CHAPTER - II

REVIEW OF RELATED LITERATURE

2.1 ON INDIAN CIVIL SERVICE

An Administrative Institution that has received a much wider and a deeper attention at the hands of historians, Civil servants and political scientists is the Indian Civil Service.

Melley’s (1965)\(^1\) work is a historical account of the development of the Indian Civil Service during 1601-1930. It has touched almost all the aspects relating to selection, training and attempts and effects of Indianization of the Civil services. Blunt (1937)\(^2\) Evan Maconochie (1926)\(^3\) and Kincaid (1934)\(^4\) who contributed to the study of Indian Civil Service were all ex-civil servants. Their attempt has been to describe the stresses and strains, joys and sorrows the aura of authority surrounding the civil servants of the British Government of India and also to depict the prevailing social conditions of India of that period. The two works in the field, which are regarded as classics are by Philip Woodruff (1954)\(^5\). In there works, he has made use of the historical method to analyse the nature, the qualities and the character of the

men, who ruled India under the Moguls (1600-1751), during the Revolution (1751-1798), the period of Golden Age (1798-1858) and finally the period of British Crown in India (1858-1909). The author has in these volumes traced, the story of the administrators of the British Crown against a background of political change and of growing complexity in the business of Governing in the following words: "A cast of Guardians who had been amateur despots expert in nothing or everything, answerable in practice mainly to themselves, foreign to the country they ruled--transformed themselves into a modern civil service indigenous and answerable to a legislature. While they did this, they used to carry on a surreptitious, intermittent and undeclared civil war with the people to whom they were handing over power and whom they were supposed to be training for responsibility. At the same time they could never lose sight of their first main task which was to preserve order, to keep chaos at bay".

Kunzru (1917)\(^1\), Dwarkadas (1958)\(^2\), Roy (1958)\(^3\), Srivastava (1965)\(^4\), Sinha (1957)\(^5\), Panikkar (1955)\(^6\), Thakur (1963)\(^7\) are some other Indian authors who have made attempts to analyse the role, the structure, the recruitment and

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training of the Indian Civil Service in India. Panjabi's (1965) work is the First collection of memories of 20 members of the Indian Civil Service, which depicts the various kinds of experiences that the Indian members of the Indian Civil Service had to encounter during their career. Banarjee's (1970) work is an account of the experiences of an Indian Civil Servant who served both the British Government and the Government of Independent India and has very aptly brought out the differences in the approach and attitude of the officials during the times of the British and after independence. He has also dealt with the interaction of politics and bureaucracy after independence. Coen's (1971) efforts through historical and analytical method to trace the origin and growth of a select band of specialised body of about 150 British Officers during 1738-1947, who were responsible to safeguard the British interests in the Indian states, is a very good study. It is indeed a penetrating analysis of the system of 'Indirect rule' in India through the historical analysis of the structure, role and the background of the members of this band of officials.

2.2 ON INDIAN ADMINISTRATIVE SERVICE

A voluminous study undertaken by Ralph Braibanti (1966) and his associates had clearly shown that the British values still continued to set the tone of bureaucracy in India and there had been no radical departure in their behaviour from the pre-independence norms.

The Indian Bureaucracy of today, with its British Colonial Heritage is even though theoretically based on weberian model, in practice, it is far from it. This has been proved by certain empirical studies. Pai Panandikar and Kshirsagar (1971)\(^1\) observes that 'The generalised hypothesis that, the civil service in India is highly bureaucratic is not entirely borne out'. They found that decision making in Government is still not based on 'Objectivity' or 'efficiency considerations'.

Their study further showed that bureaucracy has only 'arrived' more 'structurally' than 'behaviour wise and that there was only "a moderate correlation between structural and behavioural dimensions of bureaucracy implying that the latter is only party generated by the former''.

Some writers have attempted to point out the behavioural traits among the bureaucrats in India. For instance, Nigam (1963)\(^2\) mentions the existence of the following traits :

(i) Feeling of contempt towards amateurs (ii) tendency to do things in a routine manner even under the changed times and circumstances, (iii) tendency to attach more importance to rules or methods than to the goals in view and (iv) tendency to consider itself as a separate caste. Shaleroo (1966)\(^3\) mentions that the bureaucratic behaviour in India is characterised by : (i) an impersonal way of operation, rigidly

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adhering to formal rules, precedents and procedures (ii) pervasive sense of insecurity and frustration among the officials (iii) barriers of communication between the higher and lower bureaucracy and (iv) lack of initiative and of an urge for innovation and challenge.

Pai Panandikar (1973)\(^1\) observes that the focus of the studies on bureaucracy and bureaucratic behaviour in India was "More on the background and outlook of the civil servants, and in their motivations, beliefs, attitudes and values which have significant bearing on their work performance".

Some studies of the family and social background of civil servants have thrown light on certain aspects which shapes their views and attitudes or their style of functioning. Mathur (1983)\(^2\) has rightly mentioned that 'Administrators perceive reality on the basis of their socializing experiences. Much of what they see depends on how they see, which, in turn, depends on their social, economic origins'.

Richard Taub (1965)\(^3\) in an attitudinal study of a small group of administrators working in Bhubaneswar, the state capital of Orissa, found that Indian Administrative Service Officers come from that sector of society which would be most likely to produce offsprings who could pass the particular competitive examination;

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that is, the wealthy, urban and educated classes. Bhambri (1973)\(^1\) points out the 'elitist character' of the Indian Administrative Service on the basis of the findings of some studies on Indian Administrative Service Officers. He found that the majority of the candidates selected for the Indian Administrative Service belonged to the upper-middle class facilities, were educated in institutions where the medium of education was English, and in the universities which were situated in metropolitan cities. How this elitist character of the officials effect their style of functioning is explained by Kelsall (1955)\(^2\) as 'lack of touch with the problems of the working class and the sense of superiority towards them possibly emanate from the middle class background of the bureaucrats''

In his 'Bureaucrats under Stress' Richard Taub states how the typically Indian components like 'the tendency for any group of people to divide into smaller groups on the basis of particularistic ties, heightening a lack of trust and reluctance to delegate authority, a tendency encouraged by the ideology of the caste system, to think of human relations in hierarchical terms and traditions of deference toward authority. etc., caused a particular pattern of behaviour among the bureaucrats."

In a survey of Block Development Officers in Rajasthan and Uttar Pradesh, Kuldeep Mathur (1972)\(^3\) found a clear linkage between administrative culture and social environment. Mathur noticed that even though the need to fulfil development

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programmes was most urgent, much of the bureaucratic pursuit was directed towards activities other than the achievement of development goals.

Interaction between the politician and bureaucracy in India during the last four decades has generated many tensions and conflicts, and a plethora of studies have emerged, based on different perspectives and concrete experiences.

A few well known civil servants like Bonarjee (1970)\(^1\) and Mangat Rai (1973)\(^2\) have critically examined the relationship between political actors and functioning administrators, and generally these authors have attributed the deteriorating standards of bureaucratic performance to political interference and personalism and pressures of political leaders. The main thrust of these writings are that politicians in India are not wedded to norms of legality, sanctity of procedures and rules. These studies by the experienced bureaucrats are relevant because they reflect the conflicts of values, roles, aspirations and personality backgrounds.

The studies of Bhambri (1967)\(^3\), Chaturvedi (1964)\(^4\) Gaikwad (1969)\(^5\)

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1. Banarjee, N.B., Ibid.
Kothari and Roy (1969)\(^1\), Mehta (1966)\(^2\), Naruala (1969)\(^3\), Puranik (1974)\(^4\), clearly brought forth the relationship between officials and political leaders. Kuldeep Mathur (1970)\(^5\) throws light on the various patterns of interactions of politics and bureaucracy on the perceptions and attitudes on the officials working at different levels of administration and on the morale of employees at every level of administration.

A study by Pai Panandikar and Kshirsagar (1978)\(^6\) has revealed that existence of some interesting pattern of relationship between the bureaucracy and development administration in India. The authors observed that the bureaucracy involved in the tasks of agricultural development at the field level necessitating mass participation tended to be less rigid and behaviourally more flexible than the headquarter bureaucracy, while the bureaucracy in a regulatory and non-developmental agency tended to be more rigid and behaviourally less flexible.


The importance of the lower level functionaries in building up administrative structure and ethos has been pointed out by Haragopal and Murli Monhar (1976)\(^1\). Singhi (1973)\(^2\) points out how the prevailing bureaucratic system puts a greater strain on the satisfaction of the middle and lower ranks of bureaucrats although it is favourable to the upper bureaucrats. The need for bureaucrats to keep in touch with the larger public was emphasised by Aiyar (1971)\(^3\). He observed ‘There is, on the one hand, the little world of his choice with files and rules and routine jobs to carry out while he must adhere, as far as humanly possible to the ideals of justice and impartiality. On the other hand, is the under world of men and women and their manifold problems their growing aspirations and demands. With this outer world, he must be in continuous touch, if he is not to become submerged by the organisation in which he works’.

The studies of Wright (1958)\(^4\), Barnabas and Jagannadhan (1968)\(^5\),

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Barnabas (1969)\textsuperscript{1}, Jagannadhan and Bakshi (1970)\textsuperscript{2} throw valuable insight on the aspects of bureaucratic-client relationships.

In a study of community development in Rajasthan, Chaturvedi (1977)\textsuperscript{3} has examined the interaction between bureaucracy and the local community in the task of rural development within the framework of Panchyati Raj. He came to the conclusion that the existing bureaucratic organisation developed for the maintenance of law and order and collection of revenue was inadequate for carrying out the tasks of developmental change. Thus he argues, that there is a necessity of restructuring the bureaucratic organisation on the one hand and a radical change in the orientations, attitudes and behavioural patterns of the bureaucrats on the other for the transformation of the rural society steeped in ignorance and lacking in resources.

On the value system of the bureaucracy, Singhi (1974)\textsuperscript{4} has found that 'there is dissonance between the defined goals and rational norms of bureaucracy and the value-orientation of the bureaucrats'. He also found a lack of compatibility between the goals of socialism, democracy and rationalism on the one hand and the values of bureaucrats on the other. Further he found that the structure of bureaucracy in India tends to have greater caste-like structure and the higher bureaucracy has exaggerated sense of status consciousness in the Indian society. According to him this

\begin{enumerate}
  \item Barnabas, A.P., 1969. 'Citizens grievances and Administration, Indian Institute of Public Administration, New Delhi.
  \item Jagannadhan, J., and Bakshi, N.S., 1972. 'Citizen and the Municipal Bureaucracy, Indian Institute of Public Administration, New Delhi.
\end{enumerate}
status consciousness becomes part of the personality of the bureaucrats which is reflected in their actual behaviour. Hence he concluded that as the present bureaucratic system weighed heavily in favour of routine administrative tasks and concentrated authority and decision making in the hands of elite class which tended to be power oriented, it was unsuitable for the achievement of the goals of national development.

The impact of cultural environment and the prevalent value systems in a society on the bureaucratic behaviour has been the subject of another important study by Stably Higginbotham (1975)\(^1\). He discusses bureaucracy and bureaucratic behaviour in a setting characterised by conflicting and changing cultural patterns. He has found out strangely that the pre-Independence British Administration Rules, regulations, procedures, control mechanisms and basic management practices have remained essentially unchanged even after independence.

In yet another study Bansal (1974)\(^2\) has made an empirical examination of the capacity of the civil services in India to respond to change. Her principal concern was to investigate whether the Indian Administrative Service alleged to be embedded in the traditions of the Indian Civil Service accepts, rejects or is indifferent to change, if it accepts the change, whether the change is merely tolerable or is it one about which the Indian Administrative Service is enthusiastic. Her findings showed that the Indian Administrative Service is indifferent to change.

The above brief review of some of the existing literature of Indian bureaucracy has invariably emphasized the fact that the effectiveness of the bureaucracy as an instrument of socio-economic development is very much dependent upon its cultural and value orientations, i.e., its systems of value, belief and work-ways.

2.3 ROLE PERCEPTIONS AND BEHAVIOURAL ORIENTATION OF BUREAUCRATS

To zero-in on the role perceptions and behavioural orientations of bureaucrats a computer on-line search was also made through an agency known as Dialog\(^1\) based in California, U.S.A. The findings of such an on-line search are discussed in this section.

Among 150 research reports that has been received through such a search only 40 researches found to revolve around the concept of bureaucratic behaviour and bureaucratic attitudes. In the following paras a brief survey of some of those important researches are given.

While studying the role perception of the probation officers Richard (1984)\(^2\) has found that the probation officers perceive themselves more as judicial servants caught in a civil service malice than as professionals. Gerhardt (1975)\(^3\) has found

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1. Dialog 3460, Hillview Avenue, Palo Alto CA 94304, U.S.A.
that welfare bureaucrats in bureaucratic setting are found to reduce formally stated role schemes in order to cope with the system requirements.

In a study about the Nigerian Bureaucrats, Silvester Obi (1992)\(^1\) has found that the environment within which bureaucrats function have a great impact on their administrative patterns and behaviours in public institutions. As far as bureaucratic behaviours of the bureaucrats his research shows that there is no significant relationship between gender and particularistic behaviour. The same is also found true of marital status, level of education, seniority and urban-rural background. His study has further pointed out that the social expectations of preferential treatment from bureaucrats play a crucial role in shaping the latters bureaucratic behaviour toward the clients.

Bureaucratic behaviour was found by John (1992)\(^2\) as a product of the resources context within which bureaucrats act.

Civil servants found to agree the need of themselves being role model for their subordinates as far as ethical behaviour is concerned was the finding of Elzuberi (1992)\(^3\).

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The findings of David (1991) reveals that in Government organisations where expertise is highly developed and political conflict in the organisational environment is low, civil servants believe, they play a major policy making role. Relations with political appointees are generally cordial and satisfaction with Government service is relatively high. Conversely, in organisations where expertise is less developed and conflict is high, top bureaucrats believe that political appointees exercise a great deal of influence and the career staff do not. Relations between political and civil servants are strained and senior executives are highly dissatisfied with Government service.

Bureaucrats ranging from middle level administrators to secretaries of state are generally the Government formulators of policy and its advocates was the assertion made by Luz (1991)².

Paul (1990)³ states that public administration face a growing need of all round managers instead of traditional specialised civil servants. He contends that these new managers have to perform an integrator role. The tasks that together make up the integrated role were found by him as motivating, conciliating, coordinating, coaching, evaluating and acting as personal authority.


Paul (1989)\(^1\) points out in Anglophone Cameroon the civil servants play a major role in fostering the economic, social, cultural and political development of post independent Cameroon. His study also says that the civil service was instrumental in the integration of the French and British colonial heritages in Cameroon. Ministers are more accountable to parliament for their role responsibilities, while the civil servants, are more accountable to their superiors in the administrative hierarchy was the finding of Robert (1987)\(^2\).

Anis Saker (1987)\(^3\) has found that the social expectations of preferential treatment from the civil servants played a very crucial role in shaping the latters particularistic pattern toward clients. The social pressure, sanctions and rewards, mechanisms are used so as to bring about conformity with the expectations of the clients and the groups to which they belong. In other words, particularism in bureaucratic behaviour is found to be affected by and related to the social expectations and the social mechanisms enforcing them.

The Chinese bureaucrats was found to enjoy a greater degree of organisational independence than has been assumed by observers was the finding of Stephen (1986)\(^4\).

Bureaucrats taking cues from the organisational situation to improvise the role which 'Made sense' was found out by Ann (1984)\textsuperscript{1}.

Patrick (1982)\textsuperscript{2} found out that the predominant public expectations, from the basis of the bureaucrat's role responsibility.

The finding that bureaucrats are only faintly aware of their policy making role and highly resistance to external efforts to control their behaviour has emerged in the study of Emily (1981)\textsuperscript{3}. Her study has found out they are so, however, not because of defects in their democratic values but because their work lives are not conducive to putting these values into practice and because norms are subtly redefined so that resistance is brought into congruence with democratic beliefs. Her further analysis of bureaucratic attitudes reveals 'Perceptual filters' through which bureaucrats see efforts to control their behaviour. These filters cause bureaucrats to perceive control 'that threatens their core identity' as worthy of vigorous resistance.

Allem's (1980)\textsuperscript{4} research about legislators, bureaucrats and judges in U.S. States that bureaucrats 'apply their own standards' to decisions. The bureaucrats were also found significantly more negative about the public than the legislators and judges.

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The study has also found out that they are less sensitive as a group, to public stances and public mood than the legislators.

Bijan (1980)\(^1\) study on civil service of Iran shows that the performance of Civil servants in large measure determines the success of Government action for education, social and economic development.

In the on-line search, the literature-on ‘attitudes’ or ‘orientations’ of bureaucrats are also found to be scanty.

Sethi Meera (1990)\(^2\) in her attitudinal analysis of American and Indian Civil Service Employees towards reform and change has found that on some issues, employee’s attitudes toward management and bureaucratic change were similar and on others the two populations were significantly different. Another interesting finding of her study is that the senior administrators in the Indian Bureaucracy are not interested in spear heading change.

Suraparg’s (1986)\(^3\) study shows that the military and Civil service officers in Thailand hold similar attitudes toward politics and that their attitudes are predominantly negative. This study further asserts that their attitudes toward politics vary among civil servants depending upon the time in which the officials were in Government service.

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Power hungry civil servants constantly seeking to carve out policy empires so that they can rule at their discretion was the finding of Mathew (1985)\(^1\).

Islamic religion as a cultural factor was found to be significantly related to the Sudanish Civil Servant's attitudes and feelings of job satisfaction was the finding of El-Tag (1985)\(^2\).

Bushara's (1983)\(^3\) study about the civil service in Sudan, has found that the senior administrators are conservative in their attitudes towards change.

The study of Lewis (1982)\(^4\) proved that the civil service roles in democratic environment are complex webs of responses to social and economic forces, reactions to changing political values and intellectual trends and initiatives by interested groups. More important finding of this study is that by stressing political responsiveness, the independence and initiative of the senior civil servants may get compromised. Further their emphasis on external control and economic incentives were found to have a negative impact on both performance and public service attitudes.

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The study on the Administrative attitudes of the public officials in Thailand by Chakraband (1978)\(^1\) shows that the factors such as age, length in service, education and inter generational, occupational mobility has got a significant effect on their administrative attitudes. It was found that the civil servants who show their preference for favourism and nepotism, unegalitarianism, deference to authority and resistance to change are regarded as having traditional administrative attitudes, while those who had the opposite sets are classified as having modern administrative values.

In another study by Supin (1984)\(^2\) it was found that on the average, Thai Policy administrators are by and large characterised by attitudes and orientations favourable to the fulfilment of their assigned duties.

Shake (1985)\(^3\) has theorised that professional-bureaucratic role conceptions of nurses and their perceptions of the discrepancy between ideal and actual values would influence the manner in which they practised and operationalised their professional values including moral behaviour.

Mark and Paul (1983)\(^4\) has found that mean levels of bureaucratic rule orientations, career involvement and organisational commitment varied by

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occupational category and career stage level. Midcareer problems were more pronounced among science and technology specialists regarding organisational commitment, bureaucratic role orientation and career involvement. It was found out that administrators experienced difficulty primarily in terms of career involvement alone.

Ted (1984) has challenged the dominant western moral orientation of individualism that leaves organisations morally unaccountable. He has built his argument by exploring G. Mead's (1934, 1964) conceptualisation of the social mind and its unique process of reflectivity. How organisations constrain human thinking and how individuals as reflective agents, devise means to protect themselves are discussed by him. The bureaucratic process is reviewed in terms of sustaining the authority system, secrecy systems and discretion. The author based his position on the idea that a dialectical tension exists between individual and organisations, one that is not artificial or reducible.

Michael (1986) proposed the need for proactive, rather than reactive, approach in personal administration, which involves a help-giving attitude rather than a bureaucratic style of management. To improve the work environment, it was recommended that the administrator must be responsive to, not responsible for, the staff and must be good two-way communicator.

2. Bina Michael, 1986. 'In the study titled as 'Proactive Personal Administration' : A model for administration as a helping profession,' Journal of visual impairment and Blindness, Vol.80(2), pp.565-569.
Allocorn (1985)\(^1\) has constructed a model to explain how roles are used to control work and anxiety in a bureaucratic context. His study has also suggested that 'roles' should be used as a vehicle to clarify expectations and individual needs that emerge in the discomfort and anxiety over uncertainty rather than as a way to suppress and deny legitimate feelings that are expressed in convert role performances.

Estela (1990)\(^2\) has found out that the perpetual congruence between presidents and their campus leaders appears to be mediated by the bureaucratic frames.

Kathy and Claude (1991)\(^3\) has found that gender biases in the structure of the organisational hierarchy generate gender-biased attitudes. They also found out that the motivation of women to get promoted was greatly affected by the number of women in top positions and that while men preferred male immediate supervisors, women exhibited no such preference.

Samuel (1990)\(^4\) examined the relationship of five sets of work process variables (bureaucratic job structuring, person-job integration, participation in decision making, social integration and organisational career development) to role conflict and


role overload. His findings showed that the managerial strategies appropriate for minimising role overload and that in the context of public sector employment some work process predictors of Role conflict and role overload may be similar across professions. In contrast with some assumptions of job design theory, findings indicate that for public sector professionals, managerial strategies that reflect professional ethos, particularly autonomy, may not reduce role conflict and role overload.

Reginald and Roy (1990)\textsuperscript{1} has found out that the best predictors of performance were leader behaviours related to communication, development of the clinician's skills and decision participation. They also found out that the supervisors emphasis on 'bureaucratic' behaviours rather than on communication behaviours, may be indicative of the tension between organisational and staff goals.

Kumari and Dwivedi (1988)\textsuperscript{2} has found out that the organisational climate was a significant predictor of acceptance of change.

Gloria (1988)\textsuperscript{3} has found out that the most important role model characteristic was clinical performance and role perception orientations of nurses were overwhelmingly professional prior to graduation but become more bureaucratic after exposure to work related models.

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Alan (1986)\(^1\) found out that while administrators used more mechanistic approaches, academic chairpersons used a more consultative leadership styles.

### 2.4 CONCLUSION

The literature available about the Indian Civil Service speaks about all the aspects relating to selection, training and effects of Indianisation of the Civil Service. The stress, strains, joys and sorrows, the aura of authority concerning the civil servants are also brought out very clearly. It is seen from the literature that the basic objective of the Indian Civil Service was to preserve order and to keep chaos at bay.

After independence many studies conducted about the nature and the behavioural patterns of Indian Administrative Service has brought out that British values still continue to set the tone of bureaucracy and that there had been no radical departure in their behaviour from pre-independence norms. Many studies have proved that the maintenance of law and order and collection of revenue was still found to be important job responsibilities by the bureaucrats even after independence. Further certain studies has shown that this service was found not to respond to changes that has been taking place in the socio-economic environment. The studies about the rationality of the bureaucrats revealed that their decision making was found not based on 'objectivity' or 'efficiency considerations'. The tendency to do things in a routine manner even under changed times and circumstances was also established empirically. The civil servants backgrounds, their motivation, beliefs, attitudes and values were found to have a significant barring on the work experience. The studies

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also revealed that the officers belonging to Indian Administrative Service were still having an elitist character and the people who got selected to this service were found to belong to middle class families and were educated in the institutions where the medium of instructions was English and because of this kind of background these officers were found to have alienated from the commoners.

When the concept of development administration has become popular in our country during the beginning of Eighties, the researches conducted during that period has found out that the bureaucrats do not have the development orientation and that their bureaucratic behaviour was found to be not conducive for the success of the developmental schemes and programmes. Even in the development oriented programmes the bureaucrats were found to have more task orientation than that of relationship orientation. When the bureaucracy operating at grass root level was compared with the bureaucracy of the Headquarters it was seen that the latter was more regulatory and not developmental compared to the former. Further higher bureaucracy were fond to have status consciousness and more tended to be power oriented and hence was unsuitable for the achievement of the developmental goals.

Many studies have proved the lack of comparability between the goals of socialism, democracy and rationalism on the one hand and the values of the bureaucrats on the other. The impact of cultural environment and the prevalent value system of the society on the behaviour of the bureaucrats has also been analysed by very many authors.
There are studies which indicates that the bureaucratic behaviour is mainly influenced by the social and cultural norms. It was also proved that senior Indian bureaucrats are not interested in spear heading change.

The literature available in Indian on the role perceptions and the behavioural orientations of the bureaucrats are very scanty and hence a on line computer search though an agency known as Dialogue based at California, USA was made. Through such search even through more than hundred and fifty research reports were obtained only 40 were found to revolve around the concept of role perception and behavioural orientations of bureaucrats working in Government department.

The studies conducted in various countries has shown that there is no significant relationship between the gender and the particularistic behaviour of the bureaucrats. The same is also found true of Marital status, level of education, seniority and urban-rural background. It was also seen that the bureaucratic behaviour is found to be a product of the resources context within which bureaucrats act. Civil servants were also found to agree with the need of themselves being the role model for their subordinates as far as ethical behaviour was concerned. Some studies have found out that the senior civil servants are highly dissatisfied with the Government service. Further, it is seen that the bureaucrats irrespective of their level in the Government generally found to think that they are the formulators of the policy in Government. Certain studies has shown that the civil servants in the Government think of themselves as more accountable to their superiors than that of the people at large. At the same time empirical findings are also available which shows that the predominant public expectations form the basis of the bureaucrats role responsibility. Bureaucrats were found to vigorously resist any attempt to control their behaviour, specifically when they perceive such attempts, threatens their core identity. Studies regarding
bureaucrats attitudes towards politics has shown that they are predominantly negative. In certain cultures it was seen that power hungry civil servants were constantly seeking to carve out policy empires that they can rule at their discretion.

The review of the literature available in India and the literature that has been obtained through on line research has shown that sufficient attention has not been given to the aspects of the role perceptions and the behavioural orientations of bureaucrats.

Is there a congruence between the expectations of the role senders to the bureaucrats and the self-perception of the bureaucrats about their roles? What are the predominant behavioural orientations o the bureaucrats? Is there a correlation between their behavioural orientation and their role perceptions? These are certain important questions which remains to be answered and hence are taken as objectives for this present study.