CHAPTER - I

INTRODUCTION

1.1 INTRODUCTION

1.1.1 Bureaucracy, Bureaucrats and Civil Service

The administration or the Public Services of a country are popularly referred to as the bureaucracy. It denotes the entire army of civil servants occupying varying positions in public administration and through which government seeks to formulate and implement Public policies.

Albrow\(^1\) (1970) defines bureaucracy as 'Administration by Officials'. Harold Laski\(^2\) (1950) observes that 'Bureaucracy is the term usually applied to system of Government, the control of which is completely in the hands of officials'.

Brecht\(^3\) (1959) observes that bureaucracy refers to "a Government of Officials". An examination of these definitions in the light in which it is understood today it would be more appropriate to define bureaucracy as a system of Government in which the officials have a dominating position.

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The word 'bureaucrat' is normally used to refer an official who works in a bureaucracy. Joseph La Palombara¹ (1963) raised the question as to 'whether the term bureaucracy implied all persons at whatever level, who are on the public pay roll or whether the term is generic term which includes all categories like a postal clerk, a local policeman and an Under secretary in a Ministry'. In the Indian context, one may have a doubt whether the village level functionary like Gram Sevak (VILW) or Talathi (revenue official in village) should also be called a 'bureaucrat' or should the word be used to denote only the higher civil service personnel. However, the traditional meaning of the words bureaucracy and bureaucrat imply only the latter class. Bureaucrat, is defined by Niskanen² (1971) as the senior official of any bureau (an organisation in which surplus revenue is not appropriated by owners or employees as personal income, and in which some part of recurring revenue is received as a grant rather than from sale of output) with an identifiable budget. Joseph La Palombara³ (1963) defines bureaucrats as 'those public servants at the upper administrative levels who will be called upon to provide policy counsel, to assist in the formulation of programmes and to engage in the management and direction of the people in the interest of translating policy hopes into realities'. Fritz Marx⁴ (1963) description of the higher civil service also coincides with the views of palombara. Differentiated from the lower categories in respect of intellectual resources,

social status and identification with Government, this group according to Marx, "is relatively 'permanent' top group, composed of those who share, in different degrees, in the task of directing the various administrative agencies".

Bureaucrats who are expected to carry out the policies of the Government, in the shaping and formulation of which, they have to participate to a greater or lesser degree are collectively referred as 'Civil service'. Hoselitz\(^1\) (1963) has observed that 'Civil service is a bureaucratic apparatus and an Institution through which goal gratification activity is performed'. Gopalakrishnan\(^2\) (1994) defines civil service as "In an all-embracing sense, it would mean the total bureaucracy of the Government, which in this country (India), would cover the central and state Governments". The importance of Civil Service in the modern Government has been succinctly summed up by Ogg\(^3\) (1947) as 'It is the great body of men and women that translates law into action from one end of the country to the other and brings the Government into its daily contacts with the rank and file in country. This army of functionaries is necessary to the realisation of the purposes for which Government exists".

1.1.2 Civil service of Yester years

The basic framework of Civil Service in India today is an evolution and extension of the pattern which had been evolved in British days. In particular, the

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2. Gopalakrishnan, M. (Former Principal Chief Secretary of the Govt. of Andhra Pradesh) Civil Service - Then & now, The Hindu, dt. 01.03.94, P.17.

Indian Administrative Service, formally constituted in 1946 under Section 263 of Government of India Act of 1955, which provides the manpower for filling most of the administrative posts both in the Central and in the State Governments is essentially a reincarnation of the Indian Civil service, which used to be the backbone - or Lloyd George, the Former British Prime Minister words, ‘the steel frame’ of British Administration in India.

British administration in India being colonial in character understandable, had as its primary aim, the preservation of the empire and, to the extent possible strengthening of the metropolitan economy, through the economic exploitation of the colonial territories. There was no attempt to disturb the socio-economic structure of the country or tackle the basic problems of poverty and unemployment. The functions of Government were, in the main, limited to preservation of law and order, administration of justice, collection of taxes and the like. It was essentially regulatory in character, though, no doubt, some developmental activities were also initiated in providing education, medical facilities, improvement of communication etc.

**1.1.3 Civil Service of Today**

Now, there has been a sea change in both the range of Government functions and the socio-political environment since, the country gained independence in 1947. Stated simplistically the orientation of Indian administration moved from that of a regulatory state to that of a welfare state. The National commitment to achieve economic growth coupled with social justice made it necessary that the laissez-faire attitude in socio-economic matters should be replaced by interventionist policies. The acceptance of comprehensive national planning implied that there would be
practically no sector of the economy which would remain outside the purview of Governmental action. The last four decades have thus witnessed a tremendous diversification and enlargement of Governmental functions. Apart from expansion in volume, there have been new directions of growth and new features in administration. One may mention, for instance, the rapid growth of the public sector. This has resulted in the emergence of a new breed of administrator-managers and an administrative culture, which is different from that found traditionally in Government. The concept of ‘extension’ when it was first introduced under community-Development Programme was so novel and alien to established attitudes that it took many years of training and education before it could be regarded as internalised in the governmental system. Conceptually, programmes designed to meet, basic human needs (health, education, nutrition etc.) and to make a direct attack on poverty (IRDP, NREP etc.) must also be regarded as administratively innovative, when viewed against the traditional background of Indian administration. Another development, which has deep implications for the administrative system, is the process of democratic decentralisation through Panchayat Raj, though the progress in this direction has so far remained uneven in different states. In brief, the transformation is not only in terms of the range and volume of governmental activity, but in the character and ethos of administration. Besides, for the administrators, what is basic is the fact that their accountability to the Government in power is itself answerable to the people. Thus the present Indian Administrative Service is involved in all the facets of administration, handleless jobs which are much more varied than those looked after by the Indian Civil service and it does so in a radically different socio-economic and
political frame work. Panandikar (1971) observes that the present environment has an influence on the bureaucratic orientations and the bureaucratic behaviour.

In this environment what is expected out of the role players of Indian Administrative Service are varied and the same are voiced by the national leaders and the scholars in public administration. But it is not known whether the expectations of the role senders to the officers of Indian Administrative Service are in congruence with the perceptions of the role players of Indian Administrative Service. There are no empirical studies available to throw light on this important dimension. Further, the predominant behavioural orientations of the senior civil servants, which determines the nature of their bureaucratic behaviour are also not known to us. Hence, this study aims at exploring these two important aspects of bureaucratic behaviour.

1.2 STATEMENT OF PROBLEM

In the present socio-political environment bureaucrats’ role in the bureaucracy assumes much importance. Firstly, political party system suffers from several imperfections and does not effectively perform the tasks of interest articulations and aggregation and providing a unified channel of communication from the village to the State and the national level. The higher bureaucracy is expected to compensate for the inadequacies. Secondly, there is an increasing consciousness among the people of their rights and rising expectations in regard to the benefits and services to be provided by a Government and they look up to the higher bureaucracy to respond

to their needs. Thirdly, with the growing strength and proliferation of technical service, the general administrators cannot operate through issue of fiats. They have to play the role of mediator or negotiator. Inspite of these constraints there is still a great deal of scope for display of initiative and drive by individual officers. On the one hand, Members of the services should set a standard to others in all aspects of administrative processes for others to emulate. On the other, they should be sensitive to the needs and problems of the ordinary people and be as sympathetic and responsive as is permissible within the frame work of rules and regulations.

Apart from the above stated facts lot other things as seen from the available records (which are discussed in depth in section 3.2) are expected from the role players in the top bureaucracy. As per Katz and Kahn\(^1\) (1966) role theory the effectiveness of the organisational roles are much related to the congruence of the expectations of the role senders and the perceived perceptions of the role players and their own ideas about how the role is to be played. However, on bureaucracy, in India, no empirical studies are available to enable us to know whether the perceptions of the role players of Indian Administrative Service tallies with the expectations of the role senders to the role players of the said service. Further, the behavioural orientations of the top bureaucrats, which defines the patterns of their bureaucratic behaviour are also not known on an empirical plane. There is a research gap in this area.

Hence, this present study aims to find out whether the perceptions of the role players of the officers of Indian Administrative service (Working in Tamilnadu) tallies

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with the expectations of the role senders to this service and also to find out the
behavioural orientations of top civil servants of the state of Tamilnadu in India.

1.3 (a) OBJECTIVES OF THE STUDY

The main objectives set forth for this study are listed below:

1. To find out the roles of the Indian Administrative Service (IAS) as perceived
by the Officers belonging to the Indian Administrative Service.

2. To find out the behavioural orientations of the senior civil servants. (Officers
belonging to Indian Administrative Service and also other senior non-Indian
Administrative Service Officers working at the Chief Secretariat of the
Government of Tamilnadu).

3. To find out the differences in the behavioural orientations of the Officers
directly recruited to the Indian Administrative Service and that of the officers
who are later elevated to the Indian Administrative Service.

4. To find out the differences in the behavioural orientation of the officers
belonging to the Indian Administrative Service and that of the other senior
non-Indian Administrative Service civil servants, working at the Secretariat of
the Government of Tamilnadu.

5. To find out the differences in the behavioural orientations of the Indian
Administrative Service Officers on the basis of their work experience.
6. To find out whether the socio-cultural factors have any bearing on the behavioural orientations of the officers belonging to Indian Administrative Service and that of the senior non-Indian Administrative Service officers working at the Secretariat of the Government of Tamilnadu.

7. To find out the most important positive and negative characteristics of Indian Administrative Service as perceived by the members of the Indian Administrative Service.

1.3 (b) HYPOTHESIS FORMULATED FOR TESTING

Hypothesis - I

The following apriori factors shall constitute the roles of Indian Administrative Service.

a) Advising
b) Leadership
c) Controlling
d) Serving public
e) Decision making
f) Maintaining uniformity
g) Protecting/husbanding
h) Projecting elitism
Hypothesis-II

The following apriori factors shall constitute the pre-dominant behavioural orientations of the civil servants.

a) Relationship
b) Task
c) Service
d) Status
e) Power
f) Diplomatic
g) Passive
h) Objective
i) Achievement

Hypothesis III

There will not be any significant differences in the Role perceptions of the directly recruited officers of Indian Administrative Service and rank conferred officers of Indian Administrative Service.

Hypothesis IV

There will not be any significant differences in the behavioural orientations of the directly recruited officers of Indian Administrative Service and the rank conferred officers of Indian Administrative Service.
Hypothesis V

There will not be any significant differences in the behavioural orientation of the officers belonging to the Indian Administrative Service and other senior non-Indian Administrative Service officers working at the Secretariat of the Government of Tamilnadu.

Hypothesis VI

There will not be any significant differences in the behavioural orientation of the civil servants based on their work experience.

Hypothesis VII

There will not be any significant differences in the behavioural orientation of the civil servants based on their socio-cultural factors.

Hypothesis VIII

In the perception of the Officers of Indian Administrative Service there will not be any significant differences as far as the outstanding features of Indian Civil Service and Indian Administrative Service.

1.4 METHODOLOGY

The present study has adopted an approach of combining exploratory, descriptive and causal methodology to meet the objectives. The study pertains only to the State of Tamilnadu in India (Please see appendix IX and X). To find out the role perceptions of the officers belonging to Indian Administrative Service, all officers of Indian Administrative Service working in Tamilnadu State i.e., 307 (as on 01.03.93)
have been covered in this study. To find out the predominant behavioral orientations of the civil servants in the State of Tamilnadu, all the Indian Administrative Service Officers and the senior civil servants however not belonging to Indian Administrative Service cadre but working in Chief Secretariat of the Government of Tamilnadu have been covered. The total No. of non-Indian Administrative Service senior civil servants working in the Chief Secretariat as on 01.03.93 are 274. By senior civil servants it is meant that the administrators who are occupying the positions, designated as Under Secretary, Deputy Secretary, Joint Secretary, Additional Secretary, Secretary and Commissioner and Secretary to Government. The non-Indian Administrative Service senior civil servants at the best can come up to the level of Additional Secretary to Government. The non-Indian Administrative Service senior civil servants would also be working outside the Secretariat, heading various Government departments and Government sponsored institutions. Such of those officers are not included in the study. The rationale for covering only the civil servants working in the Secretariat is that, in the hierarchy of Government Chief Secretariat always occupies a prime position. It is a centre of power and its writ runs throughout the length and breadth of the Government Organisations Operating in different places in the State. Policies and programmes of all the State Government organisations always originate from the Chief Secretariat. It is a centre of conflicts, clashes and cooperation between the Ministers and the civil servants. The Chief Secretariat is always subjected to all kinds of political, economic and social pressures. It resembles a microcosm of the society. The decisions taken by the senior Civil servants working in the secretariat are very much vital for the society and for the well organised socio-economic groups. Hence, it is subjected to all kinds of lobbying by pressure groups. The secretariat is expected
to resolve conflicts among contending interests, and act as shock absorber of conflicting pressures.

The Secretariat functions of different ministries of Administrative Departments, according to Administration Reforms Commission Report\textsuperscript{1} are as follows:

a) Assisting the minister in policy-making and in modifying policies from time to time, as and when necessary;

b) Framing legislation and rules and regulations;

c) Sectoral planning and programme formulations;

d) i) budgeting and control of expenditure in respect of activities of the ministry/department and ii) According or securing administrative and financial approval to operational programmes and plans and their subsequent modifications;

e) Supervision and control over the execution of policies and programmes by the executive departments of semi-autonomous field agencies, and evaluation of the results.

f) Co-ordination and interpretation of policies, assisting other branches of government and maintaining contact with state administrators;

g) Initiating measures to develop greater personnel and organisational competence both in the Ministry/Department and its executive agencies;

h) Assisting the Minister in the discharge of his parliamentary responsibilities.

In the said report\(^1\), the administrative Reforms Commission rightly stated "The secretariat system of work ..... has lent balance, consistency and continuity to the administration, and served as a nucleus for the total machinery of a ministry. It has facilitated inter-ministry co-ordination and accountability to parliament at the ministerial level. As an institutionalised system it is indispensable for the proper functioning of Government.

In the Secretariat a Minister may be incharge of 2 or 3 departments. Directly under the Minister comes the secretary of department. Secretaries may head one or more departments and can be under more than one minister. All matters to the cabinet are routed through him. He is the Chief functionary of his department(s). Joint Secretaries, Deputy Secretaries and under secretaries help the secretary in the discharge of his work. In secretariat taking of decision normally starts at the level of Deputy Secretary.

It is only for these reasons, to find out the behavioural orientations of the senior civil servants, officers working in the secretariat alone have been considered.

The organisational structure of a department in secretariat is given in Chart No. 1.1.

\(^1\) Op. Cit., p.16.
The particulars of the population covered for the two questionnaires and the responses obtained from different categories are shown in Chart 1.2 given below.

**CHART 1.2**

**Population, Sample covered and responses received particulars**

<table>
<thead>
<tr>
<th>Indian Administrative Service Officers</th>
<th>Senior Civil Servants (Non-Indian Administrative Service Officers working in the Chief Secretariat)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population 307</td>
<td>Population 277</td>
</tr>
<tr>
<td>Sample Covered 307 (100%)</td>
<td>Sample Covered 277 (100%)</td>
</tr>
<tr>
<td>Responses received 115</td>
<td>Responses Received 174</td>
</tr>
</tbody>
</table>

The sample distribution is also pictorially shown in Chart 1.3 in page.
SAMPLE DISTRIBUTION

IAS Officers
155

Non IAS Officers
174
A fairly extensive search was made for suitable instruments to measure the role perceptions and behavioural orientations of the civil servants.

Due to non-availability of a suitable, reliable and validated technique to measure the said dimensions of the bureaucrats we have developed two questionnaires, observing all the guidelines for the preparation of the questionnaire given by Marlene E. Henerson1 (1970) et al.

Before preparing the questionnaires the researcher held detailed discussion with 30 administrators, 20 of them belonging to the Indian Administrative Service and the rest playing the senior civil servants role, but however not belonging to the Indian Administrative Service. The discussions centered on the role of Indian Administrative Service in today's socio-economic and political environment and the behavioural orientations that the civil servants should have so that the much talked about concept of responsive administration really becomes a reality. On an average 3 hours were spent with each administrator and the discussions yielded a rich harvest of materials on bureaucratic behaviour. The data thus gathered was subjected to content analysis to ascertain the factors of bureaucratic behaviour. Nine factors were identified as important apriori factors which possibly represents the different roles of bureaucrat and yet another nine apriori factors were identified as contributing to the behavioural orientations of the bureaucrats.

The two questionnaires which were constructed around the appriori factors was given to 15 retired persons (including those who retired as Chief Secretary to

Government) who have put in service ranging from 30 to 35 years in the Indian Administrative Service. After having gone through the questionnaire, 10 of them have made suggestions for improving the focus of certain questions and to rephrase certain questions so that the same could be in tune with the present socio political environment. Accordingly the changes were made.

The questionnaire designed to find out the role perception of officers of Indian Administrative Service (IAS) has 72 variables and the other questionnaire developed to find the behavioural orientation of senior civil servants (officers of Indian Administrative Service and Non-Indian Administrative Service) had 45 variables. The responses of the respondents were classified into four point scale. The weighage given for the four points are as under:

<table>
<thead>
<tr>
<th>Response</th>
<th>Weightage</th>
</tr>
</thead>
<tbody>
<tr>
<td>True</td>
<td>4</td>
</tr>
<tr>
<td>Somewhat true</td>
<td>3</td>
</tr>
<tr>
<td>Not true</td>
<td>2</td>
</tr>
<tr>
<td>I am not sure</td>
<td>1</td>
</tr>
</tbody>
</table>

The above weightages were applied for the positively constructed statements of the two questionnaires. However, appropriate changes has been made for the negatively constructed statements.

The questionnaires developed were on the basis of likert type scales. Each scale consisted of number of items inclusive of several bases relating to the dominant theme of the characteristics of role perceptions and behavioural orientations. These scales were used as dependent variables. The two questionnaires also included a few
questions about the demographic variables such as years of experience in bureaucracy, educational qualifications, religious faith and the communities of the respondents. These were used as independent variables to assess the impact of them on the emerged factors of the study.

The questionnaires were tested for its reliability and validity. The Cronbach’s alpha (Cronback, 1951) coefficient for questionnaire designed to find the role perceptions of the officers of Indian Administrative Service and for the questionnaire designed to find the behavioural orientation of the senior civil servants are found to be 0.9199 and 0.8147 respectively.

The format of the research design is presented in Chart 1.4.

In assessing the role perception of officers of Indian Administrative Service, Officers who are directly recruited by Union Public Service Commission to the Indian Administrative Service and Officers who joined the State Government service and
later elevated to Indian Administrative Service were included (Please Refer Chart 1.5). Likewise for finding out the behavioural orientations of senior civil servants, officers belonging to Indian Administrative Service (working in the State of Tamilnadu) and Senior Non-Indian Administrative Service Officers working in the Secretariat of Government of Tamilnadu were considered (Please Refer Chart 1.6).

While analyzing the behavioural orientations of the civil servants, the differences among the two groups of Indian Administrative Service officers were also separately considered.

**CHART 1.5**

**Split up details of the respondents to the role perceptions questionnaire**

**Officer of Indian Administrative Service**

(N=155)

- Directly recruited Indian Administrative Service Officers (N=126)
- Rank compared Indian Administrative Service Officer (N=29)

**CHART 1.6**

**Split up details of the respondents to the Behavioural orientations Questionnaire**

**Senior Civil Servants**

(N = 329)

- All Officers of Indian Administrative Service working in the State of Tamilnadu (N = 155)
- All Non-Indian Administrative Service senior officers (above the level of under Secretary to the State Government) working the secretariat of Government of Tamilnadu (N = 174)
In finding the role perceptions of the Indian Administrative Service Officers sample size was 155 and raw data was tabulated for each of the 72 variables that are being studied. Likewise in assessing behavioural orientations of senior civil servants the sample size was 329 and the raw data was tabulated for each of the 45 variables.

The data so collected has been subjected to analysis by using appropriate statistical techniques\(^1\) to arrive at inferences and also to test the hypothesis.

1.5 LIMITATIONS

In this study we are trying to find out whether there is any congruence between the self perceptions of officers of Indian Administrative Service about what is expected from them and that of the actual expectations of the role senders to the officers of Indian Administrative Service. The questionnaire that we have framed to find the role perceptions of the bureaucrats were built mainly around the expectations

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1. The data was analysed on the basis of the following statistical tools:
   a. Factor analysis
   b. Inferential analysis
   c. Discriminant function analysis
   d. Regression analysis
   e. Analysis of variance
   f. Content analysis

   a) Factor Analysis
   Applying factor analysis for the study is justified as Lawley and Maxwell (1971) suggests that the factor analysis is appropriate if the same contains atleast 51 more cases than the number of variables under consideration. That is \(N-n-1 \geq 50\), where \(N\) is the sample size and \(n\) is number of variables. In our role perception study \(N = 155\) and \(n = 9\). For the identification of behavioural orientations study \(N = 155\) and \(n = 9\). Hence the use of factor analysis method is justified for this study.

   This method was used with the purpose to reduce the number of variables into few factors so that the role perceptions of IAS Officers and the predominant behavioural orientations of the civil servants are distilled out. Factor analysis deals primarily with (i) correlation matrix between component variables; (ii) extraction of common factors that reflect in the relationships among components and the (iii) the possibility of naming these factors with the help of varimax rotation. In exploring the underlying dimension of the data, factor analysis is proved to be a most effective technique (Jae-onkim and Charles W. Mueller, 1982).
of the role senders to the officers of Indian Administrative Service. It must be remembered that the organisational culture and the socio economic and political influences on the bureaucracy might also have an impact on the administrators which will make them to perceive the need for certain roles to be played. Such of those roles which the administrators might perceive would not get evolved in this study. This is the foremost limitation of this study. Further, the sample taken for our study is only the officers of Indian Administrative Service working in the state of Tamilnadu. Since we have 22 states in our country on the basis of this single study alone we are not in a position to generalise the role perceptions of the officers of Indian Administrative Service. Conducting a study comprising all the officers of Indian Administrative Service in our country is beyond the resources of this academic attempt.

In this study the perceptions and the view of the respondents are obtained through two structured questionnaires. While responding to the statements in these questionnaires different factors from the variables taken in the present study, conventional criteria with cut-off point of eigen values greater than one was taken. The data fed for factor analysis consisted of the data obtained for the whole population on different variables. To retain different factors from the variables taken in the present study, conventional criteria with cut-off point of eigen values greater than one was taken. (Jae - on kim and Charles W. Muller, 'Factor Analysis - Statistical Methods and Practical issues, 1981, The Sage University Paper). These component factor datas were further treated with varimax rotation. This technique is used for its ability to define the cluster more sharply. For interpretation of factors, factor loading greater than 0.35 were considered. (Harman 1976). The factors thus obtained were given suitable names, depending on its features and used as variables for further analysis.

b) Inferential Analysis
The inferential analysis included parametric test like 't' test. 't' was employed to find out significant difference between the means of different groups for all the identified factors obtained with the help of factor analysis technique for total sample. The two criterion groups as shown in chart 1.4 were compared with each other on the factors related to both to the role perceptions and behavioural orientations.
questionnaires the respondents might have an inherent fear that their identity could be traced and hence because of that they would not have answered the questionnaire very frankly and genuinely. This possibility exists even though the questionnaires are administered to the senior and experienced people whom we normally expect to be frank and genuine in their responses. This possibility is looked at as another limitation of this study.

1.6 SIGNIFICANCE

The role effectiveness of the bureaucrats very much depends on the congruity between what is expected from them and that of the self-perceptions of the officers of Indian Administrative Service. Since valid documents are not available on this particular aspect the findings of the study would be making a significant contribution in filling up this gap. If in the study it is seen that the expectations of the role senders and the perception of the role players of Indian Administrative Service are not tallied with one another then the Government could take efforts to bring forth the desired perceptual changes within the bureaucrats so as to effectuate a congruity between the two. Such efforts may also make the Government to have a relook at their
c) Discriminant Function Analysis

Discriminant function analysis was applied to know whether the obtained factors related to role perceptions and behavioural orientations had the capacity to discriminate between criterion groups.

This is a statistical procedure for testing the significance of the overall differences among several group centroids. The SPSS Subprogramme 'Discriminant' performs discriminant analysis either by entering all discriminating variables directly into the analysis or through a variety of stepwise methods selecting 'the best' set of discriminating variables. In this study, Rao's V (1952) criterion was used for controlling the stepwise selection. Discriminant analysis begins with the desire to statistically distinguish between two or more groups of cases. The mathematical objective of discriminant analysis is to weigh and linearly combine the discriminating variables in some fashion so that the groups are forced to be as statistically distinct as possible.
bureaucratic structures and processes. Further this study would help us to identify the predominant behavioural orientations of the civil servants. The literature on leadership styles poignantly points out that the predominant behavioural orientations of the managers working in the companies are 'relationship orientation' and 'task orientation'. This has been proved in various studies. However, these two orientations need not be the same predominant orientations, within the bureaucrats operating in bureaucracy whose environment is entirely different from that of the environment prevailing in commercial organisations. Hence this attempt to identify the civil servants behavioural orientations will make a worthwhile contribution. Once the behavioural orientations of the bureaucrats are empirically found out then on the basis of these orientations the typology of bureaucrats could be attempted and their bureaucratic style could also be assessed. When we are able to do these things the emanating literature would be very much useful in training the bureaucrats to be highly effective in their roles. Since this study also attempts to find out the differences between the

The use of discriminant analysis as a classification technique comes after the initial computation. In discriminant analysis the alternative to the direct method is to use a stepwise selection method. Independent variables are selected for entry into the analysis on the basis of their discriminating power. In many instances, the full set of independent variables contain excess information about the group differences or perhaps some of the variables may not be very useful in discriminating among the groups. By sequentially selecting the 'next best' discriminator at each step, a reduced set of variables will be found which is almost as good as, and sometimes better than, the full set. The stepwise procedure begins by selecting the single best discriminating variables according to a user-determined criterion. A second discrimination variables is selected as the variable best able to improve the value of the discrimination criterion in combination with the first variable. The third and subsequent variable are simply selected according to their ability to contribute to discrimination. At each step, variables already selected are removed if they are found to reduce discrimination when combined with more recently selected variables.

Eventually either all variables will have been selected or it will be found that the remaining variables are no longer able to contribute to further discrimination. When this point is reached, the stepwise procedure results is an optimal set of variables being selected. The result is only optimal (rather than maximal) because not every possible subset is considered. The assumption is that the stepwise procedure is an efficient way of approximately locating the best set of discriminating variables. This stepwise discriminant analysis procedure was employed in the present investigation.
directly recruited Indian Administrative Service officers and the rank conferred Indian Administrative Service officers as far as the role perceptions and behavioural orientations are concerned, the findings could be used to assess the causative reasons for the same and to have a relook at the recruitment policies that are being followed by the Government in recruiting personnel to this most prestigious service in the bureaucracy. Further the findings could also be used in the training programmes that are designed for the civil servants, to inculcate more desirable orientations to enable them to play the required roles effectively. Since this study also attempts to find out the perceptions of the officers of Indian Administration service about the positive and negative traits of the said service, the findings can also be used by the Government to motivate the civil servants to increase their performance standards by taking efforts

The said analysis was done for the role perceptions for the two IAS groups (i.e., directly recruited IAS and rank conferred IAS Officers). The same analysis was done for the behavioural orientations for the groups of IAS Officers and non-IAS officers and for the groups of the rank conferred IAS and directly recruited IAS Officers. This procedure was used to see which of these variables contributed maximacally towards the difference between criterion groups.

d) Regression Analysis
In the corelation matrix it is seen that behavioural orientaitons of the IAS Officers seems to have significant relationship with their perceived roles. Hence an attempt is made to predict the extent of significance of each behavioural factors on the different roles perceived by the directly recruited IAS Officers and rank conferred IAS Officers. The stepwise regression analysis was applied having the behavioural orientations as an independent variable and each one of the perceived role as dependent variable. The stepwise (multi-linear) regression equation is given by

\[ Y = a + b_1x_1 + b_2x_2 + b_3x_3 + \ldots + b_nx_n \]

Where
- \( Y \) = Dependent variables (role perceptions)
- \( x_1, x_2, x_3, \ldots, x_n \) = Independent variables (Behavioural orientations)
- \( a, b_1, b_2, b_3, \ldots, b_n \) = Arbitrary constants

e) Analysis of Variance
The analysis of variance is used to test the significance of difference between means of number of different samples. Null hypothesis IIV & VIII are formulated on the basis that the samples are drawn from the population having the same means. Using this technique an attempt is made to find out whether demographic variables of the respondents has got any significant impact on the respondent's behavioural orientations.
to reducing the negative traits and increasing the positive traits of the Indian Administrative Service.

1.7 CONCLUSION

The National Leaders as well as official documents do claim that the officers of Indian Administrative Service are expected to fulfil varied responsibilities and to be accountable for the realisation of different kinds of objectives. Unfortunately we do not have a single document which spells out what is expected from the Indian Administrative Service. Hence in this study an attempt is made to find out the perceptions of the officers of Indian Administrative Service as what are expected from them and also to find out the predominant behavioural orientations that may be present within the senior bureaucrats and which have a relatedness with the various roles that they play in the bureaucratic set ups. Since the Indian Administrative Service is an outcome of the erstwhile Indian Civil Service, attempt is also made to find out the similarities and the differences in the salient features of these services.

This is a time bound academic attempt, the population is restricted only to the state of Tamilnadu in India. This study has used a combination of exploratory descriptive and causal methodologies for research and appropriate statistical techniques are used, to cull out relevant information from the host of data that were collected for this study.

f) Content Analysis
This technique was applied and frequencies and percentages are calculated to highlight the differences in the characteristic traits of Indian Civil Service and Indian Administrative Service. Further the same research technique is applied to find out, the ranking of the positive and negative features of the IAS as perceived by the officers belonging to the IAS.