Appendix I

Interview Schedule

This is an interview schedule to gather information on Ethics in Public Service with Special Reference to Superior Civil Service in Karnataka. The information provided by you will be kept strictly confidential and used for purpose of research only. Kindly cooperate in expressing your views frankly. Thank you.

Part I

Date: Department:

Personal Information

1 Name

2 Present age

3 Age when joined this service

4 Educational qualification: (a) Graduate/Postgraduate  
Ph D, Any other  
(b) Technical/Non-technical

5 Gender: Male/Female

6 Marital status: Married/Unmarried/Separated/Widowed

7 No. of children
8 Most of life spent before joining service: Village... Town.... City...

9 Type of service: All India/Central/State

10 Mode of recruitment: Direct/Promotional

11 Appointed as:

12 Present position:

13 Posts held from the date of joining to date:

14 Department: Revenue/Developmental Position at the time of retirement (if retired):

15 First salary drawn:

16 Present salary:

17 Parental background: Service: Government/Non-Government Gazetted/Non-gazetted Top Management/Middle management/Junior level Any other: Independent employment:

18 Parental financial status: Rich/Middle/Poor

(B) General Information

19 What motivated you to join civil service?
   a) Status      b) Power     c) Salary
d) career prospects  e) Security  f) Service to people
Other reasons, if any

20 How satisfied are you with your job?
Very much  Satisfied  Not satisfied

20(a) Give reasons for extreme options.

21 Do you like your children opting your career? Yes/No

21(a) If no, please give reasons:

22 Whether your present job demands work beyond office hours?
Yes/No

23 Are there any specific departments that you would prefer to be posted? Yes/No

23(a) If yes, specify the department/s and reasons
Departments:  Reasons:

24 Complaints about administrative inefficiency and corruption are strong. What are your views about the observation?
Strongly agree; Agree; Disagree; Strongly disagree

24(a) If you agree with it, what are your suggestions to improve the situation?

25 There is a feeling that the remuneration provided is insufficient thereby affecting the quality of work.
Do you
Strongly agree; Agree; Disagree; Strongly disagree

26 It is perceived that nobody can get into a government job without
using influence and money. Do you agree with this observation?

Fully agree; Partly agree; Do not agree

27 Whether there is any change in the nature and quality of civil service over the years? Yes/No

27(a) If yes, whether the change is positive or negative?

Part II

(C) Your Perception of Public Service Ethics

28 What is public service ethics in your view? How important is it in the context of a developing country like India?

29 What is the present status of public service ethics so far as higher civil service is concerned?

30 It is believed that women tend to be more ethical in performing their duties. Do you support the belief?

Agree/Disagree

30(a) If you agree, how different are they and what may cause the difference?

31 Following are a few statements, which in our view, are essential prerequisites of recruitment for ethical administration. Your comments please.

(a) Entry age limit for civil service (at higher levels) should be reduced from 28. Yes/No
(b) Merit should be the only criterion for selection. Yes/No
(c) Increase in the number of attempts has negatively affected Public Service ethics. Yes/No
(d) Introduction of social service background as a necessary
qualification along with age and merit is also essential. Yes/No
(e) Any other you would like to add.

32 In your view which of the following values are emphasised more in training programmes?
    Mostly  Sometimes  Rarely  Never

    Skills
    Work ethics
    Empathy
    Impersonality
    Any other

33 Consider the following statements and their importance in training programmes for ethical administration.
(a) Developing skills - theoretical as well as analytical for ethical decision making. Yes/No
(b) Exemplary behaviour of the senior members of the service. Yes/No
(c) Creating a separate set of knowledge to solve ethical issues involved in the exercise of discretionary power. Yes/No
(d) Familiarising the trainees to the frequently occurring ethical issues involved in the exercise of discretionary powers. Yes/No
(e) Any other you would like to add. Yes/No

(D) Self-perception and analysis

34 What standards influence in formulating and implementing decisions?

35 How often you take the views of people (concerned about particular issues and in the organization) and adopt them, if they suit the situation in administration?
   Frequently;  Sometimes;  Rarely;  Never
36 As an administrator I lay great stress on

<table>
<thead>
<tr>
<th>Means</th>
<th>Ends</th>
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<tbody>
<tr>
<td>Efficiency</td>
<td>Public interest</td>
</tr>
<tr>
<td>Economy</td>
<td>Social equity</td>
</tr>
<tr>
<td>Competence</td>
<td>Constitutional values</td>
</tr>
<tr>
<td>Any other</td>
<td>Any other</td>
</tr>
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</table>

(Give ranks as 1, 2, 3 according to your priority)

37 Do you agree with the belief that administration have to compromise with universally accepted administrative principles due to environmental and situational forces?
   Agree/Disagree

37(a) If agree, what forces make administrators compromise with the principles?

38 Have you come across paradox of procedure in administration? If yes, how frequently you have identified them?
   Very frequently; Frequently; Rarely

38(a) How does it affect the administration?
Do administrative rules and procedures impede ethical actions of administrators (for eg. helping the needy in right time)? Yes/No
   If, in your experience they have impeded do you feel that
      Mostly  Some  Rarely  Never
times

a. Observance of all rules amounts to a lot of paper work but very little concrete work.
b. Administrative procedures offer enough scope for officials to exercise personal initiative
c. If an official can solve problems by ignoring the rules, he should not hesitate to ignore them
d. Rules should be strictly observed, even if they delay the implementation programmes
e. An official, at the local level, should not be bound by superior directions as they do not conform to local conditions.

40 Have you come across public policies involving conflicting values (for example their concentration on the interests of smaller sections of population than larger interests which is a universal administrative value)?

40(a) If yes, how frequently?

Frequently; Sometimes; Seldom

40(b) Please explain one such decision having different consequences on different occasions?
41 Are you optimistic about improving the disordered administration which is noticeable in almost all the departments? Yes/No

41(a) If yes, what steps do you contemplate to improve the condition?

42 'X' takes a decision on issues going against the political interests of the day and therefore unpopular. However, he is convinced that it will have long term favourable implications on the society. Is it right on his part to take such a decision and implement it? (Consider yourself as 'X') Yes/No

43 If you face severe opposition (including political) on a certain action of yours, which you would have taken only after satisfying yourself of its advantages for the majority, do you stick to your stand or change your views depending upon the context?
(a) Mostly I hold to my stand. Yes/No
(b) I have even come in conflict with higher authorities and opposing parties in this regard. Yes/No

43(a) Which of the following, if you think that you cannot change your decision, do you choose to stick to your point of view?

<table>
<thead>
<tr>
<th>Mostly</th>
<th>Some</th>
<th>Rarely</th>
<th>Never</th>
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</table>

a) Try to convince the group concerned about the importance of your decision and action
b) Stand firm, more so, against political pressure

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c) Take the issue to the public to get support
d) Resign in protest
e) Any other

44 What kind of popular participation is enlisted in governmental affairs (mainly in policy-making and decision-making)? Are you satisfied with it?

44(a) If you are not satisfied what are the ways which can enlist their useful and effective participation for just and fair functioning of government?

45 What guides you in the exercise of discretionary powers?

45(a) The public opinion is that they (discretionary powers) are being used arbitrarily by the administrators.

Do you agree with the popular belief?

46 Do you face ethical dilemmas in day today administration?

46(a) If you agree, how often

Very often  Often  Seldom  Do not face

46(b) What, generally, cause such dilemmas?

46(c) Whom do you consult on such matters?

Colleagues  Peers  Others

46(d) How do you find solution/s to them?

47 Would you like to be identified as:

(a) Impersonal administrator
(b) Empathetic administrator
48 It is believed that organizations have strong influence on public service ethics?
Do you
Strongly agree Agree Disagree Strongly disagree

48(a) Which of the following have greater impact on public service ethics?
Peer groups have greater impact on public service ethics.
Agree/Disagree

Organisational ethical climate has greater impact on public service ethics.
Agree/Disagree
Formal organizational policy has greater impact on public service ethics.
Agree/Disagree
Practices found in the profession influence public service ethics.
Agree/Disagree
Any others

48(b) Whether Seniors in the service act as role models? Yes/No

48(c) Whether peer groups perform the role assigned to them particularly those of
1. Specifying and implementing codes, Yes/No
2. Finding solutions to ethical problems, Yes/No
3. Supporting rightful claims of members and Yes/No
4. Performance appraisal of members Yes/No

49 Do civil service codes of conduct
Provide appropriate guidance for maintaining public service ethics.
Agree/Disagree
Require supplementary agency specific codes to be more effective. 
Agree/Disagree

Are imposed from outside, therefore they do not bring expected results. 
Agree/Disagree

Any others

50. Whether, in your view, anti-corruption laws and machineries have succeeded in their functioning. Yes/No

50(a). If no, What reasons are attributed to their ineffectiveness?

51 How organization's approach ethical problems?

a. There is an ongoing effort to reinforce codes of conduct. 
Agree/Disagree

b. The organisational mechanisms try to suppress unethical behaviour by detecting and discouraging such activities. 
Agree/Disagree

c. There is a proactive, human development, problem solving approach promoting ethical behaviour. 
Agree/Disagree

d. There is no consistent approach to help administrators solve ethical dilemmas. Agree/Disagree

e. Any other (please specify)

52 Whether reward and punishment system exists in practice? Yes/No

53 Do administrators get recognition for their ethical actions by the organization? Yes/No

53(a) How the organizations treat efforts toward ethicising the administration? Welcomed/Not-welcomed
54 Sound administrative principles recommend rewards for good and ethical work. Whether it is found in practice? Yes/No

55 Is reward and Punishment mechanism system foolproof encouraging ethical administration? Yes/No

56 Do you experience political interference in everyday administration? Yes/No

56 (a) If yes, what type of 'requests' do you get very often from them and for what purposes?

57 When faced with pressures from political leaders to do something they do not want to do, officials may take a number of different courses of action. Speaking for yourself, indicate how often you follow courses of action listed below:

<table>
<thead>
<tr>
<th>Mostly</th>
<th>Some</th>
<th>Rarely</th>
<th>Never</th>
</tr>
</thead>
<tbody>
<tr>
<td>times</td>
<td></td>
<td></td>
<td></td>
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</tbody>
</table>

a. Explain that your limitations are due to the rules
b. Influence public opinion in your favour
c. Try to deal with the situation yourself
d. Seek advice from superior officers
e. Postpone decision-making
f. Seek transfer
g. Any other (pl. specify)

58 Do political parties differ in matters of political interference? Yes/No
58(a) If yes, what kind of difference?

59 It is believed that women administrators face lesser political interference due to social constraints. Your comments.

60 Do you perceive any difference in the politicians of olden days and present? (Heard, observed and/or experienced)

60(a) If yes, what kind of difference? and the reasons for the same (in your view)
Appendix II

Socio - economic Profile of the Sample Group

The study focuses on the top level executive of the State administration. By the virtue of position they play a very important and meaningful role in development administration and administration of development. Their role becomes crucial as they act as a link between two major activities of the government. On the one hand they assist the elected executive in formulating policy by providing the facts and figures required for policy making and on the other they implement those policies.

Composition of the Sample Group

The sample selected exhibits heterogeneity. The respondents differ in their age, educational qualifications, type of service, marital status etc. At the time of field work they were serving in various departments and at the time of writing the thesis they were occupying postings in different departments. They, therefore, represent various service departments and levels of administration in Karnataka, for example, some of them were on the field postings, some in the secretariat and the directorates and also in the police department. However, the criterion for the selection of sample was that they belonged to superior civil services. The sample group also included
retired administrators, all of whom had occupied high positions, at the
time of retirement.

Sex of the Respondents

Of the total 60 sample group, 41 were males and 19 were
females. It shows that the sample is dominated by male respondents
who constituted about 68 per cent. However, the female sample is not
very small. The unequal distribution is due to the smaller number of
women in the administrative services at the higher level i.e., of the 390
IAS and IPS officers working in Karnataka only 37 are women.

<table>
<thead>
<tr>
<th>Table 1</th>
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<tbody>
<tr>
<td>Sex</td>
</tr>
<tr>
<td>Male</td>
</tr>
<tr>
<td>Female</td>
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</table>

Agewise (joining and present) distribution of the Respondents

Although the constitution provides 28 years as the upper age
limit for entry to services most of the respondents joined the services at
an early age i.e., between 21-25 (see table for details). It is also
significant that different age groups are equitably represented
providing a balance to the data reflecting the thinking of all age groups
about the prevailing state of affairs.
Table 2

\[ n=60 \]

<table>
<thead>
<tr>
<th>Class Intervals</th>
<th>Figures</th>
<th>Per cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Joining age</td>
<td></td>
<td></td>
</tr>
<tr>
<td>21-25</td>
<td>50</td>
<td>83.3</td>
</tr>
<tr>
<td>26-27</td>
<td>8</td>
<td>13.3</td>
</tr>
<tr>
<td>28 and above</td>
<td>2</td>
<td>3.3</td>
</tr>
</tbody>
</table>

Table 3

\[ n=60 \]

<table>
<thead>
<tr>
<th>Present Age</th>
<th>Figures</th>
<th>Per cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>25-34</td>
<td>18</td>
<td>30</td>
</tr>
<tr>
<td>35-44</td>
<td>15</td>
<td>25</td>
</tr>
<tr>
<td>45-48</td>
<td>17</td>
<td>28.3</td>
</tr>
<tr>
<td>59-75</td>
<td>10</td>
<td>16.7</td>
</tr>
</tbody>
</table>

Early Background of the Respondents

There seems to be a strong urban bias among the respondents i.e., most of them have their early lives spent (including for education) in cities. Those coming from town areas is also quite significant whereas people coming from village are very poorly represented.

Table 4

\[ n=60 \]

<table>
<thead>
<tr>
<th>Early Background</th>
<th>Frequency</th>
<th>Per cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Village</td>
<td>2</td>
<td>3.3</td>
</tr>
<tr>
<td>Town</td>
<td>22</td>
<td>36.6</td>
</tr>
<tr>
<td>City</td>
<td>36</td>
<td>60</td>
</tr>
</tbody>
</table>
Educational Level of the Respondents

The respondents, by and large, are highly educated. A huge majority of the respondents hold postgraduate degrees (55.7 per cent). About a quarter hold graduate and post graduate degree in technical education and two (both women) of them have Ph. D. degree from foreign universities.

Table 5

<table>
<thead>
<tr>
<th>Qualifications</th>
<th>A</th>
<th>Per cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Graduate (Tech.)</td>
<td>6</td>
<td>10</td>
</tr>
<tr>
<td>Graduate (N.T.)</td>
<td>9</td>
<td>15</td>
</tr>
<tr>
<td>Post Graduate (Tech.)</td>
<td>6</td>
<td>10</td>
</tr>
<tr>
<td>Post Graduate (N.T.)</td>
<td>33</td>
<td>55</td>
</tr>
<tr>
<td>Post Graduate (Tech. And N.T.)</td>
<td>4</td>
<td>6.7</td>
</tr>
<tr>
<td>Ph.D.</td>
<td>2</td>
<td>3.3</td>
</tr>
</tbody>
</table>

Length of Service

The length of service of the sample group also shows that there is an equitable representation of various categories. The largest majority of the sample either 12 years or lesser experience. They account for 36.7 per cent. However, the difference in percentage between different categories is not very big. This ensures that the data does not unduly represent a particular category.
Table 6

n=60

<table>
<thead>
<tr>
<th>Class Intervals</th>
<th>Frequency</th>
<th>Per cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Up to 12</td>
<td>22</td>
<td>36.7</td>
</tr>
<tr>
<td>13-24</td>
<td>20</td>
<td>33.3</td>
</tr>
<tr>
<td>25 and above</td>
<td>18</td>
<td>30.0</td>
</tr>
</tbody>
</table>

Family Background

The parent/s of 28 respondents served in government administration either in similar capacities or lower. The remaining 26 respondents parent/s worked in different fields like medicine, engineering, teaching, academia, judiciary and private sector companies.