

BUREAUCRATIC ETHOS, STRUCTURE AND ATTITUDE OF DISTRICT OFFICERS-A STUDY OF SHIMLA AND KINNAUR DISTRICT OF HIMACHAL PRADESH

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ABSTRACT

The ethical problems plagued the public administration during the years leads to scandals, the cases of corruption, kickbacks, bribery, extortions, lying and deception by government all over the world, in both developed and developing countries. In this paper we have made an attempt to study the bureaucratic ethos, structure and attitude of the district officers. The study was conducted in the Shimla and Kinnaur districts of Himachal Pradesh. Shimla is the capital of Himachal Pradesh and the Kinnaur district is the biggest Integrated Tribal Development Program in Himachal Pradesh, as there are total five Integrated Tribal Development Programs in Himachal Pradesh namely Pangi, Bharmour, Lahaul and Spiti. The present study was empirical, analytical, and comparative. The data for this study was collected through primary as well as secondary sources. At the preliminary stage the source of collecting was the documentary material various books, articles, journals were conceived to collect relevant data. It will help a lot for conceptual clarification of various variables in the topic. Beside documentary method, a well-designed questionnaire for the purpose of collecting information regarding the bureaucratic attitude towards the value premises was used. Observational technique was also used for the study. There were total 85 bureaucrats in both Shimla and Kinnaur districts. For the purpose of this study we have selected 66 respondents among all the 85 officers from district level to the block level with the help of random cum purposive sampling. The major hypothesis of the study is that the bureaucratic ethos and bureaucratic culture of district officers of Himachal Pradesh do not have dedication and positive attitude for the development of weaker and all sections of society of Himachal Pradesh.

Keywords: Bureaucratic Ethos, Structure, Attitude, District Officers, Shimla, Kinnaur, Himachal Pradesh.

INTRODUCTION

The maintenance of moral standards and norms in the conduct of public affairs in a democratic country tends to become a major problem for the people because of different levels of Government and the involvement of large number of public functionaries in the government. Ethics in public services has become a major topic all over the world and so in our country over the past few years. The bureaucratic ethos that has been the dominant mode of Public administration can be traced to the Weberian model rational bureaucracy, dilsonian dichotomy of politics and administration. "The content values of bureaucratic ethos are chiefly contained in five pervasive concepts: efficiency, efficacy, expertise, loyalty and accountability. In one form or another, these concepts and their inclusion as positive behavioural norms for public administrator have remained viable in both theory and practice. Appleby's (1959) advocacy of the virtues of honesty and loyalty in public administration has influenced generations of scholars [1].

Lying hidden in these debates are suspicions about deviant bureaucratic behaviour. In real life, bureaucratic corruption and high handedness are not uncommon, and administrators are known to have 'secret' in public dealings and using. Bhattacharya

(2013) explained three perspectives for ethical standards for public service, viz. regime values; situational ethics; personal ethics. Ethical Behaviour in the public service is considered a blend of moral qualities and attitudes. Attitudes inform us about disposition, inclination and orientations of civil servants towards object-political, social, economic, and issues, problems of institutions, groups, organisation etc. Attitudes connote a neuro-psychic state of readiness for mental and physical activity [2]. Similarly, Allport in 1935 has described "attitudes as a mental and neural state of readiness, organized through experience, exerting a directive or dynamic influence upon the individual's response to all objects and situations with which it is related".

Studying attitudes of bureaucrats one could conveniently assess the possible behaviour pattern of administrative class. It may help predict the possible "response" of administrators to certain policy-matters which are decided. In India, wide gaps between the expected and actual behaviour or performance of the civil services have the realization that real life bureaucracy cannot be understood solely on the basis of the formal organisational system; that the attitudes of civil servants in their job roles is determined by the bureaucratic Ethos and system that emerged and affected the ideas of people and civil servants about their behaviour and attitudes. Hence a condition or situation for synchronisation of attitudes of bureaucrats and recipients or client or the common people is essential.

Table 1: Views regarding impact of Ethical Values on Behaviour of Bureaucrats

Degree	N = 66 No of Respondents	%
Great Impact (75-100%)	28	42
Medium Impact (50-75%)	34	52
Minimum Impact (25-49%)	4	6
Negligible Impact (0-24%)	0	0
Total	66	100

Source: Primary Data

Table 1 revealed that 42 percent respondents believe that Ethical values have great impact on bureaucratic behaviour, whereas 52 percent is of the opinion that it has medium impact and only 6 percent is of the view that it has negligible impact on the behaviour of bureaucrats.

Table 2: Views regarding Ethical Behaviour and Bureaucratic Neutrality

Degree	N = 66 No of Respondents	%
Excessive (75-100%)	14	21
Moderate (50-74%)	48	73
Lesser (25-49%)	4	6
Negligible (0-24%)	0	0
Total	66	100

Source: Primary Data

Table 2 indicates that most of the respondents i.e. 73 percent are of the opinion that moderate bureaucrats are neutral in their behaviour and 21 percent are excessive neutral, only 6 percent are lesser neutral in their behaviour dealing with common citizens.

Table 3: Views regarding need of education and training on ethical conduct

Degree	N = 66 No of Respondents	%age
Highest Degree (75-100%)	27	41
Medium Degree (50-74%)	37	56
Lesser (25-49%)	02	3
Negligible (0-24%)	0	0
Total	66	100

Source: Primary Data

Table 3 shows that 56 percent respondents expressed moderate need for education and training and 41 percent felt the need of highest degree, whereas, only 3 percent viewed lesser degree or need of education and training in ethical conduct of bureaucrats.

Table 4: Opinion of respondents regarding Attitude towards Responsibility

Degree	N = 66 No of Respondents	%
Highest(75-100%)	54	82
Moderate (50-74%)	11	16
Lesser Degree (25-49%)	01	2
Very much less (0-24%)	0	0
Total	66	100

Source: Primary Data

Table 4 indicates that, a large number of respondents of the study reported a favourable attitude accepting mere responsibility in their present work. Thus nearly 82 percent of the respondents are disposed to assume highest degree of responsibility whereas 16 percent take moderate and only 2 percent like to assume lesser degree of responsibility for quality of work in their present position.

Table 5: Opinion of respondents regarding Superiors Undertaking Responsibility

Degree of Responsibility	N = 66 No of Respondents	%
Great deal of responsibility (75-100%)	1	1.51
Little more than enough responsibility (50-74%)	3	4.55
Jake Just Little Responsibility (25-49%)	22	33.33
Do not like to take any Responsibility (0-24%)	40	60.61
Total	66	100

Source: Primary Data

It is noteworthy that as many as 61 percent of the respondents reported that 36 their superior do not like to take any responsibility. On the other the hand 33 percent of the respondents perceived their superiors willing to assume just little bit responsibility while 5 percent of the superiors are reported to be taking on themselves just enough responsibility and only 1 percent wants to take great deal of responsibility.

Table 6: Opinion of superiors about subordinates undertaking responsibility

Degree of Respondents	N = 66 No of Respondents	%
Great Deal of Responsibility (75-100%)	4	6
Littler more than enough responsibility (50-74%)	18	27
Take Just Little Responsibility (25-49%)	44	67
No Responsibility (0-24%)	0	0
Total	66	100

Source: Primary Data

Table 6 indicates that, if the subordinate civil servants generally have a poor opinion about their superior's readiness to accept responsibility in work, the superiors themselves do not have any better or different image about their subordinates' attitude to responsibility. Thus 67 percent of the respondents have reported that their subordinates are willing to take just little responsibility and 27 percent feel they take more than enough responsibility. In contrast 6 percent of the superior respondents have to say their subordinates are willing to take a great deal of responsibility in work.

Table 7: Opinion of respondents regarding Attitude of superiors in personnel development of their subordinates

Degree	N = 66 No of Respondents	%
Do your superior help you to learn to assume higher responsibility		
Always	1	1
Usually	9	13
Sometimes	39	60
Never	17	26
Total	66	100

Source: Primary Data

Table 7 shows that in the view of about 14 percent respondents, their superiors are taking 'high' interest in helping their professional growth and thereby preparing them for positions of greater responsibility. It is also important to note that 60 percent respondent report little interest whereas, 39 percent respondents feel that no interest taken by their superiors in their development.

Table 8: Attitude in personnel development by Sub-ordinate

Degree of opinion	N = 66 No of Respondents	%
Do you motivate your subordinates to assume high responsibility		
Always	34	51
Usually	13	20
Sometimes	19	29
Never	0	0
Total	66	100

Source: Primary Data

Table 8 indicates that 51 percent of the respondents always motivate their subordinates and 20 percent usually motivate their subordinates to learn and assume higher responsibilities, whereas 29 percent respondents feels that they sometime motivate them for such higher responsibilities. Table 9 indicates that 83 percent of the respondents have perceived their superiors quite positively towards them in the sense of their relationship with them as cordial, whereas, 14 percent of the respondents believe that the behaviour of their superior towards them is very cordial and friendly. The remaining 3 percent of respondents give no opinion on their relationship with the superiors.

Table 9: Relationship of bureaucrats with Superior

Degree What is the nature of your relationship with superior?	N = 66 No of Respondents	%
Very cordial and friendly	9	14
Cordial	55	83
Not Cordial	0	0
Not Opinion	2	3
Total	66	100

Source: Primary Data

Table10: Relationship of top bureaucrats with their subordinates

Degree What is the nature of your relationship with subordinates?	N = 66 No of Respondents	%
Very cordial and friendly	6	9
Cordial	60	91
Not Cordial	0	0
Not Opinion	0	0
Total	66	100

Source: Primary Data

Table 10 reveals that the superior-subordinate relationship is cordial. Further the table shows that 91 percent of the respondents are having cordial relationship with their subordinates whereas, 9 percent of the respondents is of the opinion that relationship with their subordinates are very cordial and friendly.

Table 11: Attitudes towards development of common man

Degree of Attitudes	N = 66 No of Respondents	%
Highly appreciative attitude (75-100%)	28	42
Appreciative attitude (50-74%)	38	58
Lesser appreciative attitude (25-49%)	0	0
Negative attitude (0-24%)	0	0
Total	66	100

Source: Primary Data

Table 11 indicates that significant number of respondents is in favour of development of common man. Further the data also reveals that 42 percent of the respondent viewed highly appreciative attitude whereas 58 percent of the respondents have appreciative attitude towards the development of common man.

Table 12: Attitude towards citizen contact

Frequency of people friendly attitude	N = 66 No of Respondents	%age
Highly people friendly (75-100%)	13	20
Friendly (50-74%)	45	68
Less Friendly (25-49%)	08	12
Autocratic and Non-Friendly (0-24%)	0	0
Total	66	100

Source: Primary Data

The table 12 indicates that significant proportion of the respondents who did not mind meeting the citizens was in keeping with the high degree impersonal approach to work. Further the table shows that 68 percent of the bureaucrats are friendly with the citizen and 20 percent respondents have highly people friendly attitude towards the clientele. Only 12 percent of respondents feel they maintain distance and are less friendly towards the citizen, while dealing with them.

CONCLUSION

The scope of public administration has expanded enormously and become complicated with administrator getting more and more involved in making public policies and resolving conflict situations arising from time to time at different levels. People's expectations have raised enormously putting lots of pressure on administrators follow certain ethical guidelines, which would go a long way in helping them to identify a problem, choose alternative course of action, and implement the best among the chosen few. The values have a great impact on behaviour in administration. It must be remembered that administrators have perceived ideas or notions about code of conduct at the time of joining civil services. There are lot of problems in our bureaucratic system; even then the bureaucrats are playing a key role in the development in our country. We cannot ignore bureaucrats at any cost. But there is a need to develop people friendly bureaucratic system.

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