INTRODUCTION
Administration is culture-bound as its members are drawn from the same society, thus, they possess the same administrative culture except the organisational rules they acquire being member of particular organisation. The concept came into prominent use when Almond and Verba wrote a book “The Civic Culture”. They studied the political culture and relationship between politician and bureaucracy. Later on, this concept was transmitted to administration. Administrative culture itself is a complex phenomena. It is not easy to identify the parameters and dimensions that constitute administrative culture. It includes values, orientations, attitudes, symbols, rituals, habits, practices, procedures and styles of behaviour of the administrators.

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2 T.N. Chaturvedi, (Ed.) Contemporary Administrative Culture of India, New Delhi, IIPA, 1994, p-VII.
VALUES AND VALUE-STRUCTURE

"Values are," according to Talcott Parsons and E. Shils, "the driving force of behaviour. Values refer to those aspects of the actor’s orientations which commit him to the observation of certain norms, standards and criteria of selection. Such orientations tend to form a system having some organised set of rules."  

Kluckhohn has defined a value as, “a conception, explicit or implicit, distinctive of an individual or characteristic of a group of the desirable which influences the selection from available modes, means and ends of action.” Thus, the values are the driving force of human behaviour. Human actions can be explained in terms of value-structure. It is because of values that man determines his norms, standards and goals. They enable one to select the means to realise chosen goals or ends of action. Hence, values regulate human behaviour. Values may be explicit or implicit, these may be held by an individual or a group. In any case, these constitute a code or standard which provides a yardstick to approve or disapprove human action.

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Man possesses a composite of many values-social, political and professional etc. This presence of different set of values has been referred to as value-structure. Krishna Mohan Mathur defined it as “psychological disposition and cluster of sociocultural and other values and attitudes which an individual or group of people possess or internalises.”

ORIENTATIONS

Orientation is, “the act or process of ascertaining, or fact of knowing, the position of anything or of oneself in relation to objects in general, determination of (one’s) bearings or relative position.”

UNIVERSE OF STUDY

In this research proposal we intend to study the socio-economic background of the Indian Administrative Officers of Himachal Pradesh. Their value-structure regarding different social, political aspects will be taken for study. Along with this, their views regarding structural-functional characteristics of bureaucratic organisation of Himachal Pradesh will be investigated. Relationship between value-structure and different class segments of society will also be studied.

The universe of study remains Himachal Pradesh and its administrators. The state came into existence as a Part ‘c’ state of Indian Union in 1948. After a lot of changes in its status it finally got statehood on 25th January 1971. It is situated between 30° 22’ to 33° 12, north latitudes and 75° 45 to 79° 04, east longitudes. It comprises of mountainous regions in the lap of Himalayas, ranging from 350 metres to 6975 metres above sea level. According to Surveyor General of India, the total area of Himachal Pradesh is 55,673 square kilometres. This area is divided into twelve administrative districts. The total population of Himachal Pradesh according to 1991 census was 51,70,877 out of the total population the number of males and females were 26,17,467 and 25,53,410 respectively. It means that number of females per 1000 males was 976.

According to 1991 census, the overall literacy was 63.54% (74.57% for males and 53.46% for females). The main occupation of the people is agriculture on which 66.71% population depends. Out of 51.70 lakh people, 47.21 lakh (91.31 percent live in rural areas and 4.49 lakh (8.69%) in urban areas. This shows that majority of population is associated with rural economy. The per capita income of the state is rupees 2012 at constant prices (Annual Financial Statement, H.P. Government, year 95-96).
Details of Indian Administrative Service of H.P. Cadre as on January 2000.

<table>
<thead>
<tr>
<th>S.No.</th>
<th>Details of I.A.S. of H.P. Cadre</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Total authorised strength</td>
<td>126</td>
</tr>
<tr>
<td>2.</td>
<td>Actual strength</td>
<td>129</td>
</tr>
<tr>
<td>3.</td>
<td>Direct recruits</td>
<td>88</td>
</tr>
<tr>
<td>4.</td>
<td>Promotion posts</td>
<td>38</td>
</tr>
<tr>
<td>5.</td>
<td>Officers on central deputation</td>
<td>27</td>
</tr>
<tr>
<td>6.</td>
<td>Schedule Tribes</td>
<td>8</td>
</tr>
<tr>
<td>7.</td>
<td>Male Officers</td>
<td>117</td>
</tr>
<tr>
<td>8.</td>
<td>Female Officers</td>
<td>12</td>
</tr>
</tbody>
</table>

Source: *(Civil List 2000, Department of Personnel, Government of Himachal Pradesh)*

The total strength of IAS of Himachal Pradesh was 129 as on January 2000. Amongst the total strength, 38 were promotion posts and rest were direct recruits. There were 8 scheduled tribe officers, the number of female officers was 12 and rest were male. There were 27 officers on central deputation.
REVIEW OF LITERATURE

India is committed to the ideals of democracy, secularism, social Justice and economic planning. Political and permanent executive i.e. the politicians and bureaucrats are responsible for bringing about the socio-economic upliftment of the nation. This role for the development of different states has attracted the attention of scholars and researchers. It was in 1963 that Almond and Verba studied certain attitudes and broad behavioural patterns of western societies in political matters. The book “The Civic Culture” gave the concept of “political culture.”

This first step laid foundation of further researches in the area of behaviour patterns. Gunnar Myrdal studied economic problems in their total demographic, social, ideological and political setting. This interaction between different aspects lead to explore relationship between bureaucracy and political development of nations. It came to the surface that public sector particularly the bureaucracy - is an important independent variable that greatly influences any kind of transformation in the developing countries, be it social; economic or political. A voluminous study was taken up by Ralph Braibanti and others on bureaucratic system of Asia including India, Pakistan, Burma, Ceylon and


It was observed that the apparatus and attitude left by the British has endured for nearly two decades after independence and has shown a remarkable quality of resilience.\textsuperscript{10} as the same in Indian bureaucracy also. The Indian bureaucracy was influenced partly by the British imperial tradition and partly by certain post independence phenomena.\textsuperscript{11} It was the time when relation of administrative culture and societal setting was being considered. A very relevant contribution in this direction came for F.W. Riggs. F.W. Riggs related cultural factors and administration\textsuperscript{12}. Riggs shown concern for the administration of third world countries. Some endeavours in this direction took place in India also. Trivedi and Rao studied elitist nature of higher civil services and their recruitment pattern. The findings revealed that a marked shift has occurred in the socioeconomic background of the ICS recruits but the IAS is still dominated by an urban elite with higher income background.\textsuperscript{13} Another similar research about Egyptian civil service revealed that it will challenge the political rulers less on public policy than on its own private interests. The social background of officers reflects that higher civil servants are predominantly an upper middle class group with 97% of them belonging to urban areas.\textsuperscript{14}

\textsuperscript{12} F.W. Riggs, Administration in Developing Countries, Houghton Nifflin, Boston,1964.
A more intensive study on Parisian bureaucracy explained that the problem of human relations posed by the study of bureaucratic practice can be understood only if both the needs inherent to the functioning of complex organisations, and also the cultural given to which all participants of the bureaucratic game, in a given society, subscribe, are taken into account.\textsuperscript{15} He had ventured another feature of relations between politicians and administrators. Effective formulation and implementation of programmes of development is possible only with the active help and collaboration of the representatives of the people and administrators. It was found out that the congruence between the values and attitudes of political leaders and administrators is essentially not conducive to attainment of national economic and social goals.\textsuperscript{16}

V. Subramaniam reveals in “Social background of Indian Administrators that majority of the recruits (approximately 80\%) are from the urban salaried and professional middle class of India.\textsuperscript{17} Mathur has tried to give a greater understanding of the individual bureaucrat in his performance as an agent of change. While studying Block Development officers of Rajasthan and Uttar Pradesh he has explained that beautiful plans and schemes can be laid out but failure lies at the implementation stage. The evidence in the study leads to suggest that the B.D.Os have not imbibed


\textsuperscript{16} Shanti Kothari and Ramashery Roy, Relations Between Politician and Administrators, at the District level, IIPA, New Delhi, 1969.

\textsuperscript{17} Subramaniam, Social Background of India’s Administrators, Publication Division, Govt. of India, 1971.
the public service or democratic exhortation of political leaders. Their commitment to the whole ideology is weak. \(^1^8\) Prof. C.P. Bhambhri’s study reveals that its probationers, when they enter the service, have belief in democracy, equality, secularism and economic planning. Further it calculated that rural-urban background, university attended, fathers occupational status, and caste status did not make much difference in the attitude of the new entrants to the IAS on their perception of values of political modernisation. \(^1^9\) In a research conducted for Administrative Reforms Commission, Panandiker and Kshirsagar have taken age, urban/rural background, parental occupation, education, marital status as variables for socio-economic background. They tried to ascertain the extent to which development administration is characterised by bureaucratic qualities and found out that the agencies in the sample were moderately bureaucratic rather than highly or poorly bureaucratic. About the background of the respondents this study revealed that 52% of respondents came from middle or middle lower class families. \(^2^0\)

Singhi tried to find out in what ways do the indigenous traditions, culture and the social structure of India influences the structure of bureaucracy and its functioning. \(^2^1\) In another study conflicting social and administrative values are

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\(^{1^8}\) Kuldeep Mathur, Bureaucratic Response to Development, A case study of Block Development officers in Rajasthan and Uttar Pradesh, National Publishing House, New Delhi, 1972.

\(^{1^9}\) C.P. Bhambhri, Administrators In a changing society, National Publishing House, Delhi, 1972.

\(^{2^0}\) V.A. Panandiker and S.S. Kshirsagar, Bureaucracy and Development Administration, Centre for Policy Research, New Delhi, 1978.

considered. It has been concluded that there is a great deal of divergence between values in the social system and those prevailing in the administrative system. Damyanti Bhatnagar’s efforts favour the previous observations regarding the socioeconomic attributes of the functionaries. It is weighed heavily in favour of the upper and middle strata of the society. While analysing the procedures and functioning of bureaucracy it was revealed that there are neither any well defined procedures of work nor adequate mechanisms of control for bringing about a definite pattern of functioning in any office. To evaluate the synchronisation between the total social values and administrative values, Prem Lata Bansal made efforts in this direction. The picture that emerged from the study is that the capacity of the IAS to identify and commit to the values of modernisation, has grown with the degree of change at the general societal level. The percentage of committed developmentalist administrators is, however, quite low.

It has been envisaged in the Seventh Five Year Plan that an effective administration would need co-ordination between different sectors of government including simplification of laws, rules and procedures. Prayag Mehta in "Bureaucracy, Organisational Behaviour and Development" suggested the need for wide spread

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organisation redesign the reforms promoting positive elements within the work structure and culture in order to inculcate development orientation in the bureaucracy.25 Eisenstadt also explained some common characteristics that bureaucracy has due to its structure and organisation. Due to the given autonomy its members have professional orientations and standards. Secondly by virtue of the services it performs, the areas it regulates, the interests between which it mediates, and its own structure and organisation develops into a power which may become independent and unregulated. Thus the problem of relations between different power centres erupt, i.e. between bureaucracy and its political masters, between bureaucracy and its clientele, etc.26 It appears that character of administrative culture keeps on changing with the change in values, orientations, propensities, rituals, self-identify etc. T.N. Chaturvedi has remarked that administrative culture is “something like a flowing stream and not a static pond. 27

S.R. Maheshwari studied the emerging profile of administrative culture of India through various commissions of enquiry set up since 1950. The findings explain that there is an erosion of values in the country’s public life, b) moral deterioration first began at the lower levels of government, c) politicians and civil servants accommodate

each other in large number of matters, d) both show little sensitivity to large public interest. Similar idea about erosion or deterioration in the values of administrators has been highlighted by O.P. Dwivedi and R.B. Jain. The falling standards of public life and the loss of moral values among the political leaders have bred a corresponding insensitivity, demoralisation and unresponsiveness among public officials. It has further inculcated in them an attitudes of indifference, who are often more eager to work for their private gain than for the fulfilment of public interest). A Study conducted in Britain also reveal certain changes in the values of the administrative officers. In 1980's three changes have occurred a) the growth of “efficiency value”, b) the decline in trust, c) the increase in outsiders into the civil service community. It is felt that a neglect in ethical values in organisations and in society would be a backward step.

The situations vary with variations in the countries' own conditions. In a recent study conducted in Bangladesh, it was found that the bureaucracy in Bangladesh is characterised somewhat more by traditional than by modern norms. There is preference for employees with traditional qualities. Bureaucrats' tolerance for politics came out to be less, indicating that bureaucrats are more classical than political in their

orientations. Another study conducted after the unification of East and West Germany made comparative analysis of political as well as job related attitudes and values held by senior bureaucrats. The results indicated the existence of two distinct administrative cultures in Berlin.

Looking at the studies conducted in this field till today a few issues emerge. The role of bureaucracy has gained importance as an agency for the development and transformation of a nation. Bureaucrats are members drawn from the society. Every society is culture bound and so are these members. Different aspects likes age, sex, religion, urban-rural background, parental occupation contribute in the formulation of values of human beings. Values are reflected in our behaviour patterns as it is directed by the values a human being has. Public administration does not operate in vacuum. There is a constant interaction of administration with the sociopolitical and economic environment in which it functions. The researchers have always been interested in the socioeconomic background of Indian administrators in an attempt to explore the relationship between their background and behavioural patterns.

Researches by V. Subramanian, Panandiker and Kshirsager, C.P. Bambhri, R.N. Singhi, Prem Lata Bansal, Damyanti Bhatnagar about the socioeconomic

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32 Eckhard Schroter and Manfred Rober, Regime change and administrative; Role understanding and Political Attitudes of Top Bureaucrats From East and West Berlin, Humboldt University, Berlin, A paper presented at the study group "Administrative culture" International Political Science Association (IPSA) World Congress, Seoul, Korea, Aug. 17-21, 1997.
background reveal that majority of the Indian administrators come from upper middle, professional and salaried classes. It is believed that if there is adequate representation of different segments of the society in the administrative services then an all round or over all development of the country is expected. Prem Lata Bansal explains that investigation of this correlation between background factors and value perception of IAS helps in working out comparable trends and also explains possible causes of efficiency and inefficiency in the higher civil service. Another important issue is bureaucracy's interaction between different power groups as explained by S.N. Eisenstadt like politicians and clientele i.e. general public. Interaction between politicians and bureaucracy is considered to be a crucial area in contemporary democracies. Political leaders believe themselves to be thwarted in their policy-making efforts by the power of an entrenched bureaucracy. Bureaucrats in their organisation tend to believe that they understand the policy areas in question better than the political executive, who may be in office for a short term. Only the bureaucracy-politician relationship is centre of concern due to the constraint present between them, but a desire to have more efficient bureaucracy is there.

Shanti Kothari and Rameshray Roy have studied role perception of administrators and political leaders, their behaviour, styles and their views about each other. They felt that there is a tendency on the part of both to encroach upon each other’s territory. Not only this, the incongruence between the values and attitudes of political leaders and administrators, is essentially not conducive to the attainment of national economic and social goals.34

C.V. Raghavulu has studied role conflict between politicians and bureaucrats. The study explains the uncomplementary and hostile attitude towards each other. “For the politician, it is the ‘rule mania’ of the bureaucrat; for the latter”, it is interference by the politician35. He explained such role conflicts to be unavoidable in a democracy.

A bureaucracy which discharges its functions in time is dreamed of how to change the bureaucracy from “procedure-oriented” to “result-oriented” is a matter of concern. The complex, cumbersome rules, procedures and practices lead to delayed disposal of functions. They need to be abandoned and reformed.

The review of existing literature reveals that the studies conducted so far, have taken into account only the probation officers as well as district level officers.
much effort has been made to study the officers after they have joined the service. Another aspect which seeks our attention is that the area of the research has been generally the probationers at LBS Academy of Administration, a district, the state as a whole has not been made as the universe of study. Some studies have been conducted in the states, like Punjab, Himachal Pradesh, Haryana etc. Through these studies, it appears, that the socio-economic background of bureaucrats had been studied only. But in the last decade, not much empirical work has been done in this direction. The studies conducted inform the readers that the best development plans fail to produce the expected results due to lack of proper implementation. Not many studies had tried to evaluate the values of the personnel involved in formulation and implementation of policies of Indian states.

The above mentioned studies and their findings have encouraged us to explore value-aspects of Indian bureaucracy. No serious effort has been done in this direction in any of the Indian states. Much remains to be researched in order to understand the difference in the value-structure of officers with different socio-economic background. The most pertinent question remains whether these variations in values of male and female officers create problems in policy planning and implementation. Another related aspect is ‘protective discrimination’ towards backward communities like scheduled castes and scheduled tribes. The value-structure of officers of these reserved
categories shall also be taken care of in the present study. It will be our intention to explain self appraisal by IAS officers and their affective and evaluative orientations in the following chapters. Along with this, their ideas regarding the complex administrative rules, procedures and practices, structural-functional characteristics of bureaucratic organisation of Himachal Pradesh shall be explored. Himachal Pradesh with a difficult terrain and inaccessible snow bound land with a tribal population is on the path of rapid development. It would be of great academic interest to study the administrators of this hilly state who are responsible for socio-economic transformation of the hilly people.

OBJECTIVES

1. To investigate the socio-economic background of Indian Administrative officers of Himachal Pradesh.

2. To study the cognitive, affective and evaluative orientations of Indian Administrative service of Himachal Pradesh.

3. To investigate the inter-action and patterns of relations between the political executives and the Indian Administrative officers in Himachal Pradesh.

4. To study the procedures and practices in the administrative system of Himachal Pradesh.
To investigate the structural-functional characteristics of bureaucratic organisation of Himachal Pradesh.

**MAJOR HYPOTHESIS**

"The value-structure of Indian Administrative class is antagonistic to the proclaimed democratic value-structure of the ruling-elites".

**SUB-HYPOTHESES**

1. The majority of the Indian Administrative Service personnel in Himachal Pradesh is drawn from the dominant higher classes of the society.

2. The cognitive, affective and evaluative orientations of IAS of Himachal Pradesh are in conflict with cognitive, affective and evaluative orientations of democratically elected ruling elites.

3. The inter-action processes and patterns of inter-relationship of IAS officers with their political executives are embroiled with conflicts and confrontation.

4. The administrative procedures and practices in Indian Administrative System in general and in Himachal Pradesh in particular are obsolete and traditional.

5. The structural functional characteristics of IAS officers' class in Himachal Pradesh are not consistent with the Weberian Ideal Construct.
Social scientists grapple with numerous problems of day to day life. This engages them in social research. Social research is a systematic method of exploring, analysing and conceptualising social life. This is done in order to extend, correct or verify knowledge, whether that knowledge aid in the construction of a theory or in the practice of an art. Abraham Kaplan writes about methodology. "I mean by methodology the study, the description, the explanation and the justification of methods." The method proposed to be used in this study is empirical method. Empirical method is (i) a systematic method of exploring actual persons and groups focused primarily on their experiences within their social worlds, inclusive of social attitudes and values, (ii) the mode of analysis of their experiences which permit stating propositions in the form, “If so and so is true and correct, then it follows.....” The technique to be used for collecting data is interview-schedule. The interview-schedule or questionnaire serve two major purposes. First it must translate the research objectives into specific questions, the answers to which will provide the data necessary to test the hypotheses or explore the areas set by the research objectives. In order to achieve this purpose, each question must convey to the respondent the idea or group of ideas required by the research.


objectives and each question must obtain a response which can be analysed so that the results fulfil the research objective. G.A. Lundberg says that, fundamentally the questionnaire is a set of stimuli to which literate people are exposed in order to observe their verbal behaviour under these stimuli.

W.J. Goode and P.K. Hatt defined, "schedule is the name usually applied to a set of question which are asked and filled by an interviewer in fare to fall situation with another." The sampling used will be stratified random sample. There are 127 officers in the state, out of these a sample of fifty was drawn. Officers from general category, schedule castes and scheduled tribes and women officers were approached. Then the data collected was tabulated and analysed. An empirical method is scientific to the extent the rules and procedures of a scientific method are followed.

THE EMPIRICO-SCIENTIFIC METHOD

The scientific method may be defined as an effort to achieve increasing understanding of phenomena by (i) defining problems as to build on available knowledge, (ii) obtaining information essential for dealing with these problems, (iii) analysing and interpreting the data in accordance with clearly defined rules, and (iv) communicating the results of these efforts to others.39

The empirical method attempts to understand and clarify the behaviour of man, the social world in which he lives, the relationship which he maintains, the influences which, and the effects these have upon him, and subsequently, upon the social institutions, of which he is a part.40

Empirical research is (i) a systematic method of exploring actual persons and groups, focused primarily on their experience within their social world, inductive of social attitudes and values; (ii) the mode of analysis of these experiences which permit propositions in the form, “if so and so is true and correct” then it follows.41

QUESTIONNAIRE/INTERVIEW SCHEDULE

C.A. Moser observes about mailed questionaire when he says that, its scope is rather limited, but within its limited scope it can prove to be most effective means of eliciting information, provided, however, that it is well formulated and the respondents fill in their genuine responses.42

CONTRIBUTION OF THE STUDY TO THE LITERATURE OF PUBLIC ADMINISTRATION

The percent study would add to the available literature on attitudes of I.A.S. officers of India. The study of value-structure of I.A.S. is new, the previous opinion studies by Subramaniam and Bhambhri do not include many aspects of values. Again not a single study has emphasised on the social-relationships. The present study highlights behaviours of administrators and role of values in the shaping of the same. Another important aspect of the present study relates to “procedures and practices” which are major constituents of administrative culture. The socioeconomic background of I.A.S officers of H.P. (2000) will inform us change or shift, if any, in the “class character” of the Indian Administrators. The most important contribution of the study to the literature of public administration is “emergent nature” of administrative culture which would signify the nature and character of public administrative system by the year 2000 and which will be an inspiration for new researchers to explore intensively the intricacies of inter-actions of numerous variables producing the patterned behaviour informing a specific nature of administrative culture in India.