CHAPTER - III

ROLE PERCEPTIONS OF INDIAN ADMINISTRATIVE SERVICE OFFICERS

3.1 INTRODUCTION

Henry Mintzberg’s (1970) research on the nature of Managerial work has resulted in the identification of ten roles. He has found that all the managerial activities involve one or more of three basic behaviours. They are Interpersonal contact, the processing of information, and the making of decisions. As a result, the ten identified roles are divided into three corresponding groups. There roles labelled as figure-head, liason and leader-deal with behaviour that is essentially interpersonal in nature. Three others - Nerve - Centre, Disseminator and spokesman - deal with information processing activities performed by the Manager. And the remaining four - entrepreneur, disturbance handler, resource allocator and negotiator - cover the decision making activities of the manager.

Another important study on roles has been made by Benne and Sheats (1948) in which they listed 27 different roles. These various roles are classified into three general groups known as Group task roles, Group building and maintenance roles and individual roles. These roles are given in table 3.1. According to Sue R.

Faerman et al. (1987) Competing values framework of leadership behaviour, managers in response to the expectation of others play eight roles. They are Mentor role (Showing considerations), Group facilitator role (facilitating interaction), Internal monitor role (monitoring compliance), coordinator role (maintaining structure), Director role (providing structure), producer role (initiating action) Broker role (acquiring resources) and innovator role (envisioning change).

Mintzberg's study was the outcome of his structural observation of five chief executives of five medium to large organisations, all of them falling in the private (or commercial) sector. Mintz Berg has stated that the owners of the companies, Government employee groups, general public and the policy markers in the organisations are the role senders for the managers. In this study he has also mentioned that the ten roles identified by him are also the roles played by the managers towards the fulfilment of expectations of their role senders.

However in bureaucracy, for the bureaucrats the role senders are mainly the political executives and the general public. The type of roles that are being played by the officers of Indian Administrative Service need not be the same as the roles played by the managers in the commercial organisations. The environment in which the bureaucrats are working and the type of job that they are doing in the bureaucracy and the objectives that has been set forth for the bureaucrats in the bureaucracy are definitely different from that of the managers working in the commercial organisations.

Hence the roles played by the bureaucrats need not be the same roles as identified either by Mintz Berg or Benne and Sheats.

### TABLE 3.1

**BENNE AND SHEATS CLASSIFICATION OF ROLES**

#### A. Group Task Roles

1. Initiator-contributor
2. Information seeker
3. Opinion seeker
4. Information giver
5. Opinion giver
6. Elaborator
7. Coordinator
8. Orientor
9. Evaluator-critic
10. Energizer
11. Procedural technician
12. Recorder

#### B. Group Building and Maintenance Roles

1. Encourager
2. Harmonizer
3. Compromiser
4. Gatekeeper and expediter
5. Standard setter or ego ideal
6. Group-observer and commentator
7. Follower

#### C. Individual Roles

1. Aggressor
2. Blocker
3. Recognition seeker
4. Self-confessor
5. Playboy
6. Dominator
7. Help seeker
8. Special interest pleader
3.2 ROLE PERCEPTION - CONCEPTUAL DISCUSSION

When a person becomes a member of an organisation, he fulfills certain obligations to the organisation and the organisation gives him a defined place. These are mutual. The first can be called the ROLE and the second the POSITION or an OFFICE. ‘role’ can be defined as the position one occupies in a system, as defined by the functions, he performs in response to the expectations of the significant members of the said system and his own expectations from that position or office.

‘Roles’ and ‘Positions’ are two sides of the same coin. These however are two separate concepts. According to Katz and Kahn (1966)1. "Office is essentially a relational concept, defining each position in terms of its relationship to others and to a system as a whole. Associated with each office is a set of activities or expected behaviours. These activities constitute the role to be performed at least approximately, by any person who occupies that office".

According to them, while office is a relational and power-related concept, ‘role’ is an obligational concept. Office is concerned with the position and privileges, while role is concerned with obligations of the position.

To follow the accepted terminology suggested by Katz and Kahn the significant role occupants having expectations from a role can be called as ‘role senders’. They send expectations to the role. The role occupant also has expectations from his role and in that sense that role occupant is also one role sender. The role does not get

defined without the expectations of the role senders including the role occupant. The concept of role is key to the integration of the individual with the organisation. The individual and the organisation come together through the role. As schematically shown below, the organisation has its own structure and goals. Similarly the individual has his personality and needs. These interact and hopefully get integrated to some extent in the role.

\[ \text{Organisation} \rightarrow \text{Structure} \rightarrow \text{Goals} \rightarrow \text{Role} \]

\[ \text{Individual} \rightarrow \text{Personality} \rightarrow \text{Needs} \rightarrow \text{Role} \]

It is only through the role that the individual and the organisation interact with each other. This is the overlapping region. This is shown in the following diagram.

\[ \text{Individual} \quad \text{Role} \quad \text{Organisation} \]

Katz and Kahn have proposed the concept of ‘role episode’ to explain the process of ‘role taking’. Role taking involves both role sending (by other significant members of the system) and role receiving (by the role occupant). The role occupant and the role senders constantly interact and the process of role sending and role receiving influence the role behaviour of the individual. The role senders have expectations on the basis of their perceptions of what is required from a role occupant. The role occupant acts on the basis of his perception of the role being sent to him. However, his role behaviour influences the expectations of the role senders.
Thus role episode has a feedback loop. Katz and Kahn have elaborated this concept to include interaction between role senders and the role occupants, as well as interpersonal and personality factors. Their model in a more simplified form is shown below:

**SIMPLIFIED VERSION OF KATZ AND KAHN MODEL OF ROLE EPISODE**

<table>
<thead>
<tr>
<th>ROLE SENDERS</th>
<th>FOCAL PERSON</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Expectations</strong></td>
<td><strong>Sent Role</strong></td>
</tr>
<tr>
<td>Perceptions of what the role occupant should do</td>
<td>Information attempts at influence</td>
</tr>
</tbody>
</table>

Based on the said Katz and Kahn model of role episode, this research study attempts to find the role perceptions (received role) of the top bureaucrats working in the state of Tamilnadu. This study limits itself only to know the differences between the sent role and the perceived role of the said Top bureaucrats.

The causative factors for any likely differences between them (i.e., the sent role and the received roles) are beyond the scope of this study.

It is surprising to note that the Government of India has not issued any formal Government order stipulating the objectives or the role expectations of the Indian
Administrative Service. Vallabhai Patel (1949)\(^1\) in defence of All India Service has stated that "this constitution is to be worked by a ring of service which will keep the country intact. There are many impediments in this constitution which will hamper us, inspite of that, we have in our collective wisdom come to a decision that we shall have this model wherein the ring of service will be such that, it will keep the country under control".

Sardar Vallabhai Patel (1946)\(^2\) has placed certain points in defence of service so as to make the then premiers to agree for the continuence of this service. They are:

- It will bring about a minimum and uniform standard of administration throughout the country.
- It will emphasis the unity of India and help in national integration.
- It will bring central administration close to the realities of the people and
- It will provide just action and independent advice, because of recruitment and control on all India basis.

Our past and present National Leaders in various forums have stated their expectations from the Indian Administrative Services. They are briefly dealt with in the following paragraphs.

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2. Vallabhai Patel, 1946. Former Home Minister in an address to the premiers of then provinces in India. Quoted in 'Selected Readings in Administration, Lal Bahadur Sashtry National Academy of Administration, Mussoorie, P.5.
According to Govind Ballabha Pant, the civil services have got the onerous responsibility of translating policies formulated to the creation of a welfare state on a socialistic pattern into practice.

To ensure the proper use of public funds, they have the responsibility of keeping their conduct above reproach and criticism like Caesar’s wife.

The administrators are expected to devote every ounce of their energy, their intellect, their capacity to the service of their masters, i.e., people. This has to be their all consuming passion and their guiding mission (1961).

Nehru has observed that the officers of Indian Administrative Service are expected:

- to create an atmosphere of understanding and appreciation in the public and win their co-operation.
- to make the people understand what the Government is doing
- to have a task orientation
- to serve the society, the people, the country.

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Jagajivan Ram (1975)\(^1\) has observed

- civil servants have to undertake responsibilities in the industrial and commercial domains which are inescapable in a welfare state.
- civil servants must be committed to the principles enshrined in the constitution.
- civil servants are expected to effectively execute the policies enumerated by the political leadership.

Prof. Appleby in his 'Re-examination of the Indian Administrative System' has categorically stated that the 'top civil servants in the independent India are expected to bear the heavy burden of initiating policy as well as carrying it out'.

Indira Gandhi (1971)\(^2\) has observed that the Indian Administrative Service is expected,

- to ensure uniformity high standards of administration in all States and in all key activities
- to provide for interchange of experience between the States and Central
- to obtain, where needed, the experience of State Administration at the decision making levels at the Centre

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1. Shri Jagajivan Ram, Former Union Home Minister, Speech delivered at the Indian Institute of Public Administration on 25.05.75, Quoted in Indian Journal of Public Administration, Vol.XXI, No.3.

- to provide unity to the country
- to bring forth efficiency in administration
- to offer frank and objective assessments to the policy makers
- to have development orientation more than that of maintenance orientation.

Rajiv Gandhi (1987)\(^1\) who has given an official status to the concept of responsive administration has stated that the officers of Indian Administrative Service are expected to take part in the national debate in developing concepts and ideas, in thinking about the challenges that lie ahead and in developing strategies to face these challenges, he has categorically stated that the top civil servant's behaviour is the behaviour of the Government and their attitude is the attitude of the Government and their concern for the poor is the concern of the Government. According to him, the policy directive that emanate from the political level need to get translated into actual action only by the civil servants. He further observed that the officers of Indian Administrative Service should be dedicated to their duty and must have faith in the democratic institutions of our country so that responsive administration materialises in our country. In another occasion he has categorically stated that the main expectations from the top civil servants of our country is that they must make meaningful contribution to improve the quality of the life of people in our country. He has stated that ‘You must think of your role as much greater than just to mean role of administering’.

\(^1\) Rajiv Gandhi, (Former Prime Minister of India), ‘Responsive Administration’, Speeches delivered to the district collectors from 10.12.87 to 18.06.88, Personnel and Administrative Reforms Department, Government of India, 1988.
Rajiv Gandhi (1987)\(^1\) has also stated that the regulatory function of administration should not be seen as an end in themselves, as they tended to be in colonial times, but as a means of reinforcement and sustaining the processes of broad based development.

Narasimha Rao (1984)\(^2\) has observed that civil servants are expected

- to take decision in such a manner to integrate Indian Economy with that of world economy.
- to be responsive to the needs of the people, since the unity of the country depends on satisfaction which the common people are able to derive from the administration.
- to take hard decision on every crucial issue.
- to support the unity and secular character of our nation.

Apart from the above mentioned National Leader's expectations from the Indian Administrative Services, there are few more expectations from certain scholars and historians as enumerated in the following paragraphs.

Maheswari (1992)\(^3\) has observed that the Indian Administrative Service is expected to,

- maintaining the highest possible standards of efficiency.

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1. Ibid.
2. Sri P.V. Narasimha Rao, Present Prime Minister of India, address to the Senior Civil Servants on 30.01.94. Quoted in THE HINDU, dt. 31.01.94.
- serving as a liason between the provinces and the Central Government.
- Introduction both in the provinces and in the Central progressive and wide outlook, freshness and vigour of administration.

Government of India training monograph\(^1\) stipulates that the services are expected to be primarily concerned with the efficient management of limited financial and physical resources, to ensure fullest benefit to the people at large with speed, economy and efficiency. It also further states that the services are expected to be radical and adaptable with emphasis on innovation and objectivity.

Kochukoshi (1990)\(^2\) observed that the services must concentrate on balancing all administrative arrangements in such a manner for strengthening the unity of the country and that they must act as an efficient instrument for administration.

Shrivastsa\(^3\) has observed that the Indian Administrative Service is expected,
- to pledge itself to strive its utmost to make out Governmental efforts as a success.
- to act as a stabilising and unifying forces.
- to act as an instrument of a new social, economic and political forces.

\(^1\) Government of India Monograph No.2/86, June 1986 of the Department of Personnel and Training of the Government of India.

\(^2\) Kochukoshi, 1990. 'All India Service - Their role and further, Indian Journal of Public Administration, Vol.XVIII, Nos.1-2.

Noorjaham Bava (1985)\(^1\) observes that the Indian Administrative Service is expected to act.

- as an instrument for implementation of people’s will and aspirations as expressed in the constitution.
- to act as an instrument of modernisation and social change.
- to act as instrument of planning and economic development.
- to safeguard the national integration.
- to safeguard the rights of the underprivileged sections in the society.

Achutha Menon (1975)\(^2\) has stated ‘That the Senior Civil Servants over riding consideration in all official acts of the Civilians should be the welfare of the people and that he should be readily accessible to all who wish to see him”. He further states that the Senior Civil Servants must also act as grievance redressal officers.

Halidipur (1976)\(^3\) states that the Indian Administrative Service Personnel are ‘to be alive to the urges prevailing in Society and respond to them’.

Mukul Sanwal (1988)\(^4\) opined that ‘The role of the generalist administrator has changed from executing programmes to relating to other officials and groups as well as to link technology and politics for Implementation”. He further states that

\begin{enumerate}
\end{enumerate}
'Administrators are increasingly expected to be less legalistic and process oriented and more result oriented'.

Sivaraman (1971)\(^1\) has categorically stated that

1. "The administrators role is that of an adviser before the policy is formulated. He uses his administrative experience to judge the various aspects of the proposed policy and gives his best advice about the method of implementation of that policy, and the pitfalls of the possible difficulties".

2. "Once the policy is laid down, it is for the administrator to implement it effectively to the best of his ability without mental reservations".

3. "The role of the administrator as the coordinator is becoming more and more important. In getting a welfare programme off the ground he has to obtain coordinated policy decisions of the Central Government, State Government, local authorities the public and the institutions. Groups of administrators in various sectors have to come together to coordinate action in various organisations".

4. "The administrators is gradually becoming the policy maker in quite a large number of fields of Government control in the country. The greater the trend towards the Welfare State and greater the emphasis on social justice, the more the programme become multifaceted and

\(^1\) Sivaraman, B. 'Formerly Cabinet Secretary, Government of India) 1971. 'Administrator as a Policy Maker'. 'Management in Government', Vol.III, No.2, P.93.
multi organisational; as a result the expert coordinator assumes the role of a policy guide and ultimately the policy maker".

Alexander (1983) observed, "The main duty of the Indian Administrative Service is to present before the Minister clear options for a decision. In this task he should follow the highest standards of objectivity without being influenced by his individual views or preferences'.

Chaturvedi (1969) observed 'The Top Civil Service in our country is expected to be an instrument for implementation of peoples will and aspirations as expressed in the constitution. It is the focal point of stability and order in the shifting sands of politics. At the same time, as an elitist class, it is an instrument of modernisation and social change. It is an instrument of planning and economic development. It is expected to safeguard national integration. It is expected to safeguard the rights of the under-privileged sections in society. It has to cultivate much wider social awareness and responsiveness apart from the traditional virtues of integrity, functional efficiency and a sense of fair play and impartiality'.

Beginning from October 1987, the Government of India has conducted five workshops for improving the responsiveness of administration and elicited the suggestions for reform from all the District collectors in the country. This unique experience also provided vital clues about the perceptions of these key functionaries.

1. Alexander, P.C., Former Principal Secretary to Prime Minister and presently the Governor of Maharashtra in his talk delivered on 14th November 1983 at the Lal Bahadur Shastri National Academy of Administration, Mussoorie. Quoted in selected Readings in Administration, Lal Bahadur Shastri National Academy of Administration, P.12.

towards the inadequacies in the present arrangements. The recommendations are for
decentralised participatory decision making with elected representatives, introducing
a service concept by reducing points of contact with the bureaucracy and changing
the culture of the administration towards more trust, mutual cooperation and
discretion. Their report was the discussion paper for the conference of Chief
secretaries on July 30, 1988 were the opinion was that making administration more
responsive through district planning required a political consensus. These discussions
have focussed on the strategic problems of our society and the interface role of the
administrators between the Government and the Public.

From the careful consideration of the above stated expectations from the role
senders to Indian Administrative Service it is logically inferred that the predominant
role expectations from this service could be identified as follows:

1. Advising
2. Coordinating
3. Facilitating
4. Guarding
5. Controlling
6. Serving
7. Directing
8. Modelling
9. Responsive

The above mentioned appriori factors are explained below in the basis of its
constituting components.
Advising

This includes advising the political masters on policy issues and also offering to them a strong conceptual support in the formulation of public policies, taking into account the mood of the public.

Coordinating

This includes the task of bringing forth a meaningful cooperation among different organisational units by being a link between organisation and government and between the people and the organisational members will also fall in this category. Directing the different activities of the organisation towards the common objective and entrusting the correct jobs to the correct persons will also fall in this category.

Facilitating

Creating motivation among subordinates to work as a team and also leading them towards the organisational objectives and at the same time enabling them to realise their competencies and to create synergic effect among them will get grouped under this title. Helping subordinates and public in their goal achievement by providing the resources; guidance and moral support will also be the expected characteristics of this role.

Guiding

Protecting the interests of the people and subordinates and also the resources with the objective of utilising them for the purposes for which they are meant for are
the main characteristics of this role. Safeguarding the systems from the political forces will also be a part of this role.

**Controlling**

Effectuating discipline and directing the processes with optimal utilisation of all resources towards their stated objective are the expectations from this role.

**Serving**

Directing the administrative processes with the specific objective of doing good and being useful to the public at large would be the predominant characteristic of this role. It will include alleviating the grievances of people, helping them for their genuine demands. Welfare of the people would be the imbeded motive for all administrative actions of the officers playing this role.

**Directing**

Providing a stable administration by being consistent and helping the subordinates to act in such a manner to achieve the organisational objectives by setting targets for them are the main characteristics of this particular role. Playing this role will also include decision making on sensitive issues and providing a distortion fee direction to the subordinates.

**Modelling**

Playing the role of an administrator in such a manner as to set forth enviable standards for others to emulate would be the main characteristics of this role. To act
as visionaries for the subordinates and to conduct themselves in the role in such a manner so as to create inspiration among subordinates are also included in defining this role.

Responsive

Creating responsive administrative culture and managing administrative systems in such a manner that the genuine needs of the served are immediately attended to are the predominant characteristics of this role. Being empathetic and considerate are also the required traits of this role.

It is around these above referred appriori factors, the 'Role Perception' questionnaire (Appendix 1) was designed.

3.3 ROLE PERCEPTIONS - EMPIRICAL DATA DISCUSSION

3.3.1 Factor Analysis

From the expectations of the role senders to the officers of Indian Administrative Service we have postulated certain appriori factors. Around these factors Role perception Questionnaire (Annexure 1) was constructed. After testing the validity and reliability of this questionnaire, the same was administered to the officers of Indian Administrative Service. Their responses are empirically analysed. For this purpose the technique of factor analysis has been used. The aim being to extract the relevant factors of total populations and secondarily to reduce the number of variables into important factor. The analysis was based on the data of total populations (N=155) on all the 72 variables considered in this study. The factor structure of the
total population was explored, following the procedure of Principal component solution (Hotelling, 1933), 10 factors were extracted from the 72 variables taken in this study.

The 72 x 72 inter-correlation matrix and unrotated factor matrix have been shown in Appendix II and III respectively. The appendix IV presents the varimax rotated factor matrix giving communalities, Eigen values and the percentage variances.

For interpretation of factors greater weights were give to high loading variables. The variables under each factor were noted in the order of magnitude. Keeping in view the nature of the high loading variables, the factors were interpreted and named.

The first factor extracted a variance of 34.6 percent of the total variance. It could be seen from table 3.2 that 10 variables given in the Role perception questionnaire has got clubbed under this factor because of their significant loadings (> 0.5). It can also be seen that all the 10 variables has got positive factor loadings.
### Significant loadings of variables an varimax factor I

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>S.No. of the variables in the Questionnaire</th>
<th>Name of the Variable</th>
<th>Loadings</th>
</tr>
</thead>
<tbody>
<tr>
<td>(1)</td>
<td>(2)</td>
<td>(3)</td>
<td>(4)</td>
</tr>
<tr>
<td>1.</td>
<td>35</td>
<td>Responsiveness</td>
<td>0.658</td>
</tr>
<tr>
<td>2.</td>
<td>36</td>
<td>Empathetic understanding</td>
<td>0.708</td>
</tr>
<tr>
<td>3.</td>
<td>37</td>
<td>Instrumental for change</td>
<td>0.639</td>
</tr>
<tr>
<td>4.</td>
<td>39</td>
<td>Conceptual development</td>
<td>0.687</td>
</tr>
<tr>
<td>5.</td>
<td>40</td>
<td>Alleviating grievances</td>
<td>0.548</td>
</tr>
<tr>
<td>6.</td>
<td>42</td>
<td>Accessibility</td>
<td>0.602</td>
</tr>
<tr>
<td>7.</td>
<td>45</td>
<td>Caring the needy</td>
<td>0.574</td>
</tr>
<tr>
<td>8.</td>
<td>60</td>
<td>Responsible responsiveness</td>
<td>0.537</td>
</tr>
<tr>
<td>9.</td>
<td>61</td>
<td>Openness</td>
<td>0.638</td>
</tr>
<tr>
<td>10.</td>
<td>63</td>
<td>Believing in democratic Institutions</td>
<td>0.724</td>
</tr>
</tbody>
</table>

Being accessible to public, the need to alleviate the grievances of the public and ensuring that the governmental benefits reach the public for whom it is meant for are all variables which indicate strongly the desire of the administrators to care for the public. Along with this, faith in democratic institutions, need to provide responsible administration, administering rules and regulations only as per situational demands, contribution for conceptual development and acting as reliable instruments for social change are the variables which indicate the administrators' desire of being useful to the governed. Careful perusal of all these variables indicate the presence of a strong responsiveness and hence we can name the first factor as "RESPONSIVE ROLE".
The second factor extracted a variance of 14.7 percent of the total variance. 6 variables got clubbed under this factor and their significant factor loadings are given in table 3.3.

**TABLE - 3.3**

**Significant loadings of Variables on Varimax Factor II**

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>S.No. of the variables in the Questionnaire</th>
<th>Nameee of the Variable</th>
<th>Loadings</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>2</td>
<td>Effectiveness</td>
<td>0.572</td>
</tr>
<tr>
<td>2</td>
<td>7</td>
<td>Team spirit</td>
<td>0.798</td>
</tr>
<tr>
<td>3</td>
<td>10</td>
<td>Unbiased control</td>
<td>0.616</td>
</tr>
<tr>
<td>4</td>
<td>11</td>
<td>Communication</td>
<td>0.780</td>
</tr>
<tr>
<td>5</td>
<td>20</td>
<td>Setting targets</td>
<td>0.519</td>
</tr>
<tr>
<td>6</td>
<td>30</td>
<td>Motivating</td>
<td>0.579</td>
</tr>
</tbody>
</table>

The variables such at team spirit and communication has got comparatively high factor loadings (0.798 and 0.780 respectively) than the other variables in this factor. These two variables are essential components of Leadership behaviour. Setting targets, motivating subordinates and enforcing control are also the constituting components of leadership behaviour. Hence, this factor is named as "LEADERSHIP ROLE".

The third factor extracted a variance 9.1 percent of the total variance. 10 variables got clustered under this factor. The factor loadings of these variables are given in table 3.4.
TABLE - 3.4

Significant loadings of variables on Varimax Factor III

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>S.No. of the variables in the Questionnaire</th>
<th>Name of the Variable</th>
<th>Loadings</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>1</td>
<td>Guarding processes</td>
<td>0.642</td>
</tr>
<tr>
<td>2.</td>
<td>3</td>
<td>Guarding autonomy</td>
<td>0.771</td>
</tr>
<tr>
<td>3.</td>
<td>4</td>
<td>Utilising resources</td>
<td>0.715</td>
</tr>
<tr>
<td>4.</td>
<td>5</td>
<td>Prevention of misuses of resources</td>
<td>0.716</td>
</tr>
<tr>
<td>5.</td>
<td>12</td>
<td>Providing stability</td>
<td>0.764</td>
</tr>
<tr>
<td>6.</td>
<td>13</td>
<td>Guarding the interests of the served</td>
<td>0.506</td>
</tr>
<tr>
<td>7.</td>
<td>23</td>
<td>Fulfilling Just demands</td>
<td>0.725</td>
</tr>
<tr>
<td>8.</td>
<td>27</td>
<td>Guarding subordinates</td>
<td>0.576</td>
</tr>
<tr>
<td>9.</td>
<td>28</td>
<td>Guarding exchequers money</td>
<td>0.629</td>
</tr>
<tr>
<td>10.</td>
<td>44</td>
<td>Caring for the prosperity of the country</td>
<td>0.568</td>
</tr>
</tbody>
</table>

Among the 10 variables listed above, 4 variables which have got comparatively high loadings than the others indicate strongly the presence of the safeguarding role among administrators. Safeguarding administrative process, acting as staunch guardians for the institutional autonomy and also evincing interest in ensuring that the Governmental resources are not used for unhealthy purposes indicate the attitude of the administrators to husband the administrative process. Further the included variables also indicate the need of the administrators to play their role in such a manner to safeguard the interest of the served and also to protect the fair and just
demands of the people. Hence a careful study of all these variables clearly indicates the presence of an underlying current which we can term as guarding. Hence this factor is named as "GUARDING ROLE".

The fourth factor extracted a variance of 8.6 percent of the total variance. 5 Variables got listed under this factor and their significant factor loadings are given in Table 3.5.

**TABLE - 3.5**

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>S.No. of the variables in the Questionnaire</th>
<th>Name of the Variable</th>
<th>Loadings</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>51</td>
<td>Allocating resources</td>
<td>0.725</td>
</tr>
<tr>
<td>2</td>
<td>53</td>
<td>Recognising competence</td>
<td>0.548</td>
</tr>
<tr>
<td>3</td>
<td>55</td>
<td>Providing resources</td>
<td>0.583</td>
</tr>
<tr>
<td>4</td>
<td>56</td>
<td>Programming activities</td>
<td>0.744</td>
</tr>
<tr>
<td>5</td>
<td>59</td>
<td>Mobilising resources</td>
<td>0.787</td>
</tr>
</tbody>
</table>

The included variables under this factor expresses the desire of the administrators to play their roles with an intention to allocate the resources for the worth while Government schemes and also to see that the genuine schemes of the Government do no fail merely for want of resources. It also further shows that administrators interest in identifying the competent personnel for carrying out the different activities in the bureaucratic set up. Identifying the resources as well as
manpower for carrying out the Governmental activities indicate the need of the administrators to play a role which we can call as "RESOURCE ALLOCATOR ROLE".

The fifth factor extracted a variance of 7.4 percent of total variance. The 5 variables along with their significant loadings which got listed under this factor are given in table 3.6.

TABLE - 3.6

Significant loadings of Variables on Varimax Factor V

<table>
<thead>
<tr>
<th>S.No.</th>
<th>S.No. of the variable in the questionnaire</th>
<th>Name of the variable</th>
<th>Loadings</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>15</td>
<td>Ensuring Quality</td>
<td>0.559</td>
</tr>
<tr>
<td>2.</td>
<td>66</td>
<td>Caring Welfare</td>
<td>0.658</td>
</tr>
<tr>
<td>3.</td>
<td>68</td>
<td>Identifying needs</td>
<td>0.540</td>
</tr>
<tr>
<td>4.</td>
<td>69</td>
<td>Fulfilling needs</td>
<td>0.576</td>
</tr>
<tr>
<td>5.</td>
<td>72</td>
<td>Empathetic</td>
<td>0.741</td>
</tr>
</tbody>
</table>

Contributing for the advancement of the quality of public life, finding out the gross-root needs of the people and arranging to fulfil them are all the variables which strongly suggest the administrators need to adopt their behaviour tuned to the welfare of the people. When the variable such as 'being emphetic while interpreting government rules' is looked along with the other variables cited above strengthens our presumption about, the care that the administrators have for the welfare of the governed. Hence this factor is named as "WELFARE ROLE".

The sixth factor extracted a variance of 6 percent of the total variance. Only 2 variables constituted this factor. The names of the variables and their significant loadings are given in table 3.7.
TABLE 3.7

Significant loadings of variables on varimax Factor VI

<table>
<thead>
<tr>
<th>S.No.</th>
<th>S.No. of the variable in the questionnaire</th>
<th>Name of the variable</th>
<th>Loadings</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>49</td>
<td>Providing administrative advices</td>
<td>0.658</td>
</tr>
<tr>
<td>2.</td>
<td>57</td>
<td>Providing objective, factual advice</td>
<td>0.514</td>
</tr>
</tbody>
</table>

The included variables in this factor very clearly indicates the need to play an advisory role by the administrators. In a democratic set up, when the political executives are expected to formulate policies, the role of the administrators becomes necessarily to be an advising nature. Hence this factor may be termed as "ADVICING ROLE".

The seventh factor has extracted a variance of 5.6 percent of the total variance. The names of the variables and their significant loadings are given in table 3.8.

TABLE - 3.8

Significant loadings of Variables on Varimax Factor VII

<table>
<thead>
<tr>
<th>S.No.</th>
<th>S.No. of the variable in the questionnaire</th>
<th>Name of the variable</th>
<th>Loadings</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>9</td>
<td>Providing uniformity</td>
<td>0.588</td>
</tr>
<tr>
<td>2.</td>
<td>48</td>
<td>Maintaining standards</td>
<td>0.549</td>
</tr>
</tbody>
</table>
It can be seen from table that two variables are getting clubbed together. These variables indicate the need for conformity and uniformity in the governmental organisations. Even though different organisations in the Governmental set up are functioning to achieve different objective, all of them are ultimately expected to serve the common public. The employees of Governmental organisation will always get rotated among different organisations. Hence, unless there is a uniformity or standardization in the administrative processes of these organisations the achievement of superordinate objectives would be very difficult. Hence there is a need to have a standardization or uniformity in the administrative processes. The included variables indicate this particular trait. Hence this factor is termed as "STANDARDIZING ROLE".

The eighth factor has got only one variable with the significant loading of 0.580. This factor has extracted a variance of 5.2 percent of the total variance. This is shown in Table 3.9.

**TABLE - 3.9**

**Significant loadings of Variables on Varimax Factor VIII**

<table>
<thead>
<tr>
<th>S.No.</th>
<th>S.No. of the variable in the questionnaire</th>
<th>Name of the variable</th>
<th>Loadings</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>50</td>
<td>Controlling &amp; Supervising</td>
<td>0.550</td>
</tr>
</tbody>
</table>

The lone variable spells out the nature of similarity between the former Indian Civil service and the present Indian Administrative Service. It shows that there is a need even today for the administrators to play a controlling and supervisory role. Hence this factor is named as "REGULATORY ROLE".
Two variables constituted the nineth factor which has extracted a variance of 4.5 percent of the total variance. Their significant loadings are given in table 3.10.

**TABLE - 3.10**

**Significant loadings of Variables on Varimax Factor IX**

<table>
<thead>
<tr>
<th>S.No.</th>
<th>S.No. of the variable in the questionnaire</th>
<th>Name of the variable</th>
<th>Loadings</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>67</td>
<td>Emulating Standards</td>
<td>0.674</td>
</tr>
<tr>
<td>2.</td>
<td>71</td>
<td>Setting example</td>
<td>0.690</td>
</tr>
</tbody>
</table>

The included variables show the desire of the administrators to conduct themselves in the administrative process, in such a manner so as to set themselves as examples for others to emulate. Hence this factor is termed as "MODELLING ROLE".

The last 10th factor has extracted a variance of 4.3 percent of the total variance. The only variable which got listed in this factor is shown table 3.11 along with its significant loading.

**TABLE - 3.11**

**Significant loadings of Variables on Varimax Factor X**

<table>
<thead>
<tr>
<th>S.No.</th>
<th>S.No. of the variable in the questionnaire</th>
<th>Name of the variable</th>
<th>Loadings</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>54</td>
<td>Improving &amp; Progressing</td>
<td>0.505</td>
</tr>
</tbody>
</table>

The included variable shows the presence of a different type of administrative culture compared to the one which was prevailing during the British rule. It shows the
belief of the administrators in playing a supportive and helping role for the furtherance of societal welfare. This factor is termed as "DEVELOPMENTAL ROLE".

Hence from the factor analysis it is seen that the following roles have emerged as distinctive factors.

Responsive Role
Leadership Role
Guarding Role
Resource allocator Role
Welfare Role
Advising Role
Standardizing Role
Regulatory Role
Modelling Role
Developmental Role.

3.3.2 Intercorrelation between the factors related to role perceptions

The Governmental organisation do have different objectives and in order to achieve these objectives, the officers of Indian Administrative Service who normally occupy senior positions in these organisations need to play different kinds of roles so as to bring forth effectiveness in the final outcomes of the various processes. The administrative processes are very much interwoven and hence the type of roles that the administrators need to play are also bound to have some interrelatedness. In the factor analysis, it is seen that the administrators perceive ten different roles are
expected out of them. In order to understand the correlation between these ten emerged roles intercorrelation study was made and the findings are given below.

Table 3.12 shows the intercorrelation between the factors related to role perception. From the table it could be seen that factor I i.e. Responsive Role is significantly related to all other roles excepting factor No.VI i.e. Advising Role. It is also seen that Responsive Role has got an inverse relationship with Regulatory Role. this means when Responsive Role increases, the Regulatory Role will reduce. It is true that Responsiveness to the requirements of public and system demands will not go in tune with Regulatory Role, which is more oriented towards maintenance of status quo.

It is also seen that the leadership role (Factor No.II) is significantly related to guarding role, resource allocator role, advising role, standardising role and developmental role. Leadership role being all pervasive one, it cannot be successfully played with out the support of the Guarding, advising, standardising developmental and Resource allocating roles.

Resource allocator role (Factor No.V) welfare Role (Factor No.V) advising Role (Factor No.VI) standardising role (Factor No.VII) Modelling role (Factor No.IX) and Developmental Role (Factor No.X) are significantly related to guarding role. Only for the advising role it is significantly related at $P < 0.05$ level, for all other roles it is significantly related at $P < 01$ level.
### TABLE 3.12
Inter Corelation between the factors related ot Role Perceptins (N = 155)

<table>
<thead>
<tr>
<th></th>
<th>Responsive Role</th>
<th>Leadership Role</th>
<th>Guarding Role</th>
<th>Resource Allocator Role</th>
<th>Welfare Role</th>
<th>Advising Role</th>
<th>Standardising Role</th>
<th>Regulatory Role</th>
<th>Modelling Role</th>
<th>Developmental Role</th>
</tr>
</thead>
<tbody>
<tr>
<td>Responsive Role</td>
<td>1.000</td>
<td>0.2626**</td>
<td>0.4644**</td>
<td>0.3009**</td>
<td>0.3171**</td>
<td>0.1222</td>
<td>0.3143**</td>
<td>-0.1554*</td>
<td>0.3390**</td>
<td>0.2422**</td>
</tr>
<tr>
<td>Leadership Role</td>
<td></td>
<td>1.000</td>
<td>0.4661**</td>
<td>0.3523**</td>
<td>0.1134</td>
<td>0.2524**</td>
<td>0.5594**</td>
<td>0.1245</td>
<td>0.0504</td>
<td>0.2831*</td>
</tr>
<tr>
<td>Guarding Role</td>
<td></td>
<td></td>
<td>1.000</td>
<td>0.3302**</td>
<td>0.3381**</td>
<td>0.1722*</td>
<td>0.1854**</td>
<td>0.0300</td>
<td>0.2582**</td>
<td>0.2942*</td>
</tr>
<tr>
<td>Resource Allocator Role</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1.000</td>
<td>0.1655*</td>
<td>0.0414</td>
<td>0.1805**</td>
<td>0.2662</td>
<td>0.1002</td>
</tr>
<tr>
<td>Welfare Role</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1.000</td>
<td>0.2241**</td>
<td>0.1640*</td>
<td>0.1070</td>
<td>0.3027**</td>
<td>0.1993**</td>
</tr>
<tr>
<td>Advising Role</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1.000</td>
<td>0.2553**</td>
<td>0.1997**</td>
<td>0.0423</td>
<td>0.0419</td>
<td></td>
</tr>
<tr>
<td>Standardising Role</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1.000</td>
<td>0.1019</td>
<td>0.3763**</td>
<td>0.2431**</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Regulatory Role</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1.000</td>
<td>0.0611</td>
<td>0.2060**</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Modelling Role</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1.000</td>
<td>0.2759**</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Developmental Role</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1.000</td>
</tr>
</tbody>
</table>

** P < 0.01 level    * P < 0.05 level
Resource Allocator role is found to be significantly related to welfare role (Factor No.V) standardising role (Factor No.VII), Regulatory role (Factor No.VIII) and Developmental Role (Factor No.X).

Welfare role is found to be significantly related to advising role (Factor No.XI) standardising role (Factor No.VII) Modelling role (Factor No.IX) and Developmental Role (Factor No.X). The welfare role getting related to the advising role, standardising role, modelling role and developmental role is quite acceptable.

Advising role is found to be significantly related to the standardising role and regulatory role.

Standardising role is found to be significantly related to modelling role and developmental role.

Regulatory role is found to be significantly related to developmental role and modelling role is also found to be significantly related to the developmental role.

It is seen that the resource allocator role is linked with the standardising role, regulatory role and developmental role. This is so because the effectiveness of the developmental role much depends on the resource available. Hence these roles are significantly correlated. Even though this study aims to find out the perceptions of the bureaucrats about what is expected from their roles, it is common knowledge that a bureaucrat could not get himself identified with any particular single role. The roles are necessarily to be linked with other roles. Hence inter-correlation between the factors related to the role perception was attempted to get an idea about how the roles are getting linked with each other.
3.3.3 Inferential Statistics (‘t’ Test)

The section 4.3.1 has dealt with the factor analytic technique which has helped us to extract 10 factors related to the role perceptions of Indian Administrative Service officers from the total population of N=155 for all the 72 variables. This N=155 consists of direct recruited and rank conferred Indian Administrative Service officers. Now the ‘CR’ test is applied to test the significance of difference between the groups of direct recruited and rank conferred Indian Administrative Service Officers on all the 10 factors related the roles of Indian Administrative Service Officers.

Table 3.13 clearly shows that the said groups of Indian Administrative Service Officers differed only on seven factors. On all the 7 factors rank conferred officers of Indian Administrative Service scored significantly higher average than the direct recruited Indian Administrative Service Officers. The seven factors are: Responsive Role
(Factor-I at P < 0.01 level), Leadership Role
(Factor-II at P < 0.01 level), Guarding Role
(Factor-III at P < 0.01 level), Resource allocator Role
(Factor-IV at P < 0.01 level), Welfare Role
(Factor-V at P < 0.01 level) Advising Role
(Factor-VI at P < 0.01 level) and Modelling Role
(Factor-IX at P < 0.01 level).

The rank conferred Indian Administrative Service Officers, normally enter the Governmental services at the lower echllons of the organisational structure and after having got experienced in the various facets of administration they get subsequently
promoted to the higher level i.e. to the cadre of Indian Administrative Service. It is because of their earlier experiences in the organisational process at the cutting edge level they might have strongly felt the need to play these above mentioned seven roles. In this ‘CR’ test the 10 factors are individually subjected to the analysis to find the group differences between the two groups of said officers. It is further proposed to subject all the 10 factors simulataneously to a test known as discriminant function analysis to find the more important and finer differences between the said groups.

**TABLE - 3.13**

Mean, SD & ‘CR’ value of Direct recruited and rank conferred Officers of Indian Administrative Service on factors related to this role perceptions

<table>
<thead>
<tr>
<th>Factor No.</th>
<th>Name of the factor</th>
<th>Direct recruited IAS Officers (N=126) Mean</th>
<th>SD</th>
<th>Direct recruited IAS Officers (N=126) Mean</th>
<th>SD</th>
<th>‘CR’ value</th>
</tr>
</thead>
<tbody>
<tr>
<td>I</td>
<td>Responsive Role</td>
<td>36.7063</td>
<td>3.996</td>
<td>38.7586</td>
<td>1.091</td>
<td>5.01**</td>
</tr>
<tr>
<td>II</td>
<td>Leadership Role</td>
<td>19.3333</td>
<td>3.757</td>
<td>21.3103</td>
<td>2.037</td>
<td>3.91**</td>
</tr>
<tr>
<td>III</td>
<td>Guarding Role</td>
<td>36.3413</td>
<td>4.126</td>
<td>39.0690</td>
<td>0.961</td>
<td>6.68**</td>
</tr>
<tr>
<td>IV</td>
<td>Resource Allocator</td>
<td>14.6746</td>
<td>1.604</td>
<td>15.6897</td>
<td>1.795</td>
<td>2.80**</td>
</tr>
<tr>
<td>V</td>
<td>Welfare Role</td>
<td>18.1825</td>
<td>1.891</td>
<td>19.6552</td>
<td>0.484</td>
<td>7.71**</td>
</tr>
<tr>
<td>VI</td>
<td>Advising Role</td>
<td>4.6746</td>
<td>1.192</td>
<td>5.5517</td>
<td>0.783</td>
<td>4.87**</td>
</tr>
<tr>
<td>VII</td>
<td>Standardising Role</td>
<td>6.7857</td>
<td>1.256</td>
<td>6.9655</td>
<td>1.426</td>
<td>0.633</td>
</tr>
<tr>
<td>VIII</td>
<td>Regulatory Role</td>
<td>2.1984</td>
<td>0.522</td>
<td>2.3793</td>
<td>0.494</td>
<td>1.76</td>
</tr>
<tr>
<td>IX</td>
<td>Modelling Role</td>
<td>11.4841</td>
<td>1.101</td>
<td>11.8621</td>
<td>0.516</td>
<td>2.76**</td>
</tr>
<tr>
<td>X</td>
<td>Developmental Role</td>
<td>2.7460</td>
<td>0.920</td>
<td>3.0345</td>
<td>0.906</td>
<td>1.54</td>
</tr>
</tbody>
</table>

** = P < 0.01 level; * P = < 0.05 level

The mean scores refered in table 3.13 are pictorially presented in chart 3.1
BAR CHART SHOWING MEAN DIFFERENCES OF ROLE PERCEPTIONS OF IAS OFFICERS

ROLE PERCEPTIONS

- Responsive
- Leadership
- Governing
- Resource Allocator
- Welfare
- Advising
- Standardising
- Regulatory
- Modelling
- Developmental

MEAN SCORES

- Direct IAS
- Rank Conferred IAS
3.3.4 Discriminant Function Analysis

Discriminant function analysis is related to the approach of examining between group differences on a set of measures. The procedure involves transforming the original variable into new variables, discriminant functions, which describes group differences on the basis of few fundamental dimensions. In this study discriminant function analysis was applied to identify the factors related to the roles of Indian Administrative Service which had the power of discrimination between the two groups of Indian Administrative Service officers i.e. direct recruited and rank conferred Indian Administrative Service officers.

Wilks Lambda and Rao’s V (1952) were used as the stepwise method for selecting the best set of discriminating variables.

Table 3.14 shows that the discriminant function analysis of 10 factors related to the role of Indian Administrative Service between the groups of direct recruited and rank conferred officers of Indian Administrative Service. It clearly shows that out of the 10 factors taken in this study only 7 factors are included in the analysis. Even among the seven factors it is seen that only 3 factors are found to be significantly discriminating between the said groups. Factor No.I, Factor No.VIII and Factor No.X which did not seem to discriminate significantly were not included in the discriminant function analysis. It can be seen that the entry of seven factors i.e. Factor No.II, Factor No.III, Factor No.IV, Factor No.V, Factor No.VI, Factor No.VII and Factor No.IX produced a significant change in Rao’s V (at 0.748) resulting an increase in Rao’s V by 3.175. Since further addition of variables will not produce significant change, it was eliminated from the equation. The factors IV, V and VI are helpful to
discriminate significantly between the said groups, of Indian Administrative Service, when all the factors have entered in the stepwise regression. The factors are Resource allocator role (Factor IV at $P < 0.01$ level) welfare role (Factor V at $P < 0.01$ level) and Advising role (Factor VI at $P < 0.01$ level) other factors were not important for the discrimination between the groups.

The size of the Eigen value is related to the discriminating power of the function. The larger the Eigen value, the greater the discrimination. The discrimination value of the function is 0.287 and the canonical correlation coefficient of 0.473 showed that there was high degree of association between the two sets of scored i.e. discriminant function and the dependent variables (i.e. roles of Indian Administrative Service). This correlation shows that the discrimination function discriminated between the two groups quite effectively.

Advising role being the most sophisticated among all the emerged roles and that there seems to be different perceptions among the administrators regarding the value that their advise gets at the hands of the political executives, the extent to which they embark on this behaviour are likely to differ very widely. The rank conferred officers of Indian Administrative Service before they get elevated to the Indian Administrative Service cadre has got more opportunities to move more closely with the political executives. Hence their personal linkages with the political executives are also more closer. The political executives are also likely to dependent more on the rank conferred Indian Administrative Service Officers Mainly because of these officers earlier exposure to the administrative nuances. Hence the rank conferred Indian Administrative Service Officers are more likely to play the Advising role than the other group. Hence this role is found to discriminate significantly between the two groups.
TABLE 3.14
Wilks Lambda, rao’s V and significance level of the discriminant function analysis between direct recruited and rank conferred officers of Indian Administrative Service on the factors related to their roles
Direct recruited officers of IAS (N = 126)
rank conferred officers of IAS (N = 29)

<table>
<thead>
<tr>
<th>Factor No.</th>
<th>Name of the Factors Entered in the analysis</th>
<th>Wilks Lambda</th>
<th>Signt Level</th>
<th>Rao’s V</th>
<th>Signt Level</th>
<th>Change in Rao’s V</th>
<th>Sign. Level</th>
</tr>
</thead>
<tbody>
<tr>
<td>V</td>
<td>Welfare Role</td>
<td>0.899</td>
<td>0.0001</td>
<td>17.254</td>
<td>0.0000</td>
<td>17.254</td>
<td>0.0000</td>
</tr>
<tr>
<td>VI</td>
<td>Advising Role</td>
<td>0.848</td>
<td>0.0000</td>
<td>27.536</td>
<td>0.0000</td>
<td>10.283</td>
<td>0.0013</td>
</tr>
<tr>
<td>IV</td>
<td>Resource Allocator Role</td>
<td>0.813</td>
<td>0.0000</td>
<td>35.122</td>
<td>0.0000</td>
<td>7.586</td>
<td>0.0059</td>
</tr>
<tr>
<td>III</td>
<td>Guarding Role</td>
<td>0.803</td>
<td>0.0000</td>
<td>37.663</td>
<td>0.0000</td>
<td>2.541</td>
<td>0.1110</td>
</tr>
<tr>
<td>VII</td>
<td>Standardizing Role</td>
<td>0.795</td>
<td>0.0000</td>
<td>39.575</td>
<td>0.0000</td>
<td>1.912</td>
<td>0.1667</td>
</tr>
<tr>
<td>II</td>
<td>Leadership Role</td>
<td>0.786</td>
<td>0.0000</td>
<td>41.779</td>
<td>0.0000</td>
<td>2.204</td>
<td>0.1377</td>
</tr>
<tr>
<td>IX</td>
<td>Modelling Role</td>
<td>0.777</td>
<td>0.0000</td>
<td>43.972</td>
<td>0.0000</td>
<td>3.175</td>
<td>0.0748</td>
</tr>
</tbody>
</table>

Eigen value = 0.287
Percentage of variance = 100
Cononical Correlation Coefficient = 0.473
Likewise the perception of what is ‘welfare will also vary among the officers on the basis of their experience at the front line jobs. Since the rank conferred Indian Administrative Service Officer would have already moved very closely with the public before their elevation to their present higher cadre, it is quite possible that their perceptions of peoples welfare might differ widely from what is being held by the directly recruited Indian Administrative Service Officers. Hence on this factor also the two groups differ significantly. Lastly, it is seen that in the resource allocator role also these two groups discreminates significantly. Resource allocation is difficult because convincing the varied demands for the resources is always difficult. The rank conferred Indian Administrative Service Officers again might differ from the directly recruited officers in their skills of getting resources and effectuating proper allocation. They are likely to be more skilful than that of the directly recruited Indian Administrative Service Officers.

It is because of these reasons these three roles discriminate the two groups more prominently.

3.4 CONCLUSION

In this study even though only nine factors has been considered as apriori factors for understanding the nature of roles that are being played by the administrators, the empirical findings interestingly shows prevalence of 10 factors which are being named as follows:

1. Responsive role
2. Leadership role
3. Guarding role
4. Resource Allocator role
5. Welfare role
6. Advising role
7. Standardising role
8. Regulatory role
9. Modelling role
10. Developmental role

It may be seen that only four apriori factors i.e.
1. Responsive role
2. Guarding role
3. Advising role and
4. Modelling role

are found to emerge in the empirical analysis. Over and above the four presumed factors, 6 different factors are found to emerge in this study. All 10 emerged factors succinctly speaks abot the type of role that are being played by the officers of IAS in the present socio economic and political scenario. Of late the expectation of the national leaders that the bureaucracy ought to be responsive to the needs of the people of our country is found to have a positive response. Among all the factors that has emerged the responsive role alone has extracted a variance of 34.6% of the total variance. Hence among 10 roles, responsive role is perceived by the administrators as the most important role. Further, it is also seen that this role is effectively related with other emerged roles.
The emergence of responsive role is a heartening one since the bureaucrat of today in our country has a vital role to play in policy formulation and in policy administration. A bureaucratic structure more aware and responsive to the needs of the people could alone increase the interaction between policy formulation and administration. Gopalakrishnan (1994)\(^1\) observes "in every area that touches peoples lives, a bureaucrat has to be alert, awake and well informed, has to listen to complaints and grievances and take quick corrective measure". This could be fulfilled by the bureaucates by their responsive role. Sahni and Vayunandan (1992)\(^2\) also observes "there is a need for responsiveness among administrators for making administration and all the persons involved in it, think and put to practice the ideas, schemes and innovations pertaining to their specified role and operational jurisdiction in a much more broad and integrative sense". Hence the emergence of Responsive role vibes with the situational requirements. It is interesting to note that this finding is contrary to the finding of Stanley Higginbotham (1975)\(^3\). He has observed that 'Indian bureaucrats felt themselves accountable only to the superior officers and in no way they felt that they are responsible to the people at large'.

The order in which various roles that got emerged shows, that next to the responsive role, the administrators perceived leadership role as the most important one. The constituting components, that is the variables of this factor, indicate the need to discharge the functions of coordination, controlling, setting targets and acting


as communication link between the organisations and the Government and within the various departments of the Government. All these functions are managerial functions and the administrator who perceives the need to perform these functions naturally have to play an effective leadership role. Administrative effectiveness of administrators is now evaluated on how he is functioning as an effective leader. Men Management, communication are the skills which might not have thought about during the yester years maintenance regime known as Police raj. Hence in the present scenario administrators perceiving the need for leadership role assumes special importance.

Further, in the present political environment, guarding the interest of the organisations, preventing misuse of public funds and also protecting genuine rights of the employees as well as the public has become very important and hence the role ‘guarding’ has emerged as a third important factor.

It would be worthy to note that the Prime Minister of India has stressed the need for a system of accountability regarding money spent on various governmental programmes. He has requested the bureaucrats to remember that every paisa placed at their disposal was tax payers money. In the Governmental system because the schemes are many and resources are always lacking, the demand for more resources from various quarters will always be there. In such an environment identifying the genuine needs and also to see that the purposeful schemes of the Government do not get diluted or to go ashtray mainly because of the want of resources is a very important function of an administrator. Hence the ‘resource allocator role’ is found to emerge as fourth important role in this study.

Right from the inception of Indian Administrative Service, our national leaders are thundering the need of the personal recruited and elevated to this service to play a 'welfare role' so as to serve the needs of our people. In this study it is seen that the officers of Indian Administrative Service do perceive that enabling the people to fulfil the genuine needs and also identifying the grass root needs of the society and to communicate the same to the policy makers are found to have a positive response. This is in consonance with what Dean Appleby has written in his report submitted to the Government of India titled as 'Re-examination of the Indian Administrative Service'. He has opined that Indian Administrative Service has got the responsibility of initiating and materialising policies aiming the welfare of the people". Further the emergence of this factor is also in line with what Satish Chandran (1980) who has observed that 'the orientation of Indian Administration has moved from that of a regulatory to that of a welfare state. The national commitment to achieve the economic role coupled with social justice made it necessary to change from laissez-faire attitude in socio economic matters to that of a welfare orientated interventionist approaches".

The perception of the 'Advvising role' by the bureaucrats is in line with what the Royal Commission has stated about the civil servants in UK. The report has said that "the most significant function of the top civil servants in a country wherein democracy is in operation, is to tender sincere, honest advice in the light of their knowledge and experience to the Ministers". The leading civil servants in most modern Governments are the senior most policy advisors to the political executives.

They analyse not only the input and the feedback from various field agencies but also the views of experts and others and interpret them in terms of their own field experience and participations. In this way a modern civil service, particularly, its top echelons ensures an upward filtration and screening. Hence the emergence of this role vibes with the present requirements.

The emergence of 'standardizing role' interestingly seems to fall in line with the expectations of B.R. Ambedkar Chairman of the Constitution Drafting committee. He has said ‘it is recognised that in every country there are certain positions in its administrative set up which might be called strategic from the point of view of maintaining the standard of administration. Indian Administrative Service, which we constituted is expected to play this role’. Further the expectations of the Administrative Reforms Committee (1967)\(^1\) is also in line with this finding. The report has said that "the changing political scenario in both state and centre means that the Indian Administrative Service should bring uniformity and standardisation in the administrative systems throughout the country".

Civil servants at higher echelons of administrative hierarchy are under the constant and consistence observation of the other members in the bureaucracy. Hence they are always expected to adopt an organisational behaviour, which would be considered as worthy models to be followed by the subordinates. Hence, it is heartening to note that the modelling role has emerged as a distinctive factor in this study.

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The emergence of the factor labelled as 'Developmental role' runs contrary to some earlier findings. Bansal (1974)\(^1\) has observed that the bureaucrats cannot be expected to be the advocate leaders of developmental plans and that they will not put their prestige and influence to develop and support bases for any developmental proposals. Kochukoshi (1972)\(^2\) has also observed 'All India services originally evolved as a law and order machinery is not suitable to the welfare development concept of modern India'. Further in an empirical study about the development orientation of bureaucrats of Tamilnadu, Noorjahan Bava (1978)\(^3\) has observed that the role orientation of bureaucrats of Tamil Nadu is disfunctional to development. Hence the emergence of this factor is contrary to all these earlier findings. However it is in tune with the observation of Alexander (1983)\(^4\) who has said that 'Civil service in pre-independence days was a law and order and revenue orientated service. The civil service of today is a development oriented service'.

In the life of the nation, particularly a developing country like ours with feudal overtones, centuries of tradition, a colonial past and a complex social structure, the very fact that there has been continuity and stability with democracy surviving inspite of several shocks and upheavals, shows that the heart beat of the nation is sound that bureaucracy has assiduously done its maintaince and remedial tasks which is very

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much related to their regulatory role. Hence the emergence of regulatory role as another distinctive role is quite understandable. Seshan (1994)\(^1\) observed that in the context of new economic reforms in our country, the regulatory role of bureaucrat has become more important. In a developing society regulatory administration and development administration are mutually interactive. If there is perpetual threat and violence and lack of stability, development becomes impossible. Similarly if an area is neglected and remains in the back waters, the imbalance could result in lawlessness and disaster. Lawlessness and indiscipline will also hamper developmental processes. Hence it is not possible to polarise civil service attitudes as developmental and regulatory. The development process itself creates new dimensions of law and order and hence the bureaucrats while playing the developmental role must also simultaneously need to play 'regulatory role'.

When the directly recruited officers of Indian Administrative Service and rank conferred officers of Indian Administrative Service were compared on the basis of their role perceptions it is seen that the two groups were found to differ significantly on three role perceptions. They are Resource allocator role, welfare role and Advising role. The rank conferred officers of Indian Administrative Service were found to have more need to play these said roles than that of directly recruited officers of Indian Administrative Service. It may be because that the rank conferred officers of Indian Administrative Service when they were working at the lower echelons of administrative hierarchy before getting elevated to Indian Administrative Service, might have imbibed the need to play these roles more than

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any other roles that are expected out of them. (Consequently the null hypothesis III stands rejected).