CHAPTER - VII

FEATURES OF INDIAN ADMINISTRATIVE SERVICE

7.1 INTRODUCTION

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

There has now been a sea change in both the range of Government functions and the socio-political environment since the country gained independence in 1947. Stated simplistically, the orientation of Indian administration moved from that of a regulatory state to that of a welfare state. The national commitment to achieve economic growth coupled with social justice made it necessary that a laissez-faire attitude in socio-economic matters should be replaced by interventionist policies. The acceptance of comprehensive national planning implied that there would be practically no sector of the economy which would remain outside the purview of Governmental action. The last four decades have thus witnesses a tremendous
diversification and enlargement of Governmental functions. Apart from expansion in volume, there have been new directions of growth and new features in administration.

The rapid growth of the public sector, has resulted in the emergence of a new breed of administrator-managers and an administrative culture, which is different from that found traditionally in Government. The concept of 'extension' when it was first introduced under the community development programme was so novel and alien to established attitudes that it took many years of training and education before it could be regarded as internalised in the government system. Conceptually, programmes designed to meet basic human needs (health, education, nutrition, etc.,) and to make a direct attack on poverty (IRDP, NREP, etc.) must also be regarded as administratively innovative, when viewed against the traditional background of Indian administration. Another development, which has deep implications for the administrative system, is the process of democratic decentralization through Panchayat Raj, though the progress in this direction has so far remained uneven in different states. In brief, the transformation is not only in terms of the range and volume of government activity, but in the character and ethos of administration. Besides, for the administrators, what is basic is the fact that their accountability to the political executive is direct and immediate and that the Government in power is itself answerable to the people.

Thus, the Indian Administrative Service which is involved in all the facets of administration, handles jobs which are much more varied than those looked after by the Indian Civil Service and it does so in a radically different political framework. In this situation the differences between the salient features of Indian Civil Service and that of Indian Administrative Service and also the positive and negative traits of
Indian Administrative Service as per the perceptions of the Officers of Indian Administrative Service are found out in this study and the same is dealt with in the following sections.

7.2 POSITIVE AND NEGATIVE FEATURES OF INDIAN ADMINISTRATIVE SERVICE

7.2.1 Positive features of Indian Administrative Service

From the table 7.1 it can be seen that the positive feature "Opportunity to serve the Public" has been ranked as No.1 by 97 officers belonging to the Indian Administrative Service (N=155). That means 62.6% who has responded to our questionnaire has ranked this feature of the Indian Administrative Service as No.1. It is a fact that among the various Government Services the Indian Administrative Service is the one that provides an opportunity to serve the public in variety of ways and also in different sectors. Hence a person who is fortunate enough to get into this service finds himself in a position which certainly enables him to serve the public using the positional authority that is vested in his position. When every public service can be seen as a point through which the demands of the public could be served, particularly, the Indian Administrative Service gets ranked as number one, among them. Hence the officers belonging to this service viewing this characteristic as the most important one vibes with the reality.

"Variety in the job" is another characteristic which has got itself listed as the second most important positive characteristic by 61 officers. It also meshes with reality because the Indian Administrative Service is the only service which provides an
### TABLE - 7.1

Tabulation of the positive features of the Indian Administrative Service as rank ordered by the

Officers of Indian Administrative Service (N=155)

<table>
<thead>
<tr>
<th>Positive Characteristics</th>
<th>RANK ORDER</th>
<th>Not answered</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Elitism</td>
<td>3 (1.9)</td>
<td>5 (3.2)</td>
</tr>
<tr>
<td>Social Status</td>
<td>14 (9.0)</td>
<td>18 (11.6)</td>
</tr>
<tr>
<td>Opportunity to serve public</td>
<td>97 (62.6)</td>
<td>23 (14.8)</td>
</tr>
<tr>
<td>Variety in the job</td>
<td>37 (23.8)</td>
<td>61 (39.4)</td>
</tr>
<tr>
<td>Good compensation</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Chances of having contact with politian</td>
<td>-</td>
<td>3 (1.9)</td>
</tr>
<tr>
<td>Chances of getting to know many things</td>
<td>13 (8.4)</td>
<td>31 (20.0)</td>
</tr>
<tr>
<td>Possibility of fulfilling personal</td>
<td>4 (2.6)</td>
<td>-</td>
</tr>
<tr>
<td>requirements</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

(The number within brackets represents the percentages of the respondents)
opportunity to its incumbents to work in different organisations and in different sectors. They can work in varied organizations such as Revenue Department dealing with the land accessstions, issuing pattas and can also get posted to Governmental organisations such as Boards, Corporation wherein they can find their roles tuned to achieve certain corporate objectives. No other services in this country will provide this much of variety of jobs as Indian Administrative Service provides, to its members.

"Chances of getting to know many things" is rank ordered as third by the officials who took part in the survey. 21.9% of officers has given the third ranking for this characteristic. Since the Indian Administrative Service enables its members to work in different jobs and in different sectors, naturally the officers would be having more opportunities to get to know more people, things and processes in their varied organisational environments.

"Constitutional Backing for the security of the job" is rank ordered as fourth positive feature by the majority of the respondents to our questionnaire. It is true that no other service in this country enjoys such solid backing as Indian Administrative Service. It is the only service which has got a constitutional backing in a country where availability of jobs itself are Scarce.

Because of the previous four positive characteristics naturally the Indian Administrative Service is having very high "social status" in our society. Hence participants giving importance to it as fifty rank is quite logical. In our society where jobs are still difficult to find, when a person says that he belongs to Indian Administrative Service he is very much looked upon as the most luckiest and enviable person in this society.
The characteristic "Elitism" has been given rank of 6th by majority of the officers who has rated this particular characteristic among other characteristics. When social status has been given the fifth rank naturally the elitism has got itself ranked as the sixth one. Elitism is much related to the social status.

The pay scales of the Indian Administrative Service is always a step ahead than that of other Government Services. Hence the characteristic "good compensation" getting the placement of the 7th rank is very much acceptable.

It is seen from the table that the trait named as "chances of having close contact with political executives" has got the rank of 8th and 9th in the survey. While 21.3% of the people took part in the survey has ranked as 8th positive characteristic, 22.2% of the people has ranked it as 9th characteristic. Since this characteristic is getting listed as the last one among the rest, it can be also be interpreted that this characteristic is not looked upon as much of a positive one by the respondents.

7.2.2 Negative features of Indian Administrative Service

One of the repeated accusations that the people make about Governmental bureaucracy is the prevalence of red tape. The red tape means delay in decision making. From this study as presented in table 7.2, it is seen that this characteristic is given as the rank no.1 and 2 by the respondents, among the various negative traits of this service as seen by them. It is true that in a bureaucracy rules and regulations need to be strictly observed so that people who are observing and getting served by the bureaucratic processes should not have any doubt about the objectivity of the officers who are conducting these bureaucratic processes. In order to achieve this
TABLE - 7.2

Tabulation of the negative features of the Indian Administrative Service as rank ordered by the Officers of Indian Administrative Service (N=155)

<table>
<thead>
<tr>
<th>Negative Characteristics</th>
<th>RANK ORDER</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>6</th>
<th>7</th>
<th>8</th>
<th>9</th>
</tr>
</thead>
<tbody>
<tr>
<td>Working under political bosses</td>
<td></td>
<td>14 (9.0)</td>
<td>4 (2.6)</td>
<td>20 (12.9)</td>
<td>21 (13.5)</td>
<td>13 (8.4)</td>
<td>16 (10.3)</td>
<td>19 (12.3)</td>
<td>18 (11.6)</td>
<td>30 (19.4)</td>
</tr>
<tr>
<td>Not able to take decision on the basis of the merits of the case</td>
<td></td>
<td>31 (20.0)</td>
<td>23 (14.8)</td>
<td>9 (5.8)</td>
<td>17 (11.0)</td>
<td>20 (12.9)</td>
<td>11 (7.1)</td>
<td>6 (3.9)</td>
<td>3 (1.9)</td>
<td>35 (22.6)</td>
</tr>
<tr>
<td>Personal values getting pushed down in favour of public values</td>
<td></td>
<td>8 (5.2)</td>
<td>9 (5.8)</td>
<td>17 (11.0)</td>
<td>17 (11.0)</td>
<td>15 (9.7)</td>
<td>28 (18.0)</td>
<td>6 (3.9)</td>
<td>15 (9.7)</td>
<td>40 (25.7)</td>
</tr>
<tr>
<td>Delay in Decision making in the Governmental set up</td>
<td></td>
<td>36 (23.2)</td>
<td>42 (27.1)</td>
<td>33 (21.3)</td>
<td>6 (3.9)</td>
<td>11 (7.1)</td>
<td>-</td>
<td>9 (5.8)</td>
<td>-</td>
<td>18 (11.6)</td>
</tr>
<tr>
<td>The need to work in a very structured environment</td>
<td></td>
<td>24 (15.5)</td>
<td>25 (16.1)</td>
<td>36 (23.2)</td>
<td>17 (11.0)</td>
<td>19 (12.2)</td>
<td>6 (3.9)</td>
<td>4 (2.6)</td>
<td>7 (4.5)</td>
<td>17 (11.0)</td>
</tr>
<tr>
<td>To work with activity orientation than with the result orientation</td>
<td></td>
<td>15 (9.7)</td>
<td>35 (22.5)</td>
<td>30 (19.4)</td>
<td>10 (6.5)</td>
<td>13 (8.4)</td>
<td>25 (16.1)</td>
<td>4 (2.6)</td>
<td>-</td>
<td>23 (14.8)</td>
</tr>
<tr>
<td>To work with superiors who are not competent enough to be the Superiors</td>
<td></td>
<td>10 (6.5)</td>
<td>16 (10.3)</td>
<td>12 (7.7)</td>
<td>17 (11.0)</td>
<td>-</td>
<td>14 (9.0)</td>
<td>39 (25.2)</td>
<td>24 (15.5)</td>
<td>23 (14.8)</td>
</tr>
<tr>
<td>Role confusion in the service</td>
<td></td>
<td>15 (9.7)</td>
<td>12 (7.7)</td>
<td>8 (5.2)</td>
<td>19 (12.2)</td>
<td>17 (11.0)</td>
<td>7 (4.5)</td>
<td>20 (12.9)</td>
<td>30 (19.4)</td>
<td>27 (17.4)</td>
</tr>
</tbody>
</table>

(The number within brackets represents the percentages of the respondents)
objective and to make themselves sure about not being found fault by others the bureaucrats are expected to observe the rules and regulations very strictly. Further in the bureaucracy even though political executive are expected to play only the policy making role, in reality they want to take upon themselves the role of executing the policies also. Hence interference of the political executives in the day-to-day roles of the bureaucrats are on increase. In this situation bureaucrats are left with no other option other than to get their executive decisions vetted by the political executives. In this process also delay is inevitable. Hence delay in decision making is naturally seen as the foremost negative trait of the service by the respondents.

"The need to work in a very structured environment" is being given as the third rank among the various negative characteristics of the Indian Administrative Service. It is true that for the same reasons mentioned in the previous paragraph the structures of the Governmental organisations are always built in a very rigid manner so that subjective feelings could not find reflected in the organisational processens.

"Role Confusion in the Service" is being given as the 4th rank in the survey. As discussed earlier, the role taking of the Indian Administrative Service Officers is very much related to the messages of the role senders to the Indian Administrative Service. Since the expectation of the role senders are very much varied, many times there found to be lot of confusion in what is expected out of them.

"Unable to take decision on the basis of the merits of the case" has been given a 5th rank by the respondents. This shows prevelence of political interference and also the forces that expect the officers of the Indian Administrative Service Not to be 'objective' and 'service oriented'.
Bureaucrats being expected not to violate the rules and regulations of the bureaucracy, naturally they are forced to have more activity orientation than the results. This particular characteristic is viewed as the sixth important negative feature of the services. It only shows that the bureaucrats are not in a position where in they can direct the administrative processes so as to get the results effectively.

"To work with superior who are not competent enough to be the superior" is interestingly got rated as the 7th and 8th important negative trait by the respondents. The word 'superior' used in the question was explained as the one that includes the political bosses as well as senior bureaucrats who are organizationally placed at higher position than the respondents.

7.3 COMPARISON BETWEEN INDIAN ADMINISTRATIVE SERVICE AND INDIAN CIVIL SERVICE

The British established in India a highly centralised bureaucratic rule, by providing a hegemonic position to the Indian Civil Service in administration. This rule by the Indian Civil Service guaranteed British interest in India. According to Bhambri\(^1\) the outstanding features of this service were its elitism and loyalty to the masters. It constituted a high prestige stratum of society with a class bias and a stratification of its own with the upper crest functioning as a privileged class\(^2\).

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Its members could be appointed to any administrative job from the maintenance of law and order in the district to policy formulation in the imperial secretariat or policy advising in the Governor or Governor General's councils. They were considered pre-eminently suited for any administrative post under the crown in India. The sole responsibility for India's administration was that of the Indian Civil Service and other subordinate services; hence whether it was office or Headquarters, the Indian Civil Service was omnipresent and omnipotent.

The hegemony of the Indian Civil Service was established not only by keeping all other services (whether technical or provincial) below its ranks, but whenever an Indian Civil Service official was to be appointed, he would always occupy superior position to all other official ranks. He always was to be on top. The superior position in the Indian Civil Service in the administrative hierarchy was jealously guarded by the British. As a group, the Indian Civil Service became exclusive. Its exclusiveness perhaps served well the objective of law and order administration, because they maintained a distance from the common man.

Further, they did not share the authority with any popular or local assembly. They were to govern, but was not accountable for their governance or misgovernance to the people. Because they were not accountable to the people over whom they ruled, they also were not responsive to peoples' needs or wishes.

After independence, also, the need for bureaucracy was rightly realised even defended by Sardar Ballahabhai Patel in the constituent Assembly for governing the country and implementing the plans of National development and economic planning.
However, the system was being continuously criticised on various dimensions. Late Prime Minister Indira Gandhi has herself come out in Public to criticise the civil bureaucracy in India. She referred to the administrative machinery as ‘the stumbling block’ in the way of country’s progress\(^1\). Mrs. Gandhi also said ‘the country would be in a rut’ if it followed British system in which civil servants were not supposed to be concerned about which political party was in power\(^2\).

The erstwhile young trucks group presided by Chandrasekhar of the undivided congress party in their note on ‘Basic Economic Issues’, submitted to the requisitioned meeting of the All India Congress Committee has complained.

‘The present bureaucracy under the orthodox and conservative leadership of the Indian Civil Service with its upperclass prejudices can hardly be expected to meet the requirements of social and economic change along socialist lines. The creation of an administrative cadre committed to national objectives and responsive to our social needs is an urgent necessity\(^3\).

In this study an attempt is made to know whether the officers of Indian Administrative Service perceive their service as having the same characteristics of as that of Indian Civil Service.

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1. Indira Gandhi, Former Primer Minister of India, in her speech delivered at the Congress Parliamentary Party meeting on 16.11.1969, reported in 'The Hindu', dt.17.11.1969.

2. Ibid.

3. Chandrasekar, activist of young trucks group within the congress party, (who later on become the Prime Minister of the country) Referred in ‘Hindustan Times’, dt. 1.12.1969.
The salient features of Indian Civil Service are enumerated below:\(^1\);

1. The Indian Civil Service was more elitist in character and were loyal to their masters.

2. The primary objectives of Indian Civil Service was to maintain law and order and supervise the collection of revenue.

3. The Indian Civil Service was not accountable to people.

4. The Indian Civil Service was tuned more for regulatory state than that of welfare state.

Incorporating the above four main characteristics of Indian Civil Service four statements were included in our role perceptions questionnaire. The Statement Nos. are 49, 50, 65 and 66.

The Indian Administrative Service Officers response to those four statements are given in table 7.3 and in chart 27.

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The statement 49 of our questionnaire on role perceptions of the officers of Indian Administrative Service states very clearly that the two outstanding features of Indian Civil Service was "Elitism and Loyalty to their masters". When this particular characteristic of Indian Civil Service is attributed to the Indian Administrative Service 55.5% of the respondents i.e. 86 persons have categorically rejected the same.

It shows very clearly that 'elitism and loyalty to the masters' is not a striking characteristic of Indian Administrative Service at it happened to be for Indian Civil Service.

The variable given in the statement 50 states that Indian Civil Service was primarily meant for maintaining law and order and to supervise the Revenue
ELITISM AND LOYALTY TO THEIR MASTERS

Not true 56%
Somewhat true 27%
True 17%

ACCOUNTABILITY AND ANSWERABILITY TO PUBLIC

True 59%
Somewhat true 31%
Not true 10%

MAINTENANCE OF LAW AND ORDER AND SUPERVISION OF REVENUE

Not true 77%
Somewhat true 20%
True 3%

TUNED FOR WELFARE STATE

True 68%
Somewhat true 30%
Not true 2%
Administration. When this feature is attributed to Indian Administrative Service 77.4% of respondents i.e. 120 officers have categorically rejected the same. It also shows that maintenance of law and order and supervision of revenue administration is not a striking characteristic of Indian Administrative Service as it was for Indian Civil Service.

In the memoirs written by the Indian Civil Service Officers it is seen that the Indian Civil Service is not accountable and answerable to the public whereas it was accountable and answerable only to the superiors. Contrary to this when Indian Administrative Service was attributed the characteristic of "being accountable and answerable to public" in the statement 65, the results show that the said characteristic is accepted by 92 officers i.e. (58.7%) which shows that according to the perception of the respondents Indian Administrative Service is accountable and answerable to the public besides their superiors.

The researchers of Indian Civil Service have stated that Indian Civil Service was more tuned for a regulatory State. As on date since the concept of welfare state is becoming very popular in the variable 66, it is stated as "the Indian Administrative Service is tuned for a welfare state as the Indian Civil Service was tune for regulatory state." 106 officers i.e. 68.4% have stated that the statement is very much true. It is also seen that the same percentage of officers had agreed that Indian Civil Service was tuned for regulatory State. From the above simplistic analysis it could be seen that the striking characteristics of Indian Civil Service are different from that of our present Indian Administrative Service.
7.4 CONCLUSION

Immediately after independence when demands came from various powerful politicians for the scrapping of Indian Civil Service it was Sardar Vallababhai Patel who stood for the Indian Civil Service and because of his pursuasive skills he was able to make constituent Assembly to agree for the continuance of Indian Civil Service in the name of Indian Administrative Service. However this service is intermittantly critized for not being different from that of the erstwhile Indian Civil Service in its outlook and behavioural patterns.

The studies on the officers of Indian Civil Service has shown that they were more elitist in their character and was mainly oriented to maintain law and order and to supervise revenue collection. It has also shown that they are not accountable to people and hence they are tuned more for regulatory state than that of a Welfare state. In this chapter it is empirically tested that how far the stated traits of Indian Civil Service are found to be true with that of the present Indian Administrative Service. The results indicated that the present officers of Indian Administrative Service feel that the service they belong to is not elitist in character and that they also found to opine strongly that the main objective of the present service is not primarily the maintenance of law and order and supervision of revenue collection. It is also seen that the officers feel that they are accountable and answerable to the public and that the present service is tuned for the establishment of welfare state (Consequently the null hypothesis VIII stands reflected). This clearly shows that the recruitment, administrating and training, that were considered relevant to Indian Civil Service is no more applicable to Indian Administrative Service. However all these cited issues referred above are continued to be practised for the Indian Administrative Service on
the similar lines as was done for Indian Civil Service. Hence this requires re-examination.

Any service is bound to have certain positive and negative characteristics. The role players of Indian Administrative Service was seen to perceive the 'opportunity to serve the public', 'variety in the jobs', 'chances of getting to know many things' as first three important positive traits of the service. It was also seen from the study that the constitutional backing and the social status that it enjoys in the society are seen as the fourth and fifth positive characteristics.

Regarding the negative traits it was found out that 'inability to overcome redtapism' and 'delay in decision making in Government organisation' was seen as the first and second important negative traits of this service. 'The need to work in a very structured environment', was seen as third negative trait of the service. The disparity between the expectation of the role senders to Indian Administrative Service and the perceptions of the role players of Indian Administrative Service are bound to create 'role confusion' and the same was seen by the officers of Indian Administrative Service as fourth negative trait of this service. 'Not being able to take decisions on the basis of merits of the cases', 'Getting pressure to have more activity orientation than that of result orientation' are found to get ranked as fifth and sixth negative traits of this service. Further, the situational demand 'to work under superiors who are not competent enough to be the superiors' was seen by the officers as the last negative trait of this service.
When ‘Elitism’, ‘Good compensation’ and ‘Chances of having close contact with political executives’, were listed as appriori factors under the positive traits of the service, the same were given sixth, seventh and eighth ranks, the last three ranks in the rank ordering of positive traits. Hence, it shows very clearly that these traits are also seen as not so positive traits of this service.