their career. Regular training courses on Trade and Economic Diplomacy are organized by the Ministry's Foreign Service Institute. Since 2014 three such editions have been organized with emphasis on areas of contemporary significance such as Indian macro-economy, hurdles in ease of doing business; countering negative perceptions / sentiments about India (if any); Trade opportunities and Market Access issues; International Financial Institutions; Engaging States in Economic Diplomacy; Trade Regimes: WTO & Mega-Trading arrangements under discussion, Tech transfer/ know how; Intellectual property rights and patents; Export credit and investment opportunities, etc. Investment Opportunities in India particularly in various states; engagements in host countries; website as the central tool in Economic Diplomacy; Role of Commercial Representative, posted in Indian Missions/Posts abroad are also an important component of the training courses. Further, officers are deputed to Ministry of Commerce and UN bodies like WTO.”

4.16 In view of the fact that there is increased multilateral engagement abroad and that increased importance is being attached to Economic, Commercial and Environmental Diplomacy, the Ministry was asked to enumerate its plans to create a specialized cadre in the Ministry to cater to the new challenges in diplomacy. The Ministry through a written reply submitted as under:-

“The Ministry provides opportunity for each of the officer to acquire knowledge and expertise in areas such as economic, commercial, political, cultural diplomacy etc. There is no proposal to create a specialized cadre in the Ministry in these areas. Ministry endeavours to provide hands-on training to each of its officers in these specialised areas by deploying them with Divisions dealing with disarmament, climate change, trade & investment, counter-terrorism, cybersecurity, multilateral economic relations, development partnership etc. Political Diplomacy, Economic and Commercial Diplomacy, Cultural Diplomacy, Environmental Diplomacy, etc. need an integrated and calibrated approach and do not function in isolation. At FSI, IFS Officers are, *inter alia*, trained in all fields

of diplomacy. The Officers, by virtue of their handling the issues pertaining to economic/commercial and environmental matters at headquarters and in Missions/Posts abroad receive in-depth experience and exposure in these fields and are, hence, in a position to carry out these specialized roles. Moreover, there are specialized Divisions at Headquarters (Multilateral and Economic Relations/United Nations Economic and Political) and also dedicated posts abroad that deal with issues related to Economic, Commercial Diplomacy and Environmental Diplomacy. FSI has specialized training courses in these areas. For advanced knowledge, one is also allowed to undergo non-mandatory training in these areas.”

4.17 The Foreign Secretary during the course of the evidence stated as under:-

“Indian diplomats need to develop a holistic understanding of developments in different spheres in a country or a region or in a particular domain of diplomacy and their ramifications on India’s national interest. While domain knowledge and region language specializations are encouraged and many of our diplomats are domain experts by virtue of dealing with the subjects like disarmament, environmental diplomacy, and counselor issues for considerable duration during their career, strict specialization has not developed to that extent. Equally important is the need to focus on training and continuous capacity building to enable the Indian diplomat to develop a holistic understanding of developments in different spheres in a country or a region or in a particular domain of diplomacy and their ramifications on India’s national interest.”

4.18 He further added that:-

“...We are also encouraging functional specialization within the Ministry in economic, commercial, technology, environment, disarmament and security related issues. This has become a factor in our deployments both in the Ministry and in Missions abroad. We encourage diplomats who have shown aptitude for a particular area to pursue this. We also help them to take advantage of specialised courses in India or abroad in reputed institutions. We believe that conceptually we are on the right track when it comes to specialisation on economic and commercial matters. We are hamstrung right now by the numbers issue. I think if we get larger numbers, we can do more in this area. Certainly, in key issues like climate change, disarmament, I think the Ministry has been active. Again, part of it is the numbers issue. In fact, a lot of our ability to do things boils down to the numbers, which is, of course, the main point which the Committee is also making...”

C. ISSUES RELATING TO CAREER GROWTH

4.19 Availability of ample opportunities for career growth is important for any organization. In the Ministry’s workforce, apart from the IFS, there is the feeder cadre like Group B Assistants, LDC as well as interpreters and the stenographic services. The

Central Passport Organization (CPO) and Indian Council for Cultural Relations (ICCR) are other subordinate offices falling under the Ministry of External Affairs.

4.20 According to the Ministry, the cadre strength of the IFS is 912, while that of IFS (B) is 3142 (As on 31.3.2016). ICCR has a sanctioned strength of 251 of which currently 178 personnel are in place. 44 direct recruitment posts which were sanctioned by Department of Expenditure and Ministry of Finance could not be filled due to technical reasons in the past and have lapsed.

4.21 As per the Ministry, as on 31st December, 2014, the sanctioned cadre strength of the Central Passport Organisation is 2697 (Grade 'A' Post: 223; Grade 'B' Gazetted Post: 565; Grade 'B' Non-Gazetted post: 469 and Grade 'C' post: 1540). In addition, 21 posts, including 15 Technical and 6 supporting staff, were created by the Union Cabinet decision in 2007 to man the Project Management Unit (PMU) of the Passport Seva Project. The recruitment to Central Passport Organisation Cadre is only at the feeder lever of LDC, Assistant, Office Assistant (MTS), Junior Hindi Translator and Stenographer. The recruitment to the post of Passport Officer, Deputy Passport Officer, Assistant Passport Officer, Passport Granting Officer and Superintendent is either through promotion or by deputation.

4.22 On being asked to elaborate upon the Ministry's current policy of departmental promotion from feeder cadre, the Ministry through a written reply stated as under:-

“Up to 22.5 percent of the posts in IFS (A) are filled by the members of the IFS Branch B through induction/promotion. As part of MEA Expansion Plan, an additional 120 posts for the period 2008-18 have been earmarked for filling up through induction of officers from feeder cadre. Once promoted, an officer / official can join a training course of the relevant level and interest. Some of the courses are, however, mandatory at various levels for fresh inductees into Gr I of IFSB.”

4.23 When the Ministry was asked whether they have taken any action on the Tenth Report of the Second Administrative Reforms Commission which *inter-alia* had suggested that 'Each Department, dealing with both the general as well as Specialized Services (Group B), may set up Committees to examine what changes are required in the

system of recruitment and promotion of these Posts', the Ministry through a written reply stated as under:-

“The Ministry recognizes the importance of having a robust policy for recruitment and promotion of officers from the feeder Group B cadre. The policy for such recruitments and promotions are reviewed from time to time including during cadre review exercises and necessary course corrections are introduced whenever required.”

4.24 The Foreign Secretary during the evidence submitted the following:-

“...we have people who are ambassadors today who joined in the stenographic cadre, not too many, but we have a few. We had some who also joined in the Interpreter's cadre. I think, one of them was ambassador recently, but have now been moved to a non-ambassadorial position. So, it happens.”

4.25 On the issue of promotions from the feeder cadre, the Foreign Secretary during the course of the evidence submitted as under:-

“...Finally, on the issue of the feeder cadre and how do they integrate, we have today, Ambassadors in a number of places, who are drawn from the feeder cadre. I think, one of our challenges today, is to ensure that everybody comes up to some common level. Here language skills, for example, in the past we have not always enforced the allotment of languages and testing the proficiency of languages of people drawn from the feeder cadre. Obviously, if you are, now, going to make them Ambassadors, it is something that we will need to enforce. It is a matter on which, within the Government, we have looked at it. It is between us and the DoPT. But it is certainly a very valid concern that we need to address...”

4.26 On the issue of maintaining the quality of the promotees, the Foreign Secretary during the evidence submitted as under:-

“...but I accept the point that when people come out of feeder cadre, interpretation or stenographic cadre and join the general cadre, there has to be some levelling exercise. They have to be tested against some benchmarks and brought up. I think that is a completely valid observation. It would not apply to interpreters but certainly people from the stenographic cadres, applying language rules and allotting them languages and making sure that they pass language exams are part of the levelling exercise that we need to look at.”

4.27 On being asked whether officials of Passport offices are being posted abroad in the Missions/Posts, the Ministry through a written reply stated as under:-

“Officials of Passport offices are presently not posted in Missions/Posts abroad. The Central Passport Organisation is a sub-ordinate office of the Ministry. The Senior Establishment Board and Junior Establishment Board are mandated to post only regular officials of the Ministry.”

D. AMBASSADORIAL POSTINGS

4.28 The post of Ambassador/HOM is not only crucial for the organization of the Mission/Post but also gives vision and shape to India's engagement with the country of accreditation. It is imperative that the post is filled with the most deserving of candidates. On being asked about the procedure for the appointment of ambassadorial and other officers/staff abroad, the Ministry stated through a written reply as under:-

“Appointment of Ambassadors and other officers are undertaken through two completely different processes. IFS officers are posted abroad through Foreign Service Board. Other GOI officers are posted in Missions abroad in captive posts of various Ministries through Civil Services Board, with approval of Foreign Service Board and the External Affairs Minister as well as the Appointments Committee of the Cabinet. Posting of officers of Armed Forces as Service Attaches in Missions are done by Ministry of Defense and diplomatic rank is granted by MEA. Currently there are 46 Counsellor/Minister level posts in Missions abroad which are occupied by officers from other Services. The appointments of Ambassadors and High Commissioners are made with the approval of Hon'ble President in keeping with India's priorities, the requirements in a particular Diplomatic Mission, and overall suitability of the officer, including experience, seniority and regional and professional expertise. A lengthy procedure of approvals and clearances is required and, thereafter, concurrence of countries of accreditation would have to be obtained. There has not been any significant departure from the past for Ambassadorial appointments in recent years.”

4.29 While discussing language skills and postings, the Foreign Secretary in a sitting submitted that:-

“Having said that, we are handling our postings – including Ambassadorships – in a way in which we are steering people with language skills back into that area, sometimes at the cost of truncating their postings elsewhere.”

4.30 The Ministry has furnished the following data regarding appointments of Ambassadors in the last five years:-

Year	Indian Foreign Service	Non-IFS (and their background)
2011	36	1 (Former Foreign Secretary)
2012	41	1 (Former Naval Chief)
2013	45	1 (Former Foreign Secretary)
2014	27	1 (Former Air Chief Marshal)
2015	24	-

4.31 The Foreign Secretary, during the evidence made the following submission:-
“...The second issue is the non-career Ambassadors. I must say this is not an excuse but really this decision is about my pay grade and I must say it is

not something which is new. I have seen it evolve certainly in the last 10 years or more and the number of non-career ambassadors have steadily shrunk possibly because levels of interest in going out have also fallen. I am just guessing that is a factor but I really cannot give a clear cut answer. But if you are down to two people it is not something which happened in the last one or two years. It has really been a fairly steady trend. I would like to think the quality of Foreign Service is improved and perhaps that is a reflection....”

4.32 The Committee are concerned at the deterioration in the quality of recruits to the Indian Foreign Service. This is happening at a time when the lure and appeal of the Civil Services Examination has increased tremendously and the number of applications is rising steadily. The Committee have observed that in the past, only the candidates who were able to secure the highest ranks in the Civil Services Examination were able to enter the IFS. It has come as a matter of surprise to the Committee that today even low ranked candidates are able to enter the IFS. This development is both a symptom and a reason for the erosion of prestige in the IFS. The Committee are of the opinion that the IFS being the premier service of the country and its officers being responsible for handling multiple responsibilities of diplomacy, it is imperative that only the best candidates are selected from a wide pool of human resource available in the country. No doubt, the relative charm of the IFS has waned with the increased accessibility of foreign travel in recent years and the Ministry has acknowledged that people in the top 10 may not necessarily opt for the Indian Foreign Service. In fact, the IFS toppers in 2014 and 2015 were ranked 24th and 14th, respectively in the overall CSE merit list. Similarly, the last person to have made it to the IFS from the General/Unreserved category was ranked 114th in the CSE, 2015. The Committee are not fully convinced by the arguments of the Ministry that the present system of recruiting officers to the IFS through CSE is

yielding suitable well qualified candidates who could be nurtured to be successful officers through proper training. The Committee have already made their view clear on the issue of recruitment in the preceding chapters and they would like the Ministry to be open-minded about the quality of recruits. The argument that rising uncertainties of living abroad and other extraneous factors prevent top rankers from opting for the IFS are not convincing. The Committee would desire that the Ministry look into the reasons for the ebbing stock of IFS *vis-à-vis* other services. Accordingly, urgent steps should be initiated to make the IFS more attractive and remunerative as a career choice for Civil Service aspirants.

(Recommendation No. 16)

4.33 The field of diplomacy is witnessing important emerging areas like economic, commercial, political, cultural, and environmental diplomacy, all of which are gaining rapid currency. The nature of global engagements has undergone a sea change and there is today an added emphasis on trade and investment, multilateral economic relations, developmental partnership, etc. Besides, there is a need for calibrated responses to new global challenges like disarmament, climate change, counter-terrorism, cyber security, etc. The Committee find it imperative for the Ministry to augment capacity in the relevant fields without disturbing the existing equilibrium between the domain experts and generalists. This is a very old debate in Public Administration and Human Resource Management which is unlikely to be resolved at this juncture. The Committee are of the considered opinion that the Ministry should suitably enhance the scope of mid-career training to equip officers to develop expertise in specific fields based on their educational background. It is

inevitable that a certain amount of specialization would emerge but it would not be a prudent idea in the Committee's view to confine officers to a particular domain only. The Committee would, therefore, recommend that the postings should be rotated to ensure a wider pool of officers with a certain amount of specialized domain knowledge instead of exclusive specialization. As a means to achieve this, IFS officers should be incentivized by providing additional increment for research work on relevant subjects related to diplomacy, trade & commerce, international relations, disarmament, energy security, climate change, etc.

(Recommendation No. 17)

4.34 The Committee observed that apart from the IFS, the Ministry's workforce comprises of the feeder cadre which includes Group B Assistants, LDCs as well as Interpreters and Stenographic services. Besides, there is a substantial workforce with the Central Passport Organization (CPO) and Indian Council for Cultural Relations (ICCR) which are subordinate offices functioning under the Ministry. The Committee are perturbed that the Ministry has not taken concrete action on the recommendations contained in the Tenth Report of the Second Administrative Reforms Commission which *inter-alia* had asked the Departments to examine the issue of promotions. The Committee deem this a major failure on the part of the Ministry. Therefore, they recommend that the Ministry should make the existing policy more robust by exploring ways for enlarging the quota for promotions. On the issue of the Expansion Plan of the Ministry, the Committee believe that the interests of the Ministry would be best served if a significant number of IFS officers are sourced from the existing workforce belonging to the

feeder cadres as they are well versed with official procedures, and augmented by lateral entry from outside government, including from sectors such as academia and the private sector. The Committee would also desire that sufficient exposure and training facilities should be made available to officers who are promoted to the IFS or enter the service laterally, in order to ensure that their overall orientation and standing is at par with the Direct Recruits. The Committee also recommend that sufficient provisions for their integration, language training and evaluation should be factored into the promotion policy.

Further, the Committee would recommend that adequate avenues for promotion and career growth should also be made available to the Officers/Staff of Central Passport Office (CPO) and Indian Council for Cultural Relations (ICCR). The Committee also observe that at present there is no provision for posting officials of the Passport Offices in Missions/Posts abroad while a host of passport/visa related matters are being handled by the Embassies. The Committee view it as a wastage of human resources that trained workforce capable of handling these requirements is not posted abroad. The Committee would, therefore, strongly recommend that the Ministry should start posting officials of the Passport Offices abroad to man the consular sections of various Missions/Posts. *(Recommendation No. 18)*

4.35 The Committee observe that the Ambassadorial appointments are not being made through a designated body unlike other foreign postings of the Ministry, which are handled through the Foreign Service Board. Moreover, there are delays in appointment and in the absence of a designated policy for appointment of Ambassadors and High Commissioners, they are done with the approval of the

Hon'ble President in keeping with India's priorities, requirements in a particular Diplomatic Mission and overall suitability of the Officer, including experience, seniority, regional and professional expertise. The Committee are concerned to note that the space for non-career ambassadors has considerably shrunk and at present there are only two non-career Ambassadors whereas in the past there had been a number of highly illustrious Ambassadors who were not drawn from the IFS and who served their posts with distinction. The Committee are of the considered view that more eminent persons who have excelled in the field of community affairs, Diaspora issues, Foreign Policy, area studies, literature, journalism, etc. should be considered for appointments as Ambassadors/High Commissioners. There is an urgent need to import diversity into the appointment of Ambassadors to bring it in consonance with India's rapidly rising profile globally and for suitably projecting our foreign policy interests. The Committee also recommend that the appointment of Ambassadors be made through a designated body with representation of non-official experts as well. Furthermore, the Committee desire that knowledge of the local language of the country of accreditation should be made a desirable qualification for being appointed Ambassador there.

(Recommendation No. 19)

NEW DELHI
01 August, 2016
10 Sravana, 1938(Saka)

DR. SHASHI THAROOR
Chairperson
Standing Committee
on External Affairs

**MINUTES OF THE TENTH SITTING OF THE STANDING COMMITTEE ON
EXTERNAL AFFAIRS (2014-15) HELD ON 29TH JANUARY, 2015**

The Committee sat on Thursday, 29th January, 2015 from 1000 hrs. to 1100 hrs. in Committee Room 'B', Parliament House Annexe, New Delhi.

PRESENT

Dr. Shashi Tharoor – Chairperson

Members

Lok Sabha

2. Prof. (Dr.) Sugata Bose
3. Shri Ranjit Singh Brahmura
4. Shri Arka Keshari Deo
5. Shri Raghav Lakhanpal
6. Md. Salim
7. Dr. Mamta Sanghamita
8. Shri Ram Swaroop Sharma
9. Shri Sharad Tripathi

Rajya Sabha

10. Shri Shri H.K. Dua
11. Shri Chunibhai Kanjibhai Gohel
12. Shri Ram Kumar Kashyap
13. Dr. Karan Singh
14. Shri Pavan Kumar Varma
15. Shri C.M. Ramesh

Secretariat

1. Dr. Ram Raj Rai - Director
2. Smt. Rita Jailkhani - Additional Director

Representatives of the Ministry of External Affairs

Sl. No.	Name	Designation
1.	Smt. Mukta Tomar	- Additional Secretary (AD)
2.	Smt. Nengcha Lhouvum	- Dean (FSI)
3.	Dr. Ajay M. Gondane	- Joint Secretary (SAARC & BC)
4.	Shri Muktesh K. Pardeshi	- Joint Secretary (PSP) & CPO
5.	Shri G.V. Srinivas	- Joint Secretary (FSI-S)
6.	Shri Sibi George	- Joint Secretary (AD)
7.	Shrimati Nutan Kapoor Mahawar	- Joint Secretary (Parliament)
8.	Shri Dinkar Asthana	- Dy Director General (ICCR)
9.	Shri Arun Kumar Sahu	- Dy Director General (ICCR)
10.	Shri Anurag Srivastava	- Director (Finance)
11.	Shri B. Vanlalwamna	- Director (ADP)

2. At the outset, the Chairperson welcomed the Members of the Committee and the representatives of the Ministry of External Affairs to the sitting of the Committee to have a briefing on the subject 'Recruitment, structure and capacity-building of IFS Cadre including need for a separate UPSC examination for cadre, mid-career entry and in-service training and orientation'.

3. Thereafter, Additional Secretary, Ministry of External Affairs briefed the Committee on the subject and highlighted the steps taken by the Ministry to augment manpower resources at various levels. She further enlightened the Committee about the training framework being followed in the Ministry and the initiatives like encouraging officers to learn and specialize in economic profile of a particular state.

4. Further, the Members of the Committee raised queries related to various issues like quality of intake into the Foreign Services; additional intake on the basis of substantive expertise, linguistic expertise; mid-career induction of qualified and experienced professionals; altering the fixed cadre ratio; possibility of separate examination for the Foreign Services, an additional paper/interview; making Foreign Services accessible to Non-Resident Indians; existing deployment of IFS officers in Indian Missions; departmental promotion from feeder cadre within the Ministry; recruitment on contractual basis; gap between initial Budget Expenditure and lower actual expenditure for training; need for social media training; issue of language proficiency and assessment of language needs; interpretation and translation from other languages and Hindi language capacity building.

5. Thereafter, the Members of the Committee raised further queries about the comparative assessment of the size and strength of Foreign Services in various countries, curriculum and content of training for Indian Foreign Service, etc. It was also decided to organise one more sitting of the Committee in which the new Foreign Secretary may brief the Committee elaborately incorporating all the points raised by the Members in this meeting.

The Committee then adjourned.

A verbatim record of the proceedings has been kept.

MINUTES OF THE THIRTEENTH SITTING OF THE STANDING COMMITTEE ON EXTERNAL AFFAIRS (2014-15) HELD ON 27TH FEBRUARY, 2015

The Committee sat on Friday, 27th February, 2015 from 1515 hrs. to 1645 hrs. in Committee Room 'E', Parliament House Annexe, New Delhi.

PRESENT

Dr. Shashi Tharoor – Chairperson

Members

Lok Sabha

2. Shri Arka Keshari Deo
3. Shri Jose K. Mani
4. Shri A. Anwhar Raajhaa
5. Dr. Mamta Sanghamita
6. Dr. P.R. Senthilnathan
7. Shrimati Supriya Sule
8. Shri Sharad Tripathi

Secretariat

1. Dr. Ram Raj Rai - Director

Representatives of the Ministry of External Affairs

1. Dr. S. Jaishankar - Foreign Secretary
2. Smt. Nengcha Lhouvum - Dean (FSI)
3. Shri Satish C. Mehta - DG, ICCR
4. Smt. Mukta Tomar - Additional Secretary (AD)
5. Shri Muktesh K. Pardeshi - Joint Secretary (PSP) & CPO
6. Shri Sibi George - Joint Secretary (AD)
7. Shri Anurag Srivastava - Director (Finance)

2. At the outset, the Chairperson welcomed the Members of the Committee and the representatives of Ministry of External Affairs to the sitting of the Committee to have further briefing on the subject 'Recruitment, structure and capacity-building of IFS Cadre,

including need for a separate UPSC examination for cadre, mid-career entry and in-service training and orientation'.

3. Thereafter, the Foreign Secretary briefed the Committee on issues related to the total sanctioned staff of the Ministry and vacancies thereon, diplomatic strength, current recruitment system being followed and the Ministry's Expansion Plan 2.0. The Foreign Secretary addressed the queries raised by the Committee on issues of quality of intake, changing profile of new recruits, need for re-adjusting and reformatting the training programmes etc.

4. The Committee further deliberated upon the idea of a separate examination or at least an additional paper or a separate interview for aspirants to Foreign Services and opening of Foreign Service Examination to Non-Resident Indians alike. The Foreign Secretary also apprised the Committee about the lateral entry, idea of drawing personnel from academia, private sector, military services, hiring consultants, need to strengthen institutions, particularly the Foreign Service Institute, re-structuring of Policy Planning and Research Division, functional specialization in the Ministry, language specialization policy as well as Mid-Career Training Programmes.

5. The Foreign Secretary also apprised the Committee about the resource constraints being faced by the Ministry and invited the Committee to visit the five Missions/Posts handling maximum workload for passports and visas.

The Committee then adjourned.

A verbatim record of the proceedings has been kept.

APPENDIX-III

**MINUTES OF THE TWENTIETH SITTING OF THE STANDING COMMITTEE ON
EXTERNAL AFFAIRS (2014-15) HELD ON 18TH JUNE, 2015.**

The Committee sat on Thursday, the 18th June, 2015 from 1500 hrs. to 1620 hrs.
in Committee Room 'B', Parliament House Annexe, New Delhi.

PRESENT

Dr. Shashi Tharoor – Chairperson

MEMBERS

LOK SABHA

2. Prof. (Dr.) Sugata Bose
3. Shri Arka Keshari Deo
4. Shri Jose K. Mani
5. Shri Maganti V. Rao (Babu)
6. Dr. Mamta Sanghamita
7. Shri Ram Swaroop Sharma
8. Shri Sharad Tripathi
9. Shri Chhedi Paswan

RAJYA SABHA

10. Shri H.K. Dua
11. Shri Chunibhai Kanjibhai Gohel
12. Shri Ram Kumar Kashyap
13. Dr. Karan Singh
14. Shri D.P. Tripathi

SECRETARIAT

1. Shri Cyril John Joint Secretary

REPRESENTATIVES OF THE MINISTRY OF EXTERNAL AFFAIRS

1. Dr. S. Jaishankar Foreign Secretary
2. Smt. Nengcha Lhouvum Dean (FSI)
3. Smt. Mukta D. Tomar Additional Secretary (AD)
4. Shri Dinkar Asthana DG, ICCR
5. Shri Muktesh K. Pardeshi Joint Secretary (PSP) & CPO
6. Shri Sibi George Joint Secretary (AD)
7. Ms. Nutan Kapoor Mahawar Joint Secretary (Parliament)
8. Shri B. Vanlalvawna Director (ADP & RTI)
9. Shri Anurag Srivastava Director (Finance)

2. At the outset, the Chairperson welcomed the Members of the Committee and the representatives of the Ministry of External Affairs to the sitting of the Committee to render oral evidence on the subject 'Recruitment, structure and capacity-building of IFS Cadre, including need for a separate UPSC examination for cadre, mid-career entry and in-service training and orientation' and drew their attention towards Direction 59(1) of the Directions by the Speaker.

3. Thereafter, the Foreign Secretary briefed the Committee on various issues concerning the subject and apprised the Committee about the Ministry's Expansion Plan 2.0; ways to strengthen domain expertise; expanding the deputation programme; intake of experts from the private sector; changes made in the functioning of various Divisions; training and language policy of the Ministry.

4. The Foreign Secretary also responded to various queries raised by the Members which *inter-alia* included clarifications regarding actual number of diplomat rank officials; appointment of ambassadors; optional paper for Foreign Service aspirants; assessment of the current language requirements; lateral entry; revamping of Indian Cultural Centres abroad and ICCR's budget and training needs etc.

The Committee then adjourned.

A verbatim record of the proceedings has been kept.

**MINUTES OF THE SIXTH SITTING OF THE STANDING COMMITTEE ON
EXTERNAL AFFAIRS (2015-16) HELD ON 16th DECEMBER, 2015**

The Committee sat on Wednesday, the 16th December, 2015 from 1500 hrs. to 1645 hrs. in Committee Room 'E', Parliament House Annexe, New Delhi.

PRESENT

Dr. Shashi Tharoor – Chairperson

MEMBERS

Lok Sabha

2. Prof. (Dr.) Sugata Bose
3. Shri Raghav Lakhanpal
4. Shri Chhedi Paswan
5. Shri A. Anwhar Raajha
6. Shri Vishnu Dayal Ram
7. Prof. (Dr.) Mamta Sanghamita
8. Shri P.R. Senthilnathan

Rajya Sabha

9. Shri C.M. Ramesh
10. Dr. Karan Singh
11. Shri Pavan Kumar Verma

Secretariat

1. Dr. Ram Raj Rai - Director
2. Smt. Jyochnamayi Sinha - Additional Director

Ministry of External Affairs

1. Dr. S. Jaishankar - Foreign Secretary
2. Smt. Nengcha Lhouvum - Dean (FSI)
3. Smt Mukta D. Tomar - Additional Secretary (AD)
4. Shri C. Rajasekhar - DG, ICCR
5. Shri Muktesh K. Pardeshi - Joint Secretary (PSP & CPO)
6. Shri Sibi George - Joint Secretary (AD)
7. Ms. Nutan Kapoor Mahawar - Joint Secretary (Parl.)
8. Shri B. Vanlalvawna - Director (ADP & RTI)

Ministry of Personnel, Public Grievances and Pensions (Department of Personnel and Training)

1. Shri T. Jacob - Additional Secretary
2. Shri P.K. Das - Joint Secretary

2. At the outset, the Hon'ble Chairperson welcomed the Members of the Committee and the representatives of the Ministry of External Affairs and the Ministry of Personnel, Public Grievances and Pensions (Department of Personnel and Training) to the sitting of the Committee convened to have an oral evidence on the subject 'Recruitment, structure and capacity-building of IFS Cadre, including need for a separate UPSC examination for cadre, mid-career entry and in-service training and orientation'.

3. Thereafter, the Foreign Secretary briefed the Committee on the various issues pertaining to the subject viz. broad contours of recruitment to the IFS and the quality issues; foreign language skills of diplomats; need for an additional paper/weightage to the personality test for recruitment into Foreign Service etc.

4. Members of the Committee raised various queries related to the preference given to IFS by the candidate *vis-à-vis* other services as well as the quality of recruits, capacity augmentation through feeder local cadre, language proficiency, cadre review, functioning of the ICCR, various constraints faced by the IFS lateral entry to the Ministry, functioning of the Public Policy Division etc. The Foreign Secretary and the representative of the Department of Personnel and Training responded to the queries of the Members.

The Committee then adjourned.

A verbatim record of the proceedings has been kept.

APPENDIX-V

**MINUTES OF THE FIFTEENTH SITTING OF THE STANDING COMMITTEE
ON EXTERNAL AFFAIRS (2015-16) HELD ON 27TH JULY, 2016**

The Committee sat on Wednesday, the 27th July, 2016 from 1600 hrs. to 1815hrs. in Committee Room 'B', Parliament House Annexe, New Delhi.

PRESENT

Dr. Shashi Tharoor – Chairperson

Members

Lok Sabha

2. Prof. (Dr.) Sugata Bose
3. Shri Ranjit Singh Brahmpura
4. Prof. Richard Hay
5. Shri Raghav Lakhanpal
6. Shri Venakateshwara Rao Magananti
7. Shri Jose K. Mani
8. Shri Chhedi Paswan
9. Shri Vishnu Dayal Ram
10. Mohammad Salim
11. Dr. Mamta Sanghamita
12. Shri P.R. Senthilnathan
13. Shri Ram Swaroop Sharma
14. Shri Sharad Tripathi

Rajya Sabha

15. Shri Swapan Dasgupta
16. Dr. Karan Singh
17. Shri Amar Singh

Secretariat

1. Dr. Ram Raj Rai - Director
2. Shri Janmesh Singh - Under Secretary

MINISTRY OF EXTERNAL AFFAIRS

S.No.	Name	Designation
1.	Dr. S. Jaishankar	- Foreign Secretary
2.	Shri D.M. Mulay	- Additional Secretary (CPV & OIA)
3.	Shri Vikas Swarup	- Joint Secretary (XP) & Spokesperson
4.	Shri Sibi Goerge	- Joint Secretary (Administration)
5.	Ms. Vani S. Rao	- Joint Secretary (OIA-II) Additional Charge of OIS
6.	Ms. Nutan Kapoor Mahawar	- Joint Secretary (Parl & Coord)
7.	Shri Dinkar Asthana	- Joint Secretary (DPA II)
8.	Shri Manish Gupta	- Joint Secretary (OIA-I)
9.	Shri M.C. Luther	- Joint Secretary (OE) & PGE
10.	Shri Sanjay Kumar Verma	- Joint Secretary (GEM)
11.	Ms. Neena Malhotra	- Joint Secretary (E&SA)
12.	Shri Anurag Srivastava	- Director (Finance)

INDIAN COUNCIL FOR CULTURAL RELATIONS (ICCR)

1. Shri C. Rajasekhar - Director General
2. Ms. Namrata S. Kumar - Deputy Director General

MINISTRY OF CULTURE

1. Shri Narinder Kumar Sinha - Secretary
2. Shri K.K. Mittal - Additional Secretary
3. Ms. Shefali Shah - Joint Secretary

MINISTRY OF HUMAN RESOURCE DEVELOPMENT (DEPARTMENT OF HIGHER EDUCATION)

Shri Vinay Sheel Oberoi - Secretary

NALANDA UNIVERSITY

Dr. Gopa Sabharwal - Vice Chancellor, Nalanda University

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee.

3. Thereafter, the Committee took up for consideration the draft Report on the subject 'Recruitment, structure and capacity-building of IFS Cadre, including need for a separate UPSC examination for cadre, mid-career entry and in-service training and orientation'.

4. The Chairperson invited the Members to offer their suggestions, if any, for incorporation in the draft Report. The Members suggested some minor modifications. The Committee adopted the draft Report with these minor modifications.

5. The Committee authorized the Chairperson to finalize the Report incorporating the suggestions made by the Members and present the same to the Parliament.

6. **XXXX** **XXXX** **XXXX** **XXXX** **XXXX** **XXXX**
7. **XXXX** **XXXX** **XXXX** **XXXX** **XXXX** **XXXX**
8. **XXXX** **XXXX** **XXXX** **XXXX** **XXXX** **XXXX**

The Committee then adjourned.

ANNEXURE

No. of IFS Officers with Proficiency in various languages (2015-16)

<u>S. No</u>	<u>LANGUAGE</u>	<u>NO. OF OFFICERS</u>
1.	ARABIC	95
2.	BHASA INDONESIA	10
3.	BHASA MALAY	1
4.	BHASA THAI	1
5.	BURMESE	6
6.	CHINESE	75
7.	FRENCH	83
8.	GERMAN	31
9.	HEBREW	6
10.	JAPANESE	25
11.	KAZAKH	1
12.	KISWAHILI	2
13.	KOREN	5
14.	PERSIAN	20
15.	PORTUGESE	22
16.	PUSHTU	2
17.	RUSSIAN	90
18.	SERBO-CROATIAN	1
19.	SINHALESE	3
20.	SPANISH	78
21.	TURKISH	7
22.	UKRANIAN	1
23.	VIETNAMESE	4
	TOTAL	569