Part One:
Extent of Problem & Research Need
Chapter 1.
Research Perspectives

1. Introduction:

India, the seat of knowledge and power, had witnessed upheavals through the dawn of history. One of the oldest and richest civilizations of the world, decayed, destroyed and ruled by few foreigners for the centuries together, because of its inherent internal fighting's and conflicts. These foreigners sailed across seven oceans to earn business for them in turn; they ruled the mighty India over centuries. They had used the vision and farsightedness while establishing and consolidating their grip & complete control over the Indian administrative system.

The colonial rulers established the Imperial Services (bureaucratic system) as mechanism to rule the Indian soils. Imperial Civil Service (ICS), Imperial Forest Service (IFS) and Imperial Police Service (IPS) were established to serve the imperial interests. These Crown services were exclusively for the British People to rule the Indian masses perpetually, with aim to consolidate and expand the land under control of the Crown. The Indians took very long time to reckon with their fallacies, after decades of struggle and insurmountable pressure Indians were allowed to compete for these services. Rest is history with lot of meanderings in itself.

Later on under political pressure from Independence Movement, these services were renamed as Indian Administration Service (IAS), Indian Forest Service (IFS) and Indian Police Service (IPS). During Second World War recruitment and training for these services got a severe jolt. In post-war era, British crown has not shown any serious concern for these services. Remotely controlled officers of these services governed the operations in India to serve the imperialist rulers in England. Remotely located imperialistic rulers achieved their objectives of revenue collection & maximisation; retention of strategic powers, maintaining law & order to serve self-ends. Subordination of administration was to meet selfish needs and greed’s of the rulers.

Political leadership in India identified the five major objectives in 1947, to cover social, political and economic dimensions of the life in India. These were (a) establishment of Parliamentary type democracy (b) formation of a federation, the constitution, making both Centre and States, autonomous in their respective sphere of operations (c) setting up self sufficient, self reliant economic systems (d) promotion of social justice (e) goals and value oriented public administration.

Civil Administration in India was through All India Services Officers; district was basic unit and District Collector was the ‘alter ego’ of the Viceroy at the top, as it was accepted in the independent India also. Centralisation in decision-making was its key feature. Indian Civil Service members as a rule manned all the leadership positions, at all levels and all sectors of administration. Administration was based on system of rules procedures and regulations. Secretariat got the role of policy making and executive for the operational and implementation responsibility. Unusual feature was included in the Indian Constitution (Article 308, 310, 311, 312 & 313) regarding provisions containing definite guarantee and safeguards for these most powerful elite of the society.
Stratified Indian Society is entrenched with institutionalised inequalities. India is particularly committed to economic and social development of the disadvantaged sections of society and to this end policy of positive discrimination is enshrined in the Constitution of India. Socio-economic planning is preferred mode of development, which is in the hands of All India Service Officers. During past 50 years socio-economic-political scenario has undergone a sea change at district level, which seems to be irreversible. A colonially created imperialistic institution cannot remain on original terms, but has to be readjusted to be in harmony with new socio-economic-political situations. Civil services of this land have been steadily loosing trust and confidence of common man (S.R. Maheshwari).

Sh. Navanit Sinha has described All India Services as “To some who may call these services an evil, these now have become a necessary evil. India has been ruled by the largest and one of the most organized, All India Services that ever established anywhere. The sheer size of these services needed to rule India and the enormity of its tasks have reinforced the tendency towards having highly organized and stratified structure of authority for sound all round development of India. Being par excellence, these services were rendering main support to British Imperialism for a century and half that it endured. They did bring a measure of order and peace, if not prosperity, to the areas where anarchy had long hold sway. Even though primarily being – a garrison of picked up men-, with the mission of upholding the crown, they did still possess the tradition of strength and efficiency with aloofness, exclusion and class consciousness”.

The All India Services Officers could not correct their behavior by learning from their mistakes. The result has been that the bureaucratic patterns of action, such as impersonality of rules and centralization of decision-making have got established in such a way that they have become a part of the reinforcing equilibrium. The new image of the All India Services as the self satisfied glorious innovator, egoist, elitist, groupist, authoritarian, power crazy, monopolizer, status hungry, perk jerker, and decision dodger. Bureaucrats are power elite everywhere, so India cannot be exception. For their decisions, it is commonly whispered in the corridor of power. ‘You show me person, I will quote the rules and deliver the decision to serve the clientele needs’. Bureaucrats have outlived their utility. Public administration has become heaven for ill-motivated and corrupt persons. This reflects the crux of our problem in our bureaucratic system.

“To be king of Indian heap, it is not enough to be best that you are. You cannot seed your field and reap what you have sown. You must scale those cliffs of bureaucracy, you must be prepared to be scratched by those thickets of regulations, and you must be prepared to re- energise the patches where politicians have sucked out fertility. When you talk to insiders in any Indian industry, they will tell you how every number one has emerged from the scrimmage after nobbling rivals, bending the rules, cozying up to right politician or babu and paying off or edging out the inconvenient official. The public face of an Indian businessman-as-role-model is drastically different from the wheeling-dealing he indulges in to best his peers. It is almost as if the role model holding that trophy of achievement is cut out, hiding from us his other self. The simple truth is that beyond a certain point, liberalization has not
changed things. And it never will, as long a the entrepreneur has occasion to cozy up with official and the politician.

All India Services Officers are devoid of human values and equity since their origin in Colonial era. “In various parts of the underdeveloped world the prospectus for economic growth will not become particularly bright until there are some rather profound changes in human motivation and values and social political structure” B.B.Khare (1974). These officers cannot deliver efficient and effective development for the prosperity of masses. The All India Services Officers by their origin are exploitative, parasitic and self-goal achievers in bureaucratic system.

Management literature viewed politics as unsanctioned or illegitimate use of power to achieve unsanctioned or illegitimate ends, it indicate informal, parochial and selfish individual behavior to exploit the formal authority. [Mayes 1977, Murray 1980, Mintzberg 1983 and Enz 1988]. In public administration, political power on occasions is discussed as legitimate power and by virtue of their position in hierarchy politicians enjoys full authority over the decision-making process. In case of All India Services also, politician is invariably located above these officers in respective departmental hierarchy, so politician enjoy supreme position to control the bureaucratic system.

Politics is the fact of the life, so political pressure is the necessary evil in the bureaucratic system. People love it, to use for own goal maximization. It is not possible that any system can be free from politics and pressure tactics. Individuals make groups, groups make class, class makes services and services make system with different values, goals and interests. Marshall and Cooper (1979) defined pressure as “Pressure- a problem, something you find difficult to cope with, about which you feel worried or anxious.” Asha Bhandarker (1985) observed “Pressure – as a problem, something you find difficult to cope with, about which you feel worried or anxious or tense. Pressure can be positive or negative or both.” Political pressure for us is the unauthorised demand problem in public administration to which AISO find difficult to find a solution as prescribed in rules, procedures and regulations to arrive at a decision.

Political pressure is the compulsory compulsion of the bureaucratic system. Activities under political pressure are not carried out according to rules, regulations and procedures, it is considered to be brought under influence or an attempt to influence the outcome of decision to meet their self /own goals or interests from public administration at the cost of public. Illegitimate political pressure is the pressure, which violates the well laid down rules, regulations and procedure of the bureaucratic system. Whereas, legitimate political pressure is the over riding pressure asserted in normal administration by in-charge Center or State Minister /Chief Minister /Prime Minister, through formal line of command, which is in consonance with laid down rules.

Exertion of political pressure by politicians on All India Services Officers require an attempt to use inherent political power base to influence the goals, interests, criteria and processes used for decision making for distribution of advantages and disadvantages within the department in desired direction.

Government resources are limited and there is ever increasing huge demand from different quarters, which force politicians to exert pressure on bureaucrats with highest intensity and extensively over the bureaucratic system. In government bureaucracy, any gains by any one group will be at the expense of others only. Every one cannot remain gainer all the time. Today gains are the tomorrow loss, but no one is interested in knowing the fate of that tomorrow.

Term bureaucrat, public servant, government servant, political administrator, civil servant and civil administrator have different meanings in references in different works, here these words have been used interchangeably to cover the All India Services Officers located in different positions and at different locations. Word public administration, bureaucratic system and civil administration also have been used interchangeably to indicate the government administration, where these All India Services Officers are located and take decisions. Analyses of prevalent workings in bureaucratic system remind us following well established laws in public administration, which are true to the All India Services Officers also.

- Murphy’s Law (1956)
  - If something can go wrong, it will. (A.I.S. will go wrong)
  - When left to themselves, things always go from bad to worse. (So, as Indian Bureaucracy & All India Services)

- Parkinson’s Laws (1957)
  - Officials multiply subordinates, not rivals. (AISO want whole country as subordinate to them only, no rivals, please.)
  - Officials make-work for each other. (All the services, fight with each other)
  - Delay is the deadliest form of denial. (that is ultimate decision)

- Peter Principle (1969)
  - In a hierarchy, every employee tends to rise to his maximum level of incompetence. (All India Services tends to be)

- Greshnan’s statement
  - Trivial matters are handled promptly-- important matters are never solved.

- Robert N. Kharasch (1973), “Great institutions are out of control.” (so as AIS)
- Peter Drucker (1980), “Malperformance is increasingly being taken for granted.”

### 1.2. History of Administration:

History of administration comprises bureaucracy and administration in historical perspectives of literature and history of the All India Services.

#### 1.2.1. Bureaucracy and Administration in Historical Perspectives of Literature:

Vedic literature described the non-monarchical form of governance, reference had been found about king less state of ‘Vrishnis’. The science of governance with enunciation of duties and functions of various organ of administration has been described through the Rigveda, the Atharveda, the Upnishad’s, Aitarya Brahman, Satapatha Brahmana, Gautam Sutra, the Bagwadgeeta, Arthasastra of Kautlaya, Mahabhashya of Pantjali, Manu Samriti, Yaghvalikaya Samriti, Narad Samriti, Brihspati Samriti, Harshcharit of Ban, Asthadhyayi of Panini, and Rajitargani of Kalhan etc. Civil administration is as old as human civilisation. The Chinese are considered one
of the pioneers in evolving the well-established bureaucracy and civil services. When, we go through Vedic culture literature, we come across different duties had been assigned to various functionaries and levels of hierarchy under the king.

Bureaucratic system in India evolved, refined and redefined under the wisdom of sages and kings through the ages. The Ramayana and the Mahabharata, the great epics of this land had detailed descriptions pertaining to the duties & work of civil administration through various functionaries. If we neglect process & science of public administration, all virtues will decline in society [Mahabharata, Shantipurpa, 63.78]. Knowledge empower ruler to be proficient in administration and to keep their subjects happy [Sukarniti, 6.7]. Art of public administration has been described in the Aitriya Brahman and the Satapatha Brahman.

Procedure for public administration and implementation of civil and criminal law has been described in details in the Sukarniti, Brhispatini, Gautmaniti, Apastamba, Vashishthaniti, Bodhyan, Jainism & Buddh Sutras, the Jatakas and Milinda Panha works. According to prevalent concept of that time, king was the servant of the state and paid by the public, duty of king was to protect his subjects. The ‘Dasa –purusa-rajya’ mentioned in the Satpatha Brahmana suggest occurrence of hereditary rule.

Tradition of the Mahasammata Suggand tradition mentioned in the ‘Pancha-guru-jakta’ suggests elective king and council of ministers. Chankaya composed great work ‘Arthsashtra’ for different aspects of administration with detailed division of work for each level of administration. The Kautalya approach of public administration was for public welfare through public officials known as ‘gopas’ and ‘sthunikas’. Kautalya’s Arthasastra, was the legendary work (literature), where well prescribed norms were laid down for bureaucratic system towards subordination and administration of law. Mudra raksha of Vishakhdutt, Mrichchaktika of Sudraka, Harishcharita of Bann and Rajtarngani of Kalhana threw light on contemporary style of administration prevalent at that time.

The Ashoka’s and Gupta’s period rock edicts and inscription throw light on methods of public administration during that time. During period of the great Ashoka, public administration was carried out through ‘Mahamantras,’ ‘Pradesikas,’ ‘Rajukas,’ ‘Mahamandlesvaras’, ‘Rajanasthiyas’, ‘Uparikas,’ and ‘Vishayapatis,’ with province, districts and sub district as territorial unit of administration. The Great Ashoka worked day and night for the welfare of his subjects. He was always available for public affairs, as mentioned in rock edicts that “at all hours and all places; whether dinning, or in the ‘Raniwasa,’ or in his bed room, or in my closet, in my carriage, or in the palace gardens; the official Reporters should report to me on the people’s business, and I am ready to the people’s business in all places.” [Rock Edict VI]. After centuries lapse, King Harsha also carried out people oriented administration through couriers.

Powers of king were not absolute; there were various checks on the authority of the monarch. Ruler had to abide by law laid down in the Shashtras or customs of the country. The Shashtras were regarded as constitution of the country. King was not above the law; a story was mentioned by the Hiuen-Tsiang about the King Bibmbisara that to prevent frequent fires in the capital. The King passed an ordinance that, if fire will break out in anybody house, that person will be exiled to forests. One-day, fire broke out in Royal Palace. The King said to his Ministers, “I must be exiled to forests.” To maintain the law, the King gave up the government and
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retired to forests. In ‘sachivayath- tantra’ form of government, real power was vested in the hands of Council of Ministers as mentioned in Mudra raksha. Puranas were composed for common person, even for those who cannot understand the intricacy of system of public administration.

The King Bhoj of Dhara composed many books on art of public administration. Sher Shah Suri managed administration through bargana’s and sarkar’s with the help of shiqqdar’s (revenue official) and munsif’s (judicial official). The Moghul official hierarchy of administration was through Mansabdar, faujdars and Amirs, paid by commission or through jagirs. Big hereditary Zamindars were appointed as jagirdars, izatdar and taluqdar’s for revenue administration. Civil administration had been described in the Akbarnama and Aine- i-Akabari. Abul Fazal had described ways and means for political administration & implementation of law.

In western part of the world, Mill (1861) viewed bureaucracy as rule by the officials. Civil Services Reform of 1870 invested continental counterpart control in British bureaucracy. Hegel considered bureaucracy a universal class with general interest of state. Marxist enunciated that state reflect the economically determined power relationships existing in given society at a given point of time. Bureaucracy, he considered as economically dominant class as an agent of government in controlling the power of purse.

Bureaucracy is the instrument of ruling class; it strove for power of its own. "The general spirit of bureaucracy is secret, mystery, safeguarded inside itself by hierarchy and outside by its nature as closed corporation. Thus public will, political spirit and also political mentality appear to bureaucracy as betrayal of its secret. The principle of its knowledge is therefore authority, and its mentality is the idolatry of authority. But within bureaucracy the spiritualism turns into crass materialism, the materialism of passive obedience, faith in authority, the mechanism of fixed and formal behavior, fixed principles, attitudes, traditions. As far as individual bureaucrat is concerned, the aim of state becomes his private aim, in the form of a race for higher posts of careerism" Marx (1843).

Later on Marx (1871) observed that in a classless society, there would be no place for appointed officials, executive powers be vested with the people themselves. Bureaucracies acquire unlimited power for preservation of its independence as an instrument of administration. Mosca called bureaucracy a power based political dominated class, which monopolizes power and enjoy advantages that power brings. Emotional confabulations generate pressure in such political organizations.

Bureaucracy is class of power-elites, exercise control over society to meet own goals or ideology or combination of both. In bureaucratic system, a strong social and economic base for the support for modern bureaucratic organization remained more or less non-existent. Gradually technological changes took place all over the world. Industrial renaissance in Western World faced new set of problems. So, different philosophies, as an approach, a thought, or schools were woven into an integrated fabric, came to be called as theory. Studies were carried out on individual productivity and performance.

Max Weber (1864 - 1920), German social scientist is considered as father of bureaucratic concept. He identified personal prejudices, caprices, favouritism, nepotism, inefficiency, ad-hoc-ism, arbitrary authority, discrimination, and incompetence as the essential part of bureaucracy.
F.W. Taylor (1856 - 1915) worked on economic incentives, which work as motivator for better productivity. Henry’ Gantt, Frank, William Gilbertli. Harrington Emerson & Taylor carried out time and motion studies to standardise the operations to lay down performance level for various incentive schemes.' Later on Taylor propounded functional supervision or line and staff theory for better performance, which was labelled as motivational approach, behavioural approach.

Fayol (1841 - 1925), French was first to state functional breakdown of administrative activities. Gulick and Urwick work acknowledged the specialisation, co-ordination and rational assignment of duties—as basic elements of bureaucracy. Mooney & Reiley (1931) regarded co-ordination as mother principle for bureaucracy. Scott & Mitchell suggested division of labour or specialisation. During this period classical Organisation theory came under, criticism from Simon, Smithburg, Thompson and Othem. After Hawthorne experiment emphasis was laid down, on behavioural considerations. Large number of persons worked on this aspect - just to name - Mayo, Roethlisberger & Dickson, Whitehead, Lippin & White, Coch & French Jr. etc. their emphasis was on human behaviour.

Large number of persons worked on psychological and material inducement, its relationship with authority, organisation structure, communication, leadership style, performance etc. etc. Some of the studies can be named - Moreno's socio-metric studies, Lcwin's group dynamics, Maslow's hierarchy of needs, Mc Greger’s Theory X, and theory 'Y', Argyris's problem as personality development and Likert's system etc. etc. System approach (Kast & Rosenzweg) is characterised by patterns of authority, power and status. Anything going wrong in system, we have to examine the operation of a system to find out what is the wrong with the system. Katz & Kaliri's open system receives shocks & influence from their environment.

Carzo & Yanouza's gave three kinds of subsystems - technical, social and power. Social subsystem goes into group dynamics and individual behavioural traits for social satisfaction of its members. Power influences the decision-making process. Power holders enjoy status in accordance with their ability, to carry out orders according to their wishes. Various systems are complex and Government Organisation is very Complex system. Sachuin Homans, Likert & Kahnsek etc. brought out various models for studying them. Major findings are (a) success of a change in one sub system cannot be ensured unless its -impact on other sub system is considered. (b) Network of activities interactions and sentiment leads-to development external and internal systems, which affect the functioning. (c) Key individuals are called link-pins, all there are overlapping and interlocking role sets, individual perform their roles.

Bureaucracy was thought as body of public officials as integral part of ruling class for public administration. Max Weber clarified the conceptual knowledge of organization, power, authority, and administration along with organization behavior. A person in position of power will carry out his own will despite resistance. Authority gives imperative control, it demand power to command it. He elaborated the charismatic authority, traditional authority, and legal authority types. Weber’s concept of bureaucracy is based on eight principles of rational legal authority and five concepts of legitimacy. Weber rational bureaucracy was based on precision, reliability, discipline, speed, continuity, discretion and operational uniformity. He rejected the principle of decision making, which differed from case to case.
Marx (1972, 1969 and 1964) and Durkheim (1951) studied the societal structure, industrialization and individual experience of alienation with their cause and effect relationship. Marx concepts of alienation have impact on individual and provide sense of powerlessness and isolation (Blauner, 1964). Man evolved through his work and alienation has caused extensive damage according Marx views. In Durkheim's (1951) 'anomis' concept, traditional rules and norms of behavior are broken down and individuals are left without moral guidance in pursuit of their goals. (Asha Bhandarkar 1985, Dubrevil 1971, Cohen 1959, 1955, Faris 1944, Faris et.al.1938).

N.C. Roy in his publication 'The Civil Service in India' has done structural analysis. L.S.S. Omalley in his work 'Indian Civil Service' had romanticized the Indian Civil Service. Bureaucracy is class of power-elites exercise control over society to meet own goals or ideology or combination of both. 'The Men Who Ruled India' by Philip M.Woodruff had dwelt on achievement by ICS for British Crown. When political masters (Minister ) were unable to distinguish between political and administrative functions, it is difficult to keep away civil servant from political pressure. It has been observed that All India Services Officers accumulate power and try to control the actions of their leadership.

Taub R. 1969, had romantised the Colonial Civil Services. Heginbotham presented colonial legacy survival through difficult times. Braibanti extensively described the traditions of the civil servants. Weiner, Brass, Rudolph, Moris, Jones, Kothari, Kochanek, Hanson, Alavi, Bettleheim, Sen, and Moore have done work pertaining to bureaucratic system. Braford Spangenberg in research work 'British Bureaucracy in India' (1976) observed that ICS officers had obsession with status and promotion. Presence of imperialism on Indian soil had been biggest impediment for rational thinking. Civil servant and public both were influenced by adulation to rulers, which moved them in direction of cherishing of individual goals. Subramaniam (1977) thought provoking view and concept of persistence of colonial administration is the continuance of derivative power.

"Concurrent with Marxian alienation, Fromm (1964) and the existentialists (Friedenberg) foresees the rise of psychological alienation, which deprives people of the capacity to accept or become aware of their own feelings and respond to their own needs. Both kinds of alienation probably parallel to one another create anxiety, low self-esteem and intolerance of positive growing qualities (Friedenberg 1973). The result is the creation of the 'ressentient' individual, characterized by a certain mental attitude, caused by systematic repression of certain normal human feelings, leading to value delusions resulting in the emotions of revenge, hatred, malice and envy (Friedenberg 1973)." Asha Bhandarker 1985.

Growth of bureaucratic structure and ICS correspond with growth of nationalist movement, which was expanded and monopolized to crush that movement. Bureaucratic system continued to tighten its grip over Indian masses to maximize the exploitation and retention of imperialism. Griffiths in his work 'British Impact on India' had appreciated Indian Bureaucracy as the most powerful and closely knit bureaucracy in the world. This vary bureaucracy was foundation for expansion of the British imperialism. John Strachey contested this bureaucracy with full force in his work 'the End of Empire'.

A strong social and economic base for the support for modern bureaucratic system remained more or less non-existent in India. Caste ridden stratification of
Indian society is increasingly reflected in administrative behavior of the All India Services. Increasing clout of provincial services have been threatening the political and administrative importance of the All India Services. Basic character of Indian society is reflected in the political administration, and a particular class-supporting politician in power may get linkage and benefits from the All India Services Officers.

Affairs in the Union of India are run by the monolithic All India Services. With few officers at top in hierarchy, who respond problems, challenges and political pressure with unanimity? Efficiency in essence was a mythical rationale used originally by British to justify their monopoly of higher positions. The “efficacy” of British officials became a racist desideratum for exclusion of Indians, who were branded as inefficient and incompetent, no matter how well they might perform in the bureaucratic system. With the passage of time, the attribution of efficiency to British official no longer feasible for exclusion of Indians from the administration (B. Sprrangenberg, 1976). The same approach is now dominantly used by the All India Services Officers towards officers of other services, who consider them akin to Bura Sahib of colonial era. History is repeating in itself with elitist concept of the All India Services, which is bound to recoil over passage of time to over through the colonially created exploitative bureaucratic system.

Bertalanffy, inventor of General System theory, presented integration of several level of system, Scott & Mitchell view on individual attitude & motives, interact and influence each other and every individual has to perform assigned role. Polsby 1963, Wolfinger 1971, Steven Lukes 1974, Gaventa 1980 and Saunders 1980 have carried out some research work pertaining to decision process and power operation in an organization. The dearth of research work regarding the behavior and working of the All India Services Officers has been demanding further research in the coming future.

Contingency approach seeks to understand the interrelationships within and among subsystems to define patterns of relationships and configurations of variables and suggest leader actions most appropriate for specifications. Kelly studies are related with behaviour and attitudes of person, organization effect on his perceptions, feeling actions and low individual behaviour affects the achievement of Organisation goals. Lundberg studied the goal achievement, efficiency and environmental dependencies of bureaucracy. P.M. Jackson (1983) in his work of political economy of bureaucracy put forwarded various theories of bureaucratic behaviour.

Indian bureaucracy is widely covered; lot of literature is being published on various aspects related with delivery of goods and services by the All India Services Officers. Prof. S. R. Maheshwari has published work on functioning of bureaucracy. C.P. Bhambhri (1971) published his work on bureaucracy and politics in India. Armstrong.j(1973) dealt with the behaviour patterns, norms and values based on positions, traditions, method of work, process and administrative culture. T. N. Chaturvedi (1988) wrote on politics, bureaucracy and issues related with development.

Rajni Kothari has written about muddling in bureaucracy and its impact on people. Dr. Pritam Singh and Asha Bhandarkar (1990) work on transformational leadership has analysed the state of Indian bureaucracy and its adverse impact on corporate growth. B. B. Mishra (1977) has brought out an analysis in development and history of the bureaucracy in India more particularly the All India Services during
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colonial era. Role played by bureaucrats in India in its development has been analyses by K. Mathur (1991). Politician and civil servant relationship has been expressed by S. C., Vajpayi and P. K. Kaul (1993).

Dr. P. Singh and Dr. Asha Bhandaker (1994) by their research in 'I.A.S. Profile: Myths and Realities' brought out new realities about the working, functioning, performance, ambiguity, career and image of the Indian Administrative Service officers in India. Subash Sharma (1992) carried out an empirical study on decision making style of I.A.S. officers.

The most important aspect of present study is the impact of political pressure on the All India Services Officers and its ultimate bearing on the decision making process, which have been left out till now. Significant research work have not been carried out in this sphere. Personal orientation of All India Services Officers and relationship of different personality variables with the handling of political pressure in decision making process. Locus of control and its relationship with decision making process under political pressure has been studied (not presented here). All India Services Officers motivation in the decision making process and relation with political pressure has been studied.

Decision making process in bureaucratic system with relation to the political leadership in India has been studied. In our research, we have thought over about different sources of political pressure working on the decision making process of All India Services Officers. We have studied such ten sources of political pressure and its relationship with the decision making process. There can be number of areas in bureaucratic system, where political pressure can be exerted; we have studied 15 such major areas with 76 different situations pertaining to decision making process by All India Services Officers. 22, Forms and modes of exerting political pressure has been studied in decision-making process. Why All India Services Officers accept the political pressure, 15 reasons for acceptance of political pressure have been studied in present research work. Present research work have been very exhaustive and lengthy, but we tried to cover as much as aspects pertaining to All India Services Officers, which may be related with the decision making process. This is first and most important research of its kind in the history of the All India Services.

1.2.2. Historical Perspective of the All India Services: -

Queen Elizabeth on 31.12.1600 granted a charter to East India Company for quite trading without land wars in India. Person transecting business was called 'Factor' and trading station as Factory. Agent of Surat was designated as President in 1616. Royal Charter of 1661 authorized Company to appoint Governors to Presidencies to perform judicial functions within limits of their towns. Business was transected by majority of votes through the council. Employees' categories were Apprentices, Writers, Factors and Merchants. Regular services with specified salary and conditions of tenure were introduced in 1674.

New mode of selection was introduced in 1714. Political power and authority without any responsibility came to trader servants after Battle of Plassey in 1757. Robert Clive was said to have received kick back of 234000pounds. After getting the Diwani rights of Bengal in 1765, Covenanted servants of the company took over administration of revenue. Warren Hastings in 1772, established civil and criminal
courts in each district of Bengal and direct collection of revenue and administration of justice. During 1775, twenty-six faujdari thanas were established. The Regulating Act (1773) prohibited the company officers from revenue collection and judicial administration, except participating in commercial activities. Company covenanted servant called Collector was given executive powers to collect revenue. Warren Hastings took direct responsibility of civil administration and gave power of civil courts to the collectors of the districts.

Board of Commissioners started controlling political and financial affairs through Pitt’s India Act (1784). Cornwallis restructured administration on functional basis and excluded Indians from the process. He brought all public functions under the direct control of state, and organized hierarchical functioning in departments through own servants. Cornwallis in 1792-changed the administration process of law and order, started the Europeanisation of Civil Services. He appointed darogas as in charge of thanas or police stations, and this continued up to 1814. Cornwallis was first person to eliminate the community participation in local administration. European covenanted servants of the company replaced all offices of any consequence under control of the Indians. Collectorship was allowed only after 12 years of service.

In 1800 Commission was appointed for availability of teak in Malabar forests and in 1805 Forest Committee was constituted. East India College started at Hertford in 1805, was shifted to Haileybury in 1809, to impart training to the civil servants. On 10.11.1806, Madras Presidency appointed first Conservator of Forests to organize teak production for Navy. Office of Divisional Commissioner was created in 1829. Later on office of Superintendent of Police was designated as Inspector General of Police. Sir Chares Napier took effective steps towards establishment of modern police force on Bombay pattern.

After 1833, limited competition and written test for admission to the Haileybury College were introduced. Dispatch 44 of 10.12.1834, debarred the distinctions on the basis of race or religion and test of qualifications be adopted for appointments to posts. In 1847 Bombay, appointed Conservator of Forests. Necessary provisions were made for recruitment through open competition examination by the Act of 1853. Indians were allowed to compete with Europeans and British Parliament confirmed it in 1853. First such examination was held in 1855. In 1853 George Clerk appointed Superintendent of Police in each district in Bombay. Regular Conservator of Forests was appointed in Madras in 1856. On 3.8.1855, Lord Dalhousie, Governor General promulgated promulgation towards forest conservancy for whole country.

In 1856, Brandis, a trained forest officer was appointed Superintendent of Forests in India. Macaulay was of view that Indian of distinction merit can serve imperial interests with Western knowledge and the English outlook. Principle of open competition was reaffirmed by statue of 1858. Government of India Act 1858 transferred civil services to the Crown. In 1859 controversial Collector-Magistrate system was accepted as part of district administration. Bureaucrats developed a dichotomy between sustained imperial interests and supremacy of law. The civil services operated through its elitist foundation and resilience.

“We have traced the growth of new India, developed by British capital, enriched by British commerce, and fostered British education. We have watched the rise of new ambition among those children of new India, who owe most to British rule. We have seen how the appeasement of this ambition, at first a could no bigger than a
man’s hand, has gradually become the most prominent of Indian problems. We have traced constitutional changes by which our statesmen endeavored to meet its complexities.” S.Verney Lovett.

Police Act of 1861 based on report of Police Commission 1860, proposed well-organized police force. Gradually provincial police force headed by Inspector General of Police under whom Deputy Inspector General of Police worked. As a follow up of dispatch from Governor General, dated 1.11.1864, Forest Administration was organized in Government of India and first Inspector General of Forests was appointed as head of Forests Department. In 1877, Madras Government created a cadre of unconverted Assistant Superintendent of Police.

The Aitchison Commission observed that most of senior police officers were drawn from the army. In 1869 Forest Service was reorganized in to hierarchy of Conservator of Forests, Deputy Conservator of Forests and Assistant Conservator of Forests and regular Forest Service was started in 1870. In 1878 Forest School was inaugurated at Dehradun. Lord Lytton created the aristocratic statutory services in 1879. Provincial Forest Service was started in 1891. Hutchins in his work ‘The Illusion of Permanence’ had opinioned that British were attracted to India “ The prospect of aristocratic security at a time when England itself was falling prey to democratic vulgarity.”

Through resolution dated 4.11.1886 commission was constituted under Sir Charles Aitchison as President. Commission submitted its report on 23.12.1887. Government of India considered it, and through resolution dated 21.4.1892, created Imperial Services and Provincial Services. Indian repression was reflected in recruitment in England for these Imperial Services. Officers for Imperial Services were recruited in England, where it was difficult for Indian to compete. First open competition for police was held in 1893 in England.

“They hoped to bend the principle of autocracy derived from Moghul emperors and Hindu kings with the principle of constitutionalism derived from the British Crown and Parliament; to create a constitutional autocracy which differing toto caelo from Asiatic despotism, should bind it self to govern by rule.” Lord Minto, 1907 cited in report on Constitutional Reforms. He thought that moderate and aristocratic elements will side with the British and power balance will remain with them.

Forests Service was reorganized into Imperial Forests Service by resolution of 1896. In 1905 post of Chief Conservator of Forests in each province was created. Orders of 1905 incorporated wide ranging changes in police administration, recruitment, training and working, divided the imperial and provincial branches and recruitment for imperial branch started through open competition in England. In 1910, Board of Forestry was set up under President-ship of the Inspector General of Forests. In 1914, Forest Research Institute main building was opened.1915 number of Indian officers recruited in England for Imperial Civil Service, Imperial Forests Service and Imperial Police Service was negligible to very small. In 1915 there were two Indians in the Imperial Forest Service out of 228 officers, 10 Imperial Police Service out of cadre of 737 and 63 Imperial Civil Service out of 1342. In 1917 efforts were made to increase the Indian association in administration. After Government of India Act 1919, Indian politicians emphasized for gaining control over the All India Services Officers.
"India is an integral portion, and it may be said one of most important portion of the Mighty British Empire. Its destinies have been confided to the guidance of an alien race, whose function it is to arbitrate between a multitude of conflicting or antagonistic interests, and its government is conducted in the name of a monarch, whose throne is in England. The executive that represent her imperialism in India is an executive directly responsible, not to any local authority, but to the sovereign and to the British Parliament" Lord Dufferin wrote in 1917.

Simon Commission mentioned following All India Services in India:-

- Indian Civil Service,
- Indian Forest Service,
- Indian Police Service,
- Indian Education Service
- Indian Veterinary Service
- Indian Medical Service and
- Indian Service of Engineers.

Provincialization of All India Services was considered as form of Indianisation. On the basis of Islington Commission, Government of India on 1.12.1920 changed the name of services as Indian Police Service and Indian Forest Service. Due to pressure exerted by freedom movement number of Indians recruitment increased in these services. During 1922, Indian Civil Service had 11% Indians, Indian Police Service has 9.5 % Indians and Indian Forest Service has 15% Indians. European civil servants considered this Indianisation as serious threat for them.

Demand for complete provincialisation of services was strong from the Indian politicians. Hailey policy of replacement helped in reconcilement of demand for complete Indianisation. After Legislative Assembly resolution dated 11.2.1922, percentage of Indian was increased in All India Services to meet demand of Indianisation. MacDonnel Committee recommended that going against recruitment of Indian more than fixed percentage is not possible. Lee Commission, 1923, observed that All India Services (ICS, IPS and IFS) would continue to operate in their reserve field.

Colonial ruler for 150 years administered and ruled India through All India Services. Attempts were made to reduce number of All India Services after 1925; existing members were allowed to continue to enjoy rules and conditions prescribed under All India Services. Training for Indian Forest Service was commenced at Dehradun from October 1926, instead of United Kingdom. Recruitment to Provincial Forest service was ceased from 1926. 1935 Act and after it demand for full autonomy, politician viewed the location of All India Service officers as invasion on their autonomy. Indian Forest college was stated in Dehradun in 1938 to impart training to forest officers.

Control and method of recruitment to All India Services, was discussed in Conference on 21 & 22.10.1946, under the Chairmanship of Home Minister, Sardar Vallabhbhai Patel and as follow up circular dated 12.11.1946, draft scheme was revised through an executive order. Indian Administrative Service and Indian Police Service were constituted as All India Services. Again at a cabinet meeting on 30.04.1948, special protection for All India Services was on agenda. Again Sh. Patel dominated in discussion to protect these services. Constituent Assembly debated on
Article 308-313 of the Constitution on 7&8.09.1949, and approved it after considerable discussions. One remaining article (314) was discussed on 10.10.1949.

Sh. Sakshena regarded ICS, as 'the steel frame which enslaved us, are heaven born and pampered'. Recruitment to these services will be made through the UPSC, on the basis of annual Competitive Examination of very high standards. Officers of these services should be free from political control, contented and having a sense of security. "It was also decided that only a maximum of 25% of superior posts (Cadre posts) should be thrown open to the State Civil/Police Service Officers of outstanding merit as against the maximum of 20% of the superior posts in the I.C.S./I.P."

"In pursuance of the above mentioned decision, the two All India Services were formed and they were put on statutory basis under the Indian Civil Administrative Service Cadre Rules, 1950, the I.P.(Cadre) Rules, 1950 and Indian Administrative and Police Services (Pay) Rules, 1950. The All India Services Act, 1951, passed by the Parliament, under Article 312(1) of the Constitution of India, empowers the Government of India to make, after consultation with State Governments, rules for regulation of recruitment and conditions of service of the persons appointed to an All India Service. The All India Services Act 1951 was amended in 1963 enabling the constitution of the" 2 Indian Forest Service with effect from 1.7.1966.

Civil services in India emerged from Macaulay Report of 1854 are product of elitist outlook and goal maximization for self & master. Systems of classes in civil services, with their own separate career prospectus generate conflicts in the bureaucratic system. Politically public service of appointed officials start acting as rulers or function as social class of power elites, whose decisions are being influenced by considerations other than impersonal framework of rules. Independent India inherited a colonial concept and structure of All India Services.

Institutions of All India Services do not fit into our newfound independence and invited criticism from states. All India Services Officers mobilized political support to retain the supreme position in the hierarchy. The All India Services Act, 1951, was enacted and came onto force w.e.f. 29.10.1951. First batch of regular recruits was trained at Metcalfe House, Delhi in 1949, Staff College, Shimla functioned for a while in 1950. Then during 1959, Government merged these two institutions, and shifted to Mussoorie. National Academy of Administration was renamed as LBSNAA in 1972. IPS officers are trained at Central Police Training College, Mount Abu, which was shifted to Hyderabad and named as Sardar Vallabhbhai National Police Academy. Krishamachari Report 1962, examined the process of recruitment, training and working to streamline the working of the All India Services. The All India Services Act was amended in 1963 and Indian Forest Service was revived again. Indian Forest Service officers were trained at Indian Forest College at Dehradun, which was renamed as Smt. Indira Gandhi National Forest Academy.

Pt. Jawahar Lal Nehru as first Prime Minister of India regretted his failure to change and replace colonially created All India Services, later on his daughter, Smt. Indira Gandhi also expressed same opinion, 'had occasion to regret that her father had not seized the opportunity to overhaul our administration' (P. Singh, 1981). It has become job toughest in India to bring any kind of reorientation in colonially nourished

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All India Services and their work mechanism. In spite of number of Administrative Reform Commissions, up to now, there have not been any systematic efforts to explain, why colonially created structures have been continuing with full immunity to distort and destroy the Indian public mental and psychological fabrics.

Indian bureaucracy is the class of power-elites, exercising own control supremacy & hegemony over Indian society to meet own goals or ideology or combination of both. A strong social and economic base for the support for modern bureaucratic organization remained more or less non-existent in India. it has been misfortune of our country, that highly selfish bureaucrats are ruling us instead of a rule by elected politicians.

1.3. Rationales for the Study:
1.3.1. Theoretical Perspective for Study:

   Political pressure has its impact on the decision making process of the All India Services Officers, which has been studied in our research. These officers are mostly located as the head of the Organization, it may be small or big, at district level, or state level, or regional level, or national level, or it may be at international level (sometimes). According to their locations, we have studied the problem in the conceptual framework of behavioral theories with reference to hierarchy levels, departmental structure and departmental goals assigned to them. We have refocused our study, around their departmental or ministerial boundaries. We have studied and described the department, environment interface, interdepartmental relations, and analytically described the public administration in general, bureaucratic system in particular under which these AISO are working.

   Present study has described the emergence of specific forms of economic organization and behavior of economic decision-makers in that institutional structure. Our study disentangled the paralleling requirements for differentiation and integration of the bureaucratic system. Various processes that tend to elaborate or change departmental form or state of various concepts, which are interwoven with public administration system include power, authority, status, role of position, motivation, task, perceptions, value, culture, locus of control, conflict, innovations, exchange, bargaining, ubiquitous, system, change, restructuring/ delayering of departments.

   The All India-Services Officers take decision as an individual leader in given departmental hierarchical structure. The processes of information dissemination and analysis to reach at decision under various constraints have been studied with reference to individual behavior. In public administration system dominant inbuilt uncertainties generate conflicts, the All India Services Officers have to resolve internal & external conflicts at the time of decision-making. Conflict resolution follow Ando’s (1979) theory of adjustment, if the capability of individuals and organizations to comprehend, describe and respond their environment is without limit, then their behavior reflect nothing but their goals and the characteristics of their environment. If any change occurs in the environment, such a change will be instantaneously and completely reflected in the behavior of the decision-makers concerned. In such a situation individual may decide to do nothing, so that risks can be minimized.

   Self-goals mostly influence outcome of the decisions, in such situations, choices are computed & exercised, by these officers as directed by most motivating
factors of the outcome. Rationality in decision-making or choices, therefore, involves internal consistency. A person's choices are considered rational in this approach if and only if, these choices can all be explained in terms of some preference relation consistent with the revealed preference definition, that is if all his choices can be explained as futile choosing of the "most preferred" alternatives with respect to a postulated preference relation (Sen 1976).

An individual is assumed to be always acting to maximise own utility. The All India Services Officers behaves and makes choices and decisions on the basis of individual aspiration levels. Which are revised in the light of one's success or failures in attaining them? The decision-making process or search procedure for a solution involves setting out a limited number of alternative solutions (the limitation being determined by the decision and time constraint in producing them and computational limitations of the decision-maker in comparing them).

Problems are recognised and solved by the individuals not by organisations. Individual officers with different specialisms and demographic background will identify different problems, or see a different facet of the same problem, or they will give a different definition of a similar problem (Deaborn and Simon). Problems are structured in line with individuals' values, prejudices and beliefs. Decision maker do not have to be thought out from scratch on each occasion, previous experience and Organisation history is used to filter out alternative considerations. In this process individual effort to involve team in decision-making process, team efforts to solve the problems have been studied in context of behavioural theories.

Individual behaviour under political pressure vis-a-vis departmental & service behaviour has been considered with its linkage to well established behavioural theories. Revisions of goals, goal enlargement, goal displacement and goal succession process reshape the decision making process under influence of political pressure. The collective goals emerge either as a result of voluntary trading and contracting between individuals, who have different personal goals. Goals will change when individuals see a scope for improving one's benefits by means of goal change, dominate-goal is toppled in the power struggle. In any government departmental structure, number of relationship and inter relationship available at any point of time, in actuality modify individual All India Services Officers behaviour, from formal relationships, non formal and informal relationships, tend to develop in the pro

Future shape of bureaucratic system, individual & departmental behavior is the matter of great concern for our nation. Bureaucratic decision is being viewed in the continuation of motivation, individual orientation, cultural, environmental, and behavioral leadership theories. Utility & futility of present bureaucratic system to serve the need of nation, after all, whose purpose these All India Services Officers serves, public or bureaucrats or its masters? Whole resources of the country are at their (AISO) command, resource allocation and distribution of welfare largesse, vis-a-vis relation of such powers with decision-making process to own advantage.

Process of bureaucratic control on pivotal positions is used as the process of bargaining. Continuous modifications and coalition of politicians and All India Services Officers proving to be effective tool for own interest maximization. Community relations, social environment, cultural setting and population changes are indicator of relationship with individual behavior and decision-making process of All India Services Officers. Different counter demanding situations regulate departmental goals
and infuse dynamism in goals. Departmental goals are being converted into individual goals under various kinds of pressures and temptations. An individual behavior is goal directed and that individual, when making rational choices between competing goals, always choose that alternative which best serves the individual's own best interests (P.M. Jackson).

Role-played by competition, bargaining co-operation and coalition on process of decision-making require in depth studies. Departmental goals are being used to serve vested interests/individual interests. The control has been passed into hands of select few All India Services Officers, who are perpetuating themselves. These elite's have gained full control over the whole public administration system. Rules and regulations are manipulated under political pressure to meet individual officer own needs and blame is passed on the politicians. Theories of playing safe or distorted decisions are destroying the public administration and regularly misused by the bureaucrats. Whole decision-making process and decision maker bends to serve the clientele needs to churn out tailor-made policy/law/decision for them. Individual considerations get over-riding priority at time of decision-making. Blockage and leakage in communication mismatch the code books to serve the interest of clientele.

The All India Services Officers try to evade and deviate in conforming and observance of authority (politicians). The role of the hierarchy, social standards, individual perceptions, economic security, and status in delivery mechanism of authority require further conceptualization. In present bureaucratic process authority, power and status have fused together. Concept of authority, power and status proves the relevance of the Wolfe statement, "Power induce force on another person towards, movement or change in a given direction with a given behavior region, at a given time". Politicians have contested and cornered the power, in this process ethics and goals have been lost.

External forces and pressures are relevant in self-goal continuation related with individual location. According to Brown's theory uncertainty wield the power, which can influence the outcome of any decision. Where as 'garbage-can model' argues that individuals face situations over which they often have only modest control. Solutions and problems are not matched up, but are instead thrown together independently. In the process social structure of the Department influence the decision-making process. All India Services Officers forcefully use the role of domination and manipulation. As, we travel deep inside the conceptual framework of behavioral theories, we may observe that status has become end in itself, status is creating social distances, these status oriented All India Services Officers put maximum emphasis on position, rather on justice, equity and acts.

Administrative relationships of authority (politician), status, and power generate stresses and strains on the decision taken by the All India Services Officers in the process of its exercise. The concept of power has explanatory value in determining the final outcome of any relationship of exchange or negotiation, be it level of individual or collectively. Proper understanding of bureaucratic system operation provides us a realistic view. Problem of equity or unfairness dominate in decision-making process. Society has to pay financial cost for All India Services Officers status orientedness. These officers have been preoccupied with differential distribution of power among themselves only. Power is frequently used to prevent things, which are not favorable to them. Which in turn invite the conflicts in various levels of hierarchy.
or interdepartmental. There is strong need for shift from negative power for self-use to power as an organized, creative energizer for the system.

Problem of political pressure in bureaucratic decision-making process have been studied in the theoretical framework of Government Departments with a view on behavioral aspects. Large number variables in bureaucratic system may directly or indirectly be related with the decision behavior, only limited number of variables, which were considered to have significant association with decision-making process, have been studied at length. Motivated facilitation of different interactions among people, which are working towards blockage of communication system have premeditated impact on the decision. Communication system manipulated to own advantage has impact on the behavior of the All India Services Officers and decision-making process vis-à-vis in turn has impact on the people.

It is true that All India Services Officers receive desired training for motivating and leading the people. But most of the government departments are conflict ridden, where they are posted as leaders (heads). Conflict management either it is functional or dysfunctional has its bearing on the decision. While arriving at a decision, All India Services Officers make efforts to find out ways and means to resolve such conflicts according to mode of political pressure and source of political pressure. Politicians exert pressure on vast areas in accordance with own interests, which vary with time and space. In our study, we have studied important areas in bureaucratic system, which cause maximum trouble to All India Services Officers. Reasons for accepting political pressure have been studied to establish relation with decision-making process. There is urgent need to bring a change in the colonially created bureaucratic system. People must be facilitated in decision-making process to incorporate change, if needed. Administrative leadership has to be restricted/reshaped in such a way that people are willing to accept the change. Our endeavors have been to study all these related issues in the conceptual framework of the behavior theories.

1.3.2. Rationales For the Study: -

Colonially created exploitative All India Services have been destroying and hampering the psychological growth of the nation continuously with steady pace. Purpose and need for continuing such an imperialistic administrative structure in India force us to rethink. Continuance of such a layered and structured service framework based on the principle of self-goals maximization deserves detailed analyses. When Indian masses are the victims in the hands of colonially created services still perpetrator of injustice are exclusively occupying top positions, denying equity to others. Futility of manners and methods, by which these officers have usurped the whole system to own advantage, need to be studied.

Every one cry from rooftops regarding pervasive political pressure in bureaucratic system, we have to find out such pressure is flourishing on the whims of politicians or these elite officers have invited/created political pressure to monopolize self-goal attainment. Who is the real gainer from extent of such pressure? Though politicians redirect people pressure on the All India Services Officers, in the process these power elites have developed a system, where each and every benefit only flows to meet their own self-needs. Political pressure has become subservient to bureaucrats. We have studied the extent of this pervasive political pressure in the
Political Pressure And Its Impact On The Decision Making Process Of The All India Services Officers

decision-making process. Different modes and forms used for exerting political pressure have been studied.

Interested parties mobilize the political pressure to meet own needs in violation of set norms and laws. Politicians exert political pressure when they visualize that the All India Services Officers will accept such political pressure. Acceptance of political pressure by individual officers is the process of bargaining to maximize own goals at the cost of others. If no one accepts the political pressure and every officer work according to set norms and rules (do not appears to be possible), all the problems of the bureaucratic system will be solved automatically. No politician can afford to waste energy and time for pursuing unfruitful pressure on the All India Services Officers. All India Services with colonial culture & traditions, imperialistic thinking, exploitative attitude, and perception of self-maximization motivate them to search for political pressure.

Personal characters of the All India Services Officers do influence the acceptance of political pressure in decision-making process. All India Services Officers behavior with politician towards acceptance of political pressure in decision-making process is related with different individual traits. Factors or reasons responsible for acceptance of political pressure have been delineated. Need for research pertaining to modes of political pressure, areas in which political pressure is exerted, most common sources of political pressure, cannot be ignored to study the behavior of the All India Services Officers.

Large number of persons have carried out research work pertaining to All India Services, but most of them remained concerned to glorify traditions, structure, composition, and history of the these most powerful officers. Romantization of colonial services have been mainly done to help and support the All India Services officers, so that they can retain their grip and advantage in the bureaucratic system. Fair systematic scientific introspection has been due since long.

Imperialist structure placed generalist on the top and technical experts on the tap. To meet the vested interest of exploitation and subjugation, whole imperial structure celebrated generalist control and continuity, which was devoid of innovations and creativity. The British want mobile elites, who can deal ruthlessly with Indian kings and rulers on one side and exploit masses on other hand to enrich the coffers of imperial Crown. All comforts and facilities these bureaucrats enjoyed were made available at the cost of Indian masses. These comforts stimulated the feeling in these All India Services Officers to ruthlessly suppress Indians, so that they can continue to avail their perks and enjoyment.

“ICS had contained some outstanding individuals, but it ‘is a symbol of inequality, casteism, and amateurish dilettantism in our administration, ...The tradition may have been appropriate to a colonial regime, when functions of government were limited and comparatively simple; with the increasing complexity of functions and technical nature of many of the problems faced, the continuance of this tradition is bound to affect the successful conduct of our attempts at planned development.” H.K.Pranjape, 1966.

“The reason why the ICS (I.A.S) survived, indeed prospered, and despite increasing hostility needs explanations. Why did that institutional form persist despite opposition? Two aspects of an answer to the question are explored here: first I.A.S people had a major say in all attempts for administrative reforms during periods, and
second there was never sufficient political clout from political leadership at the center for radical reform of existing administrative framework” D.C Potter, 1986.

In the process politician and bureaucracy blame each other to pass on blame to nowhere and reforms got lost in papers only. Administrative reforms suggested by Gorwala (1951), Appleby (1953), Chanda (1958) and Krishanamachari (1962) remained in files only. In the process Indian Administrative Service officer’s mobilized support and structure, so that, imperial system is not changed, but they updated and expanded colonial manuals to suit to them in changed situations with higher share of cake for themselves exclusively.

“It can further be postulated that if the strengths of the current Indian Administrative Service are in heritage from British past, so too deficiencies are not altogether the fault of post independence Indian bureaucracy. All the major deficiencies highlighted in Appleby’s study show affinity with and derivation from the British tradition. The practices so often causing delay and frustration during the British period are identical with those exposed by Appleby as responsible for post independence perplexities in India, excessive references passing to and fro among the departments, the accompanying accumulation of files, and the concurrent failure to formulate crucial decisions.” B. Spangenberg (1976)

The present system of “the filing system and the related business of work done through the hierarchical movement of papers. The time required for answering letters is much too long. ... the reference is sent on its usual course downward to subordinate personnel charged to examine everything critically in terms precedent and [of] possible ill consequences.” System of no responsibility and accountability is highly suitable to elite Indian Administrative Service officers. Lacks of initiative and unnecessary paperwork are the reminiscent of British era, retained to hide own inefficiency, deficiencies and failures.

During past on different occasions number of changes have been suggested by different persons, one thing have been common, any proposal which diminish the power and position of Indian Administrative Service officers never saw the light of the day. Different political leaders demanded relief from Indian Administrative Service officers’ invasion of state power. But no one suggested an alternate system, which can sustain the bureaucratic system to run the administration. Politicians never pressurized hard to abolish the All India Services. Pre-eminent position of generalist officers in central and state deserve to be ended, all Class-I officers from all the services should have access to middle and top management posts in secretariat in their areas of competence. Technical and specialist services are in existence for long, they must be given chance to man these posts. The doors of senior management should be opened to all sectors of civil services. All India Services officers always wrongly advocated that their elitist supremacy and dominance is required to be maintained.

“The agency of I.A.S initiative in blocking such reforms succeeded because there was not the political will to force them through against such powerful resistance. In the absence of that IAS was safe.” D.C.Potter. Political timings were not proper and political liking got changed in due course of time under political compulsions. Like

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3 Paul Appleby, Re-examination of India’s Administrative System, New Delhi, Government of India.
bureaucracy, politicians also show first interest in protecting own chair or vote bank or winning elections. In Pakistan on 20.8.1973, Prime Minister Bhutto implemented what Administrative Reforms Commission pointed out in India. The Jana Sangh Party promised to tone up the civil service by stopping political interference in administration and Samyukta Socialist Party promised to abolish the post of Collector.4

On many occasions in past many retired civil servants eloquently advocated regarding need of change in All India Services, "colonial system has to be completely changed before any marked improvement in the implementation of the government policies can be expected" B.N.Mullick (1971). Like K.K.Dass (1975), many wrote number of pages, but no one has courage to bring out revolutionary change in the system demanded by the situations. In words of K.Rajan (1982), I.A.S. stands for Incompetent Arrogant Sahibs in administration, but they are highly competent in mobilizing political support to retain their power. I.A.S legitimacy in all levels, pervasive control over whole administrative set up, guaranteed their safety in the bureaucratic system. Any change in the All India Services structure has never been an election issue for any political party. I.A.S. lobby work hard passively to protect their position.

Imperial colonial rulers have left its scars on post-imperial independent India, it is historical that how political leadership discerns and fashion them after chiseling. Social scientist only revolved around 1947 as a date, no research work has been carried out on impact of imperial services on the public psychology and society and societal system.

The British know that aristocratic and moderate elements were with them in ruthless suppression of Indian masses, so as now, neo rich (including part of upper middle class also) and progressive persons are always with the power holders (chair of power). Dominating sense of retaining and continuing what they have, force them to obey all to any non-sense, illegal and immoral order to meet own goals. "The native bourgeoisie of the colonial period was born under Western domination with four original sins. It was derivative, imitative, lopsided and frustrated." V.Subramaniam 1996.

1.3.3. Why This Study: -

Indian economy is the largest economy of the world. The whole economy and economic super structure is under tight grip of Indian Bureaucracy (mainly All India Services Officers). The All India Services Officers are occupying most of the key positions in our system. These low paid, super powerful elite’s invariably dictate the outcome of decision-making process. In turn self-goal directed decisions are imposed on our society, industry/business/corporate sector, and common person. Decision may be related with any of the area e.g. entry of multinational companies, liberalisation of economy, growth of industrial sector, import of new technology, upgradation of existing institutions, new innovations in technology, rural development, scientific development, infrastructure development (transportation, health, education,

power or any sectoral development), it may be related with launching of a satellite, to
digging of a pond at village level – all such policy decisions are invariably taken by
these elite officers of All India Services, located at various places in the bureaucratic
system.

What is the role of various types of pressures and pulls on decision-making
process? How far political pressure regulates the decisions churned out of the
system? How the quality of such decisions is related to their behaviour and piers
pressure? What is role of economic factors in churning out such decisions? What is
the cost of decision-making process? Are decisions are taken to meet the
organisation goals? While making decision, individual choices are influenced by
whom and up to what extent? How these individuals reach at the decision? What is
the quality/type of decision provided and its relationship with the leadership provided?
What are motivational factors, which have impact on the decision making process?
What is the impact of such decisions on development works? How social values and
perception changes in due course of time, due to such action/decisions?

Whole social fabric is related or revolving around decisions taken by these
officers. Because of their presence/control over all the key positions, may be at top
level, may be at Prime Minister or Chief Minister Office or village or plant level, any
decision coming out of the bureaucratic system is the outcome of their manipulations.
It is said that, they have specialised in tilting balances in their favour or remote
controlling the decisions for own advantage and to maintain own assertive role in
power process.

They provide direction and impetus to Indian Economy for its structural
adjustment and movement. They command the resource allocation, distribution of
welfare measures, policy making, resource competition and resource utilisation.
Whole institutional finance and public finance is under their control (directly or
indirectly). They have their say in flow of international finance also. In this process,
they influence the flow of corporate finance also. Whole business sector is under the
power clutches of the bureaucrats. To day's corporate/ business stalwarts or giants
may be tomorrow's non-entity by a single decision or manipulation made by these
bureaucrats.

Root cause of the problem lies in the bureaucratic concept of authority,
power and status. The constitution has enshrined the authority to legislature
(politician) and power is vested with executive organ of the system. Well-established
behavioural science theories explain the influence of authority over the decisions.
Politics is the process, whereby power is acquired, transferred, exercised upon others
to influence their behaviour. (R.A. Sharma, 1993). Power is in fact, one's ability to
influence others behaviour. The individual, who influences the others behaviour may
be located at any level of the hierarchy. This is what these officers are doing in the
bureaucratic system.

According to D.M.Wolfe, power is the potential ability of one person to induce
forces on another person towards movement or change in a given direction, within a
given behaviour region, at a given time. The politicians contest for power, where
ethics and national goals have little concern to them. Thus politicians operate the
power, consciously or unconsciously; directly or indirectly. Politicians use the force
and dominate/ prevail over decisions making process to manipulate the policy
decisions in their favour. All India Services Officers are status and position conscious,
in the process, status become end in itself. In due course of time, the status creates the social distances. The position consciousness ruins the quality of decisions. To maintain own supreme position, principle of equity and fairness are sacrificed at the altars of favours.

In this process, department goals are sacrificed in the process of goal succession and goal displacement creeps in. In due course of time, goal becomes the means and means serves as self-goals. Well laid down goals is being used for personal aggrandisement (R.A. Sharma). Personal interests prevail upon their constitutional obligations. This confirm the Michel’s ‘Iron Law of Oligarchy’, these elite (All India Services Officers) have gained the complete control over the resources and power structures. Decisions are tailor made to fulfil the need of authority (politician/ clientele etc.) Pressure commands the decision making process and social behaviour of such officer’s flows in tune with the direction of materialistic pressures.

Sh. Bata K. Day has described profile and problems of Indian bureaucracy in his article ‘Beyond Bureaucracy, Beyond Hierarchy (1992).’ Some of these issues are relevant for our study, part of it is reproduced here as follow. The portrait of typical bureaucracy in India (as also bureaucrats as a tribe) reveals the following structural functional as well as behavioural – orientation characteristics:

- It lives in a sheltered world of its own, largely insulated and quarantined, fractionalised and sectoralised.
- It is elitist and overlodist, groupist and separatist, in approach and attitude; its proclivity.
- Its business is to be busy about its own business, unmindful of others business which, however, remains the rational for its existence.
- It authoritarian, power crazy and monopoliser.
- It is distantiated, aloof and remote from the reality, environment, people and social dynamics.
- It is unresponsive and irresponsible not sensitised enough to empathise.
- It develops strange negative orientation almost raised to level of ‘addiction’ (both naturally as well as part of cultivated culture) suffering from ‘if-you-can-say-no, never-say-yes’ syndrome.
- Rule mindedness is an article of faith with to the point of being ‘deaf, dumb and blind’ when it suits.
- It is precedent worshipper, setting its sight to the dead past, not to the living present, certainly never to the emerging future.
- It is strong hierarchy believer, status hungry and ‘perk-jerker’
- It is decision-dodger, believing in following principles – if you can postpone, don’t act now; and tomorrow will take care of today and therefore, wait till tomorrow.
- It believes in the virtue of self-aggrandisement, given to empire building.
- It does not believe in delegation; it pins its faith in concentration; if there is delegation, its operation is so manipulated as to make it nugatory.
- It possesses, in immense measure, ‘passing the buck’ trait. Its game plan is ‘let somebody else be the scapegoat’, why you? And hence, it practices the dictum, ‘sabko lapot lo’.
- It is a votary of ‘redtapism’, with a fabulous ‘file fetish’ and noting & drafting’ as the most favourite pastime, the guiding principles being.
Delay, as much as you can, hasten slowly if you must.
-----Walk, never run and not even jog.
-----Revise, rewrite, redraft & retype as much as you can that is what you are paid for.
- It is the staunchest supporter of the doctrine of 'play safe'-ism, meaning:
  -----No extra dynamism
  -----No entrepreneurial thrust
  -----No discontinuity
  -----No futuristic antics
- 'Conformist' in its action orientation, it believe in
  -----Sail with the wind
  -----Run with the ball
  -----Never get isolated, never be singled out
- Bureaucracy believes in preservation, reservation and conservation (of self and the system), indulging in
  -----No needless heroics
  -----No 'self-immolation', no 'martyrdom'
- It is basically 'no-changer', not 'prochanger', inviting the acronym 'abominable no man.'
- It is impersonal to the point of being nameless, faceless, and soulless, excelling in anonymity and revelling in 'shooting from behind the screen'.
- Bureaucracy preaches 'merit', but practices its opposite, outflanking merit through 'law and out-law' mechanism, and nepotistic patronage.
- In bureaucracy's public accountability, 'there is neither public nor accountability. It is championed overtly, but negative covertly. It is an illusory concept and an illusive phenomenon — more violated than protected.
- Bureaucracy's 'instrumental neutrality' is a clever covers for supreme passivity 'taking no-side' stand being the other name of 'keeping the crucial aside'.
- Bureaucrats in India are intense 'careerist' but paradoxically; there is neither career nor management in bureaucracy in general, as, career for most is left to the 'cruelty of mercy of chance'. In fact, the prevailing ambience is that career (mis) manages itself! No systematic plan for career development is in evidence anywhere.
- There is neither immediate reward for good work nor instant punishment for the bad, non-ethical action and behaviour; thus good work is at a discount and non-fears the consequences of bad work. Motivation is missing, work culture is negative, and efficiency is the casualty. There is pervasive and pervasive frustration in all layers and branches of bureaucracy. Surprisingly, even a large segment of those who enjoy larger share of the distributive largesse is also equally unhappy and unenthused' lack of achievement motivation being a deep-rooted universal phenomenon in Indian bureaucracy.

Indian bureaucracy has lost the rationality, efficiency, uniformity and predictability. In present-day scenario, non-conformance with rules, nepotism, favouritism, personal interest, inefficiency and incompetence prevails. Indian bureaucrats take decisions on their whims, fancies, prejudices, caprices and idiosyncrasies of individuals (R.A. Sharma). In such a bureaucratic set up, incompetent officers enjoy aura around them with political patronage and good officers struggle to meet frustrating challenges. The system itself is the adversary. The criticism of bureaucracy has received strength because of fast changing
environment and evils overflowing over it. Bureaucracy has failed to bring a social change as envisaged by the framer of the constitution (S.R.Maheshwari).

Bureaucracy has not kept its pace in learning challenges pertaining to dynamic environment. Over the time, competitiveness has increased and stiff competition in grabbing and retaining the key positions. Approach and behavior of politicians have undergone a sea change; they have witnessed the authority flowing, and commanding the power at their will. Authority, power and status have coalesced in the furnace under the pressures of lusts, lulls and favors. This has enhanced and aggravated the political expectations, which have manipulated over changing Government policies/laws. This gave rise to new challenges; inside the cadre’s which require learning of challenges pertaining to internal environment of their cadre’s.

Human resource development in All India Services has assumed new dimensions, which has put pressure on teamwork and quality orientation in demands/expectations. There is constant pressure to improve the efficiency and productivity with the doses of technological innovations. Bureaucrats have kept themselves on the other side of the court, to play with the game of favors. Training, counseling, career planning, and multi skilling are the need of the hour. Sycophant, selfish, incompetent, greedy officers, have manipulated performance review system through politicians and greedy officers. They prevail upon top politicians to churn out the favors for them. Ethics, moral values, culture, organizational commitment and attainment of goals have melted away/evaporated in the process of own utility maximisation.

Private sector has to face new competition due to globalisation and liberalisation of economy and structural adjustment. Increase in quantum of investment has increased the expectations from the bureaucrats. Process of decision-making is facing tough competition. Entry of multinational companies have globalised and liberalised the favour money (bribery) to alarming proportions, which has enhanced the economic pressure on these officers through private sectors to get tailor-made policy/decisions. Profit maximisation approach in corporate sector has been resorted to large-scale tax evasion (income tax, custom duties, excise and sales tax etc.) to boost their image, and enhance sale.

Private sector or multi-national companies have been exerting frequent pressure to amend the various acts/laws/rules to amend it according to their needs. Economic pressure has been playing deciding role to get tailor-made policy, decisions. It may be import/export policy or production regulations or manufacturing or license or labour welfare or labour laws, in every sphere; business houses pressurise through politician or approach directly for law/rules/regulations passed/approved/amended/revised in their favour. The impact of such decisions on overall growth of economy, industrial growth, industrial climate, condition of workers and investors attitude etc. etc is not favourable.

Top business houses success stories are often related to bureaucrats-politician-businessmen nexus and favours. Decisions taken by All India Services Officers command the direction of market and economy. Rate of inflation is invariably linked with the type of leadership provided by ruling party at the Centre and in States. Policy decisions have serious repercussions for the national and international market. Thus, whole business system revolves around their decision.
These officers invariably act under piers pressure, so their family attitude, individual life-style and social attributes, influence the decision making process. Physiological needs, safety needs, security needs, stability needs, social affiliation, or belonging needs, self-esteem need (Maslow's need hierarchy) also influence the decision-making process. Degree of job dissatisfaction invariably related with the decreasing or weakening of the satisfiers. Growth in career, job advancement, recognition of an achievement, may work as satisfiers or motivator factors. At the same time any decrease or weakening of maintenance factors (status, relation with piers and politicians) may weaken the great extent of job dissatisfaction.

Officers of All India Services live in social crucible, social norms, social structure; prevalent social values have their impact on their behaviour in decision-process. Turbulent environment at home has its relation with their behavioural traits (attitude, perceptions, responses, relation etc.) and decision at work place. Quality of decision taken may be directly related with environment at home, social environment, family background, capacity to resolve conflict, security, job satisfaction, job performance and issues, related with it. Political and economic pressures generate the stress and stains, which has direct bearing on their behaviour, ethics and values.

How energetic, outgoing, organizer, bossy, cynical, tolerant, gregarious, responsible, courageous, confident, loyal, selfish, individuality, creativity, sensitivity, feeling for other and scores of other aspects, were studied. What kind of human these officers are? How people visualize them in social framework, study has been carried out to assess them. Attempts have been made to adopt multidimensional / multifarious approach, to study each and every issue related with our problem with full depth.

Administrative relationship of authority, status and power generate considerable stresses and strains in the process of its use and exercise. In turn decision taken by these officers may be quoted as dimensions to concept of new values, new social perceptions and new order to work with. In any given set up number of relationships and inter relationships are working at any time; in actuality modifications occur therein; and from formal relationships, non-formal and informal relationships tend to develop.

Problem of Indian bureaucracy has been blown out of proportion. Sakina Yusuf Khan survey results have blamed system (78%) as adversary in itself. So many scandals came out, some of those can be listed as: Harshad Mehta scam, MS Shoes scandal, The Reliance muddle, The Telecom scandal, The Jain Hawala racket, The Sugar scam, The Bofor gun deal, Fertilizer scam, The Securities scam Foreign Exchange scandal, The ABB loco deal . The Airbus deal, Tehalaka exposure, Kargil defence deals etc. etc. (list is very long and ever ending). What type of role these bureaucrats have played? Kind of political leadership and directions provided to the Central and State Investigation agencies invariably will decide the future recurrence of such scandals. All knows approach adopted by top-notch senior bureaucrats in these scandals. It is an open secret, no need to further explain about the system, how it works? Crux of the problems is the political pressure exerted on the decision making process and its impact on the end results (decision churned out).
1.3.4. Objectives of the Study:

Key objectives covered under this study are:

1. What propel for growth, perpetration and sustenance of political pressure in bureaucratic system?
2. Demographic characters of the individual All India Services Officers, and influence of personal orientation on the acceptance of political pressure in decision-making process.
3. Hierarchy of the service they belong, and impact of that hierarchical structure on decision-making process under political pressure.
4. Different sources of the political pressure and intensity of political pressure exerted by them in the decision making process.
5. Associations of different areas in decision making process and acceptance of political pressure, intensity of pressure exerted on the different areas.
6. Most commonly used modes and forms for exertion of the political pressure in the decision-making process and association with the decision.
7. Reasons and factors, which influence the All India Services Officers for acceptance of political pressure in, decision making process.
8. What can be done to insulate the decision making process from influence of political pressure in future.
Chapter 2
Research Methodology

Research Methodology and Design of the Study:
In present chapter research methodology has been described. i.e. how research work has been organised in the field. First part includes the sample description, sample size, sample framework, sampling technique, and criteria for sample selection for data collection. Next part comprises the framing/selection of questionnaire/instrument, its reliability and justification. Data processing tools used for statistical analyses and research hypothesis testing has been mentioned in rest of the chapter.

Sample Description: -
Bureaucratic set up has long tentacles spread all over the Union of India. Nature of problem is such that it is relevant to whole population of the country. In such a huge universe for study, it is not possible to cover the whole universe for the study, which comprises rich and poor, high and low, persons from all walks of life. According to gradation list as on 1.1.1998, 4942-Indian Administrative Service officers, 2985-Indian Police Service officers and 2584-Indian Forest Service officers were in position against their total sanctioned cadre strength of 5094-Indian Administrative Service officers, 3442-Indian Police Service officers and 2736-Indian Forest Service officers. 10511-All India Services Officers were in position against total sanctioned cadre strength of 11272.
These All India Services Officers are highly mobile due to frequent transfer in their cadres. Besides this large number of them proceeds on deputation in different organizations and places. Such deputations are pervasive across various sphere of work life, starting from small non-governmental organization to highflying international organizations. It is really most difficult to get an access to these highly egoist, arrogant and hypocrite individual officers. Who live in false ego and self-concealing is their way of life. All India Services Officers cherish tremendous superiority complex. Even if you get an appointment with them, it is Herculean task to get reply of questionnaires. Information gathering from them has been the greatest problem. Fieldwork has been tedious and extremely difficult. It has been Herculean task to retrieve correct information from these egoists and introvert All India Services Officers'. High mobility and watertight time schedule have added fuel to the fire. Universes for our study have been the All India Services Officers spread over the length and breadth of the Union of India.

2.2. Sample Size and Sample Frame: -
Sampling frame embodies all the members of three All India Services. 4942-IAS, 2985-IPS and 2585-IFS make a total of 10511-All India Services Officers in India. Strength of All India Services Officers is dynamic at any given point of time. Government of India publishes their gradation list every year, cadre strengths as on 1.1.98 have been used for circulating questionnaires and response collection. Pre-research view was to include small number of politicians and businessmen in our study, to find out corroboration with data provided by All India Services Officers which
have to be relegated and deferred due to paucity of time and other research constraints.

For our study, samples have been drawn from the All India Services Officers located at different locations across the different States cadres, officers from different cadres stationed in New Delhi and surrounding stations. To maintain a regional balance, officers from southern, eastern, central and northeastern cadre have been mostly selected from deputation pool, who can be contacted. Some field visits were carried out to gather information from officers posted in far-flung areas. Governments of India compulsory training programs have been most handy for getting ready made sample across cadres and All India Services Officers from different batches at one place and with some spare time.

(Exhibit number 2.1.)

<table>
<thead>
<tr>
<th>Service Name</th>
<th>Sanctioned Strength</th>
<th>In Position</th>
<th>Targeted Sample</th>
<th>Questionnaire Sent</th>
<th>Response Received</th>
<th>% of Total Respondent</th>
</tr>
</thead>
<tbody>
<tr>
<td>I.A.S</td>
<td>5094</td>
<td>4942</td>
<td>110</td>
<td>800</td>
<td>79</td>
<td>28</td>
</tr>
<tr>
<td>I.P.S</td>
<td>3442</td>
<td>2985</td>
<td>100</td>
<td>700</td>
<td>99</td>
<td>35</td>
</tr>
<tr>
<td>I.F.S</td>
<td>2736</td>
<td>2584</td>
<td>100</td>
<td>500</td>
<td>105</td>
<td>37</td>
</tr>
<tr>
<td>Total</td>
<td>11272</td>
<td>10511</td>
<td>310</td>
<td>2000</td>
<td>283</td>
<td>100</td>
</tr>
</tbody>
</table>

For our study, about 100 officers from each service were considered as good sample size. Sample size was further stratified and research target was; 75 All India Services officers (25 officers from each service) from 1974 & prior batches, likewise 105 All India Services officers (35 from each service) from 1975 to 1985 batches and 120 All India Services officers (40 from each service) from 1986 to 1998 batches, likewise. Demographic composition as indicated by results is shown in exhibit 2.2 (Exhibit number 2.2.)

<table>
<thead>
<tr>
<th>Personal Profile of Sample</th>
<th>N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Service</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Indian Administrative Service</td>
<td>79</td>
<td>28</td>
</tr>
<tr>
<td>Indian Police Service</td>
<td>99</td>
<td>35</td>
</tr>
<tr>
<td>Indian Forest Service</td>
<td>106</td>
<td>37</td>
</tr>
<tr>
<td>Cadre</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Working in neighbouring state</td>
<td>51</td>
<td>20.8</td>
</tr>
<tr>
<td>Working in home cadre</td>
<td>76</td>
<td>31</td>
</tr>
<tr>
<td>Outside state</td>
<td>118</td>
<td>48.2</td>
</tr>
<tr>
<td>Family economic background</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Poor</td>
<td>22</td>
<td>8.5</td>
</tr>
<tr>
<td>Middle class</td>
<td>82</td>
<td>31.7</td>
</tr>
<tr>
<td>Upper middle class &amp; above</td>
<td>154</td>
<td>59.7</td>
</tr>
<tr>
<td>Marital status</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Separated</td>
<td>5</td>
<td>1.9</td>
</tr>
<tr>
<td>Unmarried</td>
<td>10</td>
<td>3.8</td>
</tr>
<tr>
<td>Married</td>
<td>251</td>
<td>94.4</td>
</tr>
<tr>
<td>Sex of the officer</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Female</td>
<td>21</td>
<td>7.8</td>
</tr>
<tr>
<td>Male</td>
<td>247</td>
<td>92.2</td>
</tr>
<tr>
<td>Education</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ph.D</td>
<td>17</td>
<td>6.6</td>
</tr>
<tr>
<td>Management &amp; related areas</td>
<td>29</td>
<td>11.3</td>
</tr>
<tr>
<td>Engineer &amp; technocrates</td>
<td>53</td>
<td>20.6</td>
</tr>
<tr>
<td>Post-graduate</td>
<td>86</td>
<td>33.5</td>
</tr>
<tr>
<td>Graduate</td>
<td>72</td>
<td>28</td>
</tr>
<tr>
<td>Place of birth</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rural</td>
<td>68</td>
<td>25.5</td>
</tr>
<tr>
<td>Urban</td>
<td>128</td>
<td>50.2</td>
</tr>
<tr>
<td>Semi-urban</td>
<td>62</td>
<td>24.3</td>
</tr>
</tbody>
</table>
Our total response profile indicates that 28% of Indian Administrative Service officers, 35% of Indian Police Service officers and 37% of Indian Forest Service officers comprised our sample. We have not collected direct data pertaining to personal details, as All India Services Officers are highly sensitive and we were aware that inclusion of any such details is bound to jeopardize data collection. However, data pertaining to demographic characters are considered to be mostly speaking about self and might have been explained with respect to self only or nearest to self. Such indirect information is compiled in the exhibit number 2.2.

Our indirect inferences regarding sample profile are self explanatory in the exhibit number 2.2. Our whole sample have been highly educated, highly motivated and financially well off in their present life style, because they are the best-paid and most powerful persons of our society.

2.3. Sampling Technique and Data Collection:

Stratified random sampling technique was adopted for present study for data collection. We have sent 1500 questionnaires by post, in which response has been very low to negligible. These questionnaires were sent by ordinary post in different lots from 1998 to 2000. In many cases author spoke to individual officers personally and requested them to send reply. In some cases concerned officers telephoned me and informed that they are not going to send any reply for research work. Some of the All India Services Officers expressed their inability to reply, as questionnaire was too lengthy and time consuming. Some of them continued to say that they will send it, but promises were never materialized in reality.

One particular aspect, we observed in case of officers posted in C.B.I. that they have been most prompt in replying the questionnaire. Top bureaucrats and highly senior persons have been the most difficult persons and most scared about the questionnaire. In some cases author has to meet them more than five times to get a response sheet. We have supplied these questionnaires to large number of retired All India Services Officers, who have retired during last five years or less. In case of Indian Administrative Service officers, retired persons were highly scared to reply. We are really afraid of that how these officers could have taken any bold decision, when they are so scared to reply a simple questionnaire, which do not bear any kind of identification mark, and anonymity was assured and ensured.

It shameful to write that All India Services Officers towards whom whole society look for justice, and administration of whole country have been left to them, are so meek, weak and coward that they feel threatened by replying a petty questionnaire, thinking that political leadership may be annoyed. How these officers can take a decision against the wishes of the politicians in charge of affairs in their respective jurisdiction. Even after years of retirement, they expect some benefits from the politicians, so they cannot reply a questionnaire. Author met some them again and again till they refused to reply the questionnaire.

Author organized focused meetings with some of busy senior bureaucrats, and explained them the questions and requested them to reply the questionnaire, and provided another person to mark the responses. Author traveled with some bureaucrats to extend some kind of favor for them pertaining to their private works, but these All India Services Officers are so shameless and selfish that, they expected
that others should do their work, but they will not reply the questionnaire in full. One retired officer from highest position of the State took us five times to his farmhouse with more than 90 minutes drive each time, but he replied only five questions and that also partly. This shows the height of selfishness dominant among the All India Services Officers even after retirement.

Only some response sheets were made available from the interview method. Discussion method was widely used in training programs and after long discussion respondent was requested to mark the responses and I remained there to reply and clear any kind of doubts or ambiguity in the questionnaire. In some cases author met them on number of occasions to collect questionnaire during and after training programs. This method has been the most successful in retrieving the information.

Questionnaire method was used throughout the research for data collection and e-mail was used just to remind them to send reply of questionnaire. Questionnaire, interview, schedule and telephone interview methods were used in different combinations to gather information. We hope some responses may still on the way and we may get them after submission of thesis. Author put maximum emphasis on the 400-targeted officers, from where we considered reply could come. These expected targets were followed continuously and personal influence and contacts were commonly used to collect the replies. Maximum reply came from officers located in New Delhi or State Capitals or from training courses. Reply from the field postings and district headquarters have been minimal. Young officers posted in the various locations at regional level or down below were most prompt in sending replies and senior most have been most lackadaisical.

Flexibility has been the essential character of our data collection technique. To make our research highly appropriate & efficient efforts were made to consult selected officers while framing questionnaires and these questionnaires were discussed with number of All India Services Officers to get their views and test the questionnaires. Small test-sample groups were selected to test the replicability of the questionnaires. Replicability has increased the prediction in our study. Data collection was randomized to keep it safe from extraneous factors. Dividing the study into blocks and groups reduced variations.

We have gathered various types of data required for our study from our sample frames. We have studied All India Services Officers family, social and office environment (setup), under which these officers are working. Impact of political pressure and relation of various variables (political, economic, social, and individual) with the decision behavior have been studied. Data pertaining to sources of political pressure, areas of political pressure, modes of political pressure and reasons for accepting political pressure have been collected and studied. Bureaucratic system itself is adversary to positive decision-making process; political expectations induce high expectations and pliability in it. Data were collected pertaining to non-conformance to the rules, nepotism, whims, favoritism, personal interests, and related issues pervasive in the system and its association with pressure and individual behavior was studied.

These officers have been occupying the key positions, which require team innovations to lead their departmental team. Assessment and study of the various variables/attributes related with their decision behavior were studied. Data have been gathered regarding individual behavior related with risk taking behavior, innovative
behavior, style of decision-making, achievement, affiliation, influence, control, extension, dependence, dominance, tolerance, self-control, flexibility, and responsibility variables were processed to know the association with individual decision behavior.

Collection of primary data have been the Himalayan task, most of the data have been collected through direct communication with the respondents. Methods used for this study have (a) interview, (b) schedule (c) questionnaire and (d) electronic communication (as supplementary to questionnaire) etc. Mode of data collection have been changed and modified according to need of the situation. Situational and flexible approach has been adopted.

Questionnaires or instruments were framed covering various aspects related with our problem. Readily available and well-accepted statistical tools were used to assess various attributes to establish validity of study. It was not possible for all the respondents to answer all the questionnaires fully, many part of the questionnaires were left unmarked, and these data have been processed as we got them. So, situational and need based approach according to the availability of time/resources have been used. On an average one hour to three hours time was devoted in replying the questionnaire by each respondent, in one or more sittings/interactions. As discussed with respondents, some of them spent higher energy and time in answering it.

Most of our respondents have been suffering from time constraint & high mobility. For top-level senior officers it was extremely difficult to spare sufficient time for answering lengthy questionnaire, in such situations telephone / tele-fax / E-mail method used to remind them.

2.4. Questionnaire / Instrument: -

Available literature was explored and surveyed to find out relevant instruments or questionnaires for utilization in the research work. Suitable instruments for use were not found anywhere, so it was decided to design new instruments. Need specific instruments were designed for this study; results for 7 of them are presented here. While designing the questionnaires purpose of research was kept in mind. Each questionnaire was designed in such way that, it can be administrated to individuals and groups both. Pfeiffer and Ballew (1988) considerations for instrument were kept in mind.

Time required for answering whole questionnaire was on higher side. These time considerations have been constraints because we have to cover the complete research items. We have to cover all the interrelated and interwoven aspects of decision-making process and behavior of All India Services Officers. Instruments were designed for collecting the data pertaining to different aspects related with the All India Services Officers to derive findings and generalizations of conclusions. All the items included in each questionnaire has been related and interrelated with different aspects pertaining to All India Services Officers behavior and handling of political pressure in decision-making process.

2.4.1. Design, Reliability, Justification and Usage of Instruments: -

Reliability most of questionnaires have been tested with help of SPSS (7.5 version). Statistics command in SPSS has been used for scaling to carry out
reliability analysis with split half model to find out inter item correlation, covariance respect to significance level. Our some of questionnaires have more than eight items. Factor analyses have carried out by using the Principle Component Analysis method for extraction along with Varimax Rotation method to test the factor significance. Our results for most of the questionnaires are highly significant.

First instrument comprises 21 items and each item with two to five options. These 21 items are pertaining to personal characters related with the individual All India Services Officers personal details. In this questionnaire, five items are related with personal details, five items to study service and three items pertaining to All India Services Officers social-cultural studies. Five items have been kept regarding domicile of the individual officers and his family members and similarly three items related to education have been kept for studies. All these demographic characters in study were arranged in such way that individual officer amenability towards political pressure can be studied with respect to individual earlier background. All India Services Officers handling of political pressure and association with decision-making process has been studied. Under these 21 items, mainly 15 characters related with individual officer personal background have been studied.

For this research work different forms or modes of indirect political pressure were enumerated and after discussions with select All India Services Officers, only 22 important modes of indirect political pressure were retained for study. These 22 modes of political pressure have been randomly arranged in questionnaire, and respondents have been asked to rank seven most important modes or forms of indirect pressure, which they come across in decision-making process. 9 items have been pertaining to bureaucratic system, 5 modes relate to social power groups, 5 items concerning to political parties and three modes through power agents have been studied. All items show good association and significant correlation.

Acceptance or rejection political pressure by individual officer is situational and invariably influenced by the different factors and reasons prevalent in the bureaucratic system. Long list of such factors was discussed with the select group of the All India Services Officers and out of those factors only 15 reasons have been retained for study. All India Services Officers have been asked to evaluate these factors on five-point scale on the basis of their experience in accepting or rejecting the political pressure in decision-making process. Items show good association and correlation's are significant.

Biggest and longest questions have been pertaining to pressure points or areas on which political pressure is exerted. Large number of areas were studied and discussed. Ultimately 15 most important areas were retained where political pressures have been exerted mostly. Each pressure point has been dealt in details with five items, except in recruitment, which have six sub-points. Thus these pressure points have been sub divided into 76 items for research to study intensity of political pressure on each and every point. Respondents have been asked to evaluate intensity and frequency of each pressure point on five-point scale in instrument, as they experience in decision-making process.

Different direct sources of political pressure were enumerated and discussed with the select group of All India Services Officers. From long list of such direct sources of political pressure only ten most important sources of political pressure, which are frequently exerted on the decision-making process by All India Services Officers.
Political Pressure And Its Impact On The Decision Making Process Of The All India Services Officers

Officers, have been randomly arranged. Respondents have been asked to evaluate 10 direct sources of political pressure on five-point scale in the devised instrument. Relationship of these 10 direct sources of political pressure with the 15 areas of pressure was also studied through a separate questionnaire. Factor analysis has been carried out. Correlation and association of these items have been significant.

1500 questionnaires were sent by post in different lots at different times and roughly 500 questionnaires were delivered in person with a personal request to send it back. From these 2000 questionnaires, only 290 replies have been received from the All India Services Officers. Responses received have covered approximately 3% of the universe of study. These instruments have been useful for generating sufficient data for research work. Instruments were designed in such a way that it reduces psychological threat to any individual. Respondents have been requested to send it by ordinary post. All the responses received were pooled and randomly mixed, these pooled data does not attribute opinions to any specific individuals. Anonymity of the respondents have been ensured and maintained at all levels.

Feelings of threatening were prevalent among large number of respondents. Such feelings can be attributed for low rate of return for questionnaires. Behavior related items for assessment and action planning was included in the instruments. To assure confidentiality, any kinds of identity marks were not attached to any instrument and at anywhere in the instruments. Instruments were designed according to research need; any kind of data over load was avoided.

Some of the respondents have attributed questionnaire as lengthy. Some of them raised question why so much information is sought? Another group of officers expressed fear that it may be leaked to their disadvantage to the politicians. Some of them felt threatened, that they can be victimized? Some of them felt threatened that information provided in questionnaire can be disclosed to the politician. In turn politician can victimize them in future. Others said that it is such secret information that they cannot furnish it. Some of them raised questions regarding need and authenticity of research works under taken. Some of them simply refused to answer. Few of them asked, why individual variables have been kept. They advised to carry out research with out individual variables. Some of them advised to keep pressure areas up to ten items only, instead of 76 in present questionnaire. Some of them asked, what they would get in lieu of responses provided by them (self-benefits maximization). Author has to face innumerable questions from the All India Services Officers, most of which were pertaining to behavior of the individual officer.

Author tried to collect responses through one-week compulsory training programmes, rate of return of response sheets was maximum up to 70% in such gatherings. Interview method was also tried with top ranking senior officers or with those officers who posed themselves as highly busy. Some of them completed the responses in three to four sittings. It is really difficult to extract any information from the IAS officers. The IPS is next in for denying any access to them. Collecting any kind of data from the All India Services Officers is a Herculean task. Even author being a member of All India Services collected data with greatest difficulty. In case of Indian Forest Service officers and some other officers, author exercised pressure tactics and long association to collect responses.

Some of the All India Services Officers have been casual in marking; whereas, score table was printed in front each question. Lot of responses have been left blank.
or unmarked. Some of them gave same ranking to many responses/items. Some of them replied to few responses and left many more un-responded. Some of them wrote descriptive/narrative notes also. Few of them wrote, "do not understand" and left the question un-responded.

In case of modes of political pressure, some responded ranked one to all items, instead of ranking only seven items; where as some of them repeated the same rank to many items. Some of them gave wrong responses also, they have not thought about the response, what they are marking. Some of them underlined the responses; at the same time they have underlined two responses. Where as, last item has been left un-marked at places, it has been assigned the last rank automatically.

2.5. Data Processing & Tools Used for Analysis: -

Data from questionnaires were entered in data sheet of Statistical Package for Social Sciences (SPSS-7.5 version) and processed in the same software on PC. SPSS for Windows 98 was used for all statistical calculations along with Windows and MS office 2000 for research work in the study.

Processing of data comprised editing, coding classification of primary data according variables suitability. Data have been computed with help of windows based software to find out statistical relationships and testing of each hypothesis. Mean mode, median, range, standard deviation, standard error, variations, skew ness or kurtosis has been worked out for all the variables by SPSS software. Major data analysis have been carried out for each variable by using cross tabs, which have provided us percentage analysis for All India Services, Indian Administrative Service officers, Indian Police Service officers and Indian Forest Service officers respectively. Results provided analysis for Chi-square, Pearson's correlation and Spearman correlation values along with their level of significance. Analysis further provided results for Phi, Lambda, Gamma, Kendall Tau and other coefficients. But only relevant values have been used to avoid overload of excessive analysis.

Scale reliability analyses have been carried out with split half and Guttman models to find out inter item correlation and covariance significance. 145 Hypotheses have been tested for 145 variables through various parametric and nonparametric statistical methods as Chi-Square, Pearson's correlation, Spearman correlation, multivariate analyses of variance (MANOVA), analyses of variance (ANOVA), Correlation, sign test for paired data, the Mann Whitney test, Wallis test, rank correlation, General linear Model for multivariate, GLM-repeated measures, T-test and factor analysis etc. (relevant methods have been selected for each questionnaire). These statistical tools have tested the validity, association and significance of different variables used in study. Standard deviation, central tendency, dispersions and ranges of dispersion have been produced only where need was felt (Exhibit number 2.3). Rank correlation tests have been used to test the relationship between variables.

During study ordinal scale have been used for ranking of items in questionnaires. In scaling techniques interval and graphic rating scales have been used as measure of evaluation and to represent the variables. Likert- type of summated scales has been used for many questions. Items evaluated by respondent have been analyzed with appropriate methods.
Exhibit 2.3. Showing tools used for analysis

<table>
<thead>
<tr>
<th>Chapter</th>
<th>Item Details</th>
<th>Statistical Tools Used</th>
</tr>
</thead>
<tbody>
<tr>
<td>4</td>
<td>Individual orientation and characters</td>
<td>Mean, median, mode, standard deviation, frequency analyses, Pearson Chi-square analyses, Pearson's correlation, Spearman correlation, Manova and cross tabs in SPSS for percentage analyses.</td>
</tr>
<tr>
<td>6 &amp; 8</td>
<td>Areas of pressure and reasons for accepting political pressure</td>
<td>Mean, median, mode, standard deviation, frequency analyses, ranking, Pearson Chi-square analyses, Pearson's correlation, Spearman correlation and cross tabs in SPSS for percentage analyses.</td>
</tr>
<tr>
<td>5</td>
<td>Sources of political pressure</td>
<td>Besides above tools, Factor analyses</td>
</tr>
<tr>
<td>7</td>
<td>Modes of political pressure</td>
<td>Independent sample T-test besides tools used in chapter 4</td>
</tr>
</tbody>
</table>

2.6. Research Hypothesis Testing:

Political pressure, its nature and extent of exertion have serious relation with the decision behavior of All India Services Officers. Present study has covered modes of political pressure used on the All India Services Officers, and sources of political pressure mostly operating on these officers pertaining to different areas or points in decision-making process at various levels in the public administration. Reasons or factors or causes motivating All India Services Officers to accept the political pressure and dimensions of such pressure have been studied. Different economic variables, social variables, individual variables, variables pertaining individual personality, which have direct bearing and impact on the individual behavior have been studied. The decision-making behavior has been studied with reference to kind of constraints and variables vis-à-vis type of behavior reflected by an individual officer.

2.6.1. Variables:

2.6.1.1. Independent Variables: Independent variables or casual variables are presumed cause of change in the dependent variable, and are determinant in All India Services Officers behavior in handling of political pressure in decision-making process. Impact of below mentioned independent variables have been studied on decision-making behavior of All India Services Officers under political pressure. Personal and work related variables have been studied as independent variables.

2.6.1.1.1. Individual level: Personal characters operating in All India Services Officers personal profile consisting of personality and individual officer details such as:
- Related to service: -Type of service they belong, method of recruitment, length of service, position (level) in hierarchy, cadre of the officer,
- Social and cultural background: community background of the officer, regional background of the officer, and economic background of the officer.
- Personal background of the officer: Marital status, sex, profession of spouse, number of children, and attitude of family members.
Education related: Education of the self, spouse, and parents.
Domicile related: officer own place of birth, spouse, parents, place of residence of parents, and place of education after high school.
Reasons / factor for accepting the pressure: 15 variables mostly pertaining to individual and some to group and service.

2.6.1.1.2. Bureaucratic System Dependent Variables: Bureaucratic system dependent variables or caused variables are affected by an individual level variable. These variables are operational in terms of political pressure; these variables are affected by some of other factor /s. Sources of political pressure, modes of political pressure, areas and points of political pressure reflect individual officer interests over those of individual level variables.
Sources: Ten variables, which exert political pressure on decision-making process of All India Services Officers.
Modes: 22 variables, the forms and modes exerting political pressure in decision-making process of All India Services Officers.
Pressure Points: 15 major areas, where pressure is exerted, 76 variables kept to study intensity of political pressure exerted in decision-making process on All India Services Officers.
Associations among independent and bureaucratic system dependent variables have been studied.

2.6.2. Research Hypothesis: -

Our research hypothesis, 'Political Pressure and its Impact on the Decision Making Process of the All India Services Officers' have been studied with the help of number of hypothesis and sub hypotheses. Our research data have been planned in such a way that every variable has been studied as research hypothesis, and the same have been tested by the statistical methods. Total 145 hypotheses pertaining to 145 variables have been tested in the present research work, along with below mentioned important hypotheses.

1. Personal characters of an individual All India Services Officers influence the handling of political pressure in decision-making process.
2. Individual officer goals priority is related with the political pressure handling in decision-making process.
3. Extent of political pressure acceptance is linked with location, importance of post, power enjoyed by the officer.
4. Individual officer behavior attributes influence with the political pressure handling in decision-making process.
5. Different pressure groups exerts indirect political pressure on an individual officer, kind and importance of pressure mode determine the outcome of any decision.
6. Acceptance of political pressure in decision-making process by an individual officer is influenced by the personal motives & values pursued by the officers.
7. Politician frequently exerts pressure on different decision-areas in bureaucratic system. Intensity of political pressure exerted on individual officer is according to political interests pursued by the politicians.
8. Capacity of any source of pressure to exert direct political pressure on individual officer to get desired decision is related with the position enjoyed by that source in power hierarchy.

9. Flexibility in service conditions (in promotions, transfers, postings, tenure, career progression and opportunities to pursue self-seeking goals) influences the individual decision behavior.

10. The relationship of the politician with that of an individual officer is related with the compromise behavior of each other, strength of such a relationship will be proportional to aggrandizement of mutual interests/goals. Stronger relationship will have higher negative impact on the outcome of decision.

11. The All India Services Officers show strong desire to maintain the status, status creates social distances; this has impact on the social behavior of an individual.

12. Yielding behavior with respect to political pressure is related with the economic social and family background of an individual officer.

13. Performance review by politician is used as tool to influence the decision, individual utility is positively related with the decision behavior.

2.7. Chapterisation:

Research presentation have been divided in to three parts, first part explain the research perspectives and two chapter in it. Second part has covered decision process under political pressure with 2 chapters and third part with 5 chapters’ deals with political pressure and its dimensions, forms, areas and reasons for accepting it in decision-making process.

Chapter 1 is research perspectives and research need, comprising the introduction, historical perspectives of the bureaucracy and All India Services in India. Rational of the study and hypothesis testing has been covered in chapter 2.

Chapter 3 is decision-making process under political pressure by the All India Services Officers. Chapter 4 comprises individual officer orientation and amenability to accept political pressure and locus of control in the All India Services Officers have been studied.

In Chapter 5, various sources of political pressure working on the decision-making process of the All India Services Officers have been dealt with.

Chapter 6 covers the 15 major areas where political pressure is exerted and 76 pressure points have been discussed in it.

Chapter 7 it have been tried to cover 22 modes of political pressure frequently working on the decision-making process of the All India Services Officers.

15 Reasons for accepting political pressure by the All India Services Officers in decision-making process have dealt with in chapter 8.

Last Chapter 9 deals with conclusions and future recommendations based on our research work.