CHAPTER VII
Field Administration

In view of the complexities and enormity of tasks facing the modern governmental organisations, field offices have been initiated so as to ease the burden on the head office - so much so that over a period of time field organisation has assumed such an importance that by some writers it has been considered as 'a tool used for both the centralization and decentralization of government'.

"It is in the field that taxes are collected, regulatory laws enforced and governmental services rendered." The actual administration is in action there. The headquarters and field administration are intimately inter-related in their day-to-day functioning. Headquarters means the central or supervising office - synonymous with the secretariat in India. The offices which usually have to get the approval before undertaking any administrative actions from the headquarters, and are under the control and direction of the latter are called 'field', attached and subordinate offices. The field offices attached to the


2 Ibid., p. 246.

secretariat (headquarters) of Chandigarh administration are surveyed in this chapter.

7.1 Field Offices with the Home Secretary.

7.11 Transport: The General Manager, Chandigarh Transport Undertaking is also Secretary, State Transport Authority, member of the Inspection Board and Traffic Advisory Committee and has been declared as drawing and disbursing officer in respect of the establishment of his office. He is assisted by a staff of 92 subordinates including chief inspector, inspectors and other ministerial staff.

7.12 Legal Remembrancer and his office: Legal Remembrancer, union territory, Chandigarh is assisted by district attorney and a codification officer. He has to discharge the following functions:

1. Tender advice to all government departments including offices of the government of India and military authorities on legal and quasi-legal matters; draft legislation; draft and scrutinize statutory rules, regulations, bye-laws, orders and contracts to which the union territory administration is a party; arrange representation, watch progress and advise in civil litigation against the state or its officers in respect of acts done in the discharge of their duties and attend to codification and publication of both major and minor legislations.

---

'He has been empowered to exercise the powers of head of the office since November, 1966 and exercises all those powers which have been delegated under the provision of Rule 10-A of the delegation of financial powers rules, 1958'.

7.13 **Deputy Commissioner's Office**: This office consists of a staff of 42 including the deputy commissioner and the executive magistrate. The deputy commissioner-cum-estate officer is also director civil defence, food and supplies, consolidation of holdings, deputy registrar co-operative societies, registrar firms and companies, deputy excise and taxation commissioner and labour commissioner. He exercises all the powers - delegated to him as head of office. He has also been declared as drawing and disbursing officer in respect of his office.

The executive magistrate also functions as general assistant to the deputy commissioner, revenue assistant, assistant registrar co-operative societies, registration authority, licensing authority, civil defence officer and officer in charge of sports department.

As revenue assistant, the executive magistrate is incharge of the field revenue work related to the thirty four villages of the Chandigarh union territory.

7.14 **District Food and Supplies Department**: Deputy Commissioner functions as director, food and supplies department also. This department mainly functions on commercial lines and is

---

responsible for the following functions:

' Enumeration work of Chandigarh residents; equitable distribution of controlled commodities like sugar, fine flour etc; control on trades and other control measures, checking of depots and flour mills, preparation and distribution of ration cards after verification etc; licensing control orders and their effective enforcement; enforcement of price-display control order; maintenance of A.P.R. centre with storage capacity of 3,000 tonnes of wheat and 1,000 tonnes of rice for regular supply of food-grains; and organisation of chain of fair-price shops in the union territory of Chandigarh'.

7.15 **National Emergency and Civil Defence**: Executive magistrate is civil defence officer. This organisation carries out the following functions: to impart training to the public in civil-defence, first-aid and rescue services, warden service, casualty service etc.

7.16 **Department of Industries**: This department is concerned with the development of industries. The work in the department comprises of disbursement of loans to entrepreneurs, conducting field enquiries, verification of facts, collection of industrial data, survey—checking of proper utilization of controlled materials and loans, implementation of government instructions regarding import of raw material and fixation of quota of scarce materials, registration of small-scale industrial units, statistics,

---

6 Information collected & from the office of the Deputy Commissioner, Chandigarh.
experts, exhibition development of ancilliary industries, hire-purchase of machinery and distribution of chemicals, etc.

7.17 **Printing and Stationery**: This department is headed by the controller, printing and stationery. He has been declared as head of office and exercises the powers delegated to him under delegation of financial rules, 1958. The department has the highest numerical strength of 1,158 employees in the union territory and deals with printing, procuring supplies of publications, forms, text books, stationery etc., and also in repairs and servicing of the type-writers. The major units of the department are as follows: Government press; headquarter's administration, account and establishment, forms and book depot, and out-side printing; stationery, nationalized text-books (production and sale), and type-writer repairs workshop.

7.18 **Department of Forests**: A forest division at Chandigarh was created early in sixties to give a vegetable cover to make the Shiwalik hills, forming the backdrop of Chandigarh. The forest division continues to carry out soil-conservation measures by check-dams and plantation. The divisional forest officer is also agriculture and block development officer and is charged with the development of area in the territory. The department derives an income of Rs. 50,000 to 60,000 annually from the sale of 'bhabhar', long and wild grass in the hills. The staff in this office includes a district forest officer, a forest ranger, a deputy ranger and foresters etc.
7.19 Museum and Art Gallery: A museum building at a cost of Rs. 22 lakhs has been built at Chandigarh. The work in the museum includes acquisition of art objects, their presentation, research in different departments, display and preparation of index cards and catalogue sheets, educational lecturing to guide the visitors, and arranging of art exhibitions. Reference library provides facilities to the readers in the field of art and museology. The strength of the staff in the museum and art gallery is thirty nine, consisting of a curator, gallery assistants, technicians etc.

7.1(10) Department of Hospitality, Protocol and Tourism: The department is headed by the director of hospitality, protocol and tourism.

The state guest house, the 'Panchayat Bhavan' and the canteens of 'Vidhan Sabha'(Legislature) and secretariat are under the charge of the hospitality organisation.

7.1(11) Poultry Project: The project has a hatchery of 50,000 egg capacity and accommodation to house 15,000 birds. The project specialises in the production and supply of seed hybrid chicks of exotic breeds. The USAID (United States Aid) have donated a most modern poultry dressing plant worth Rs. 7.50 lakhs with a capacity to dress, pack and freeze 5,000 birds per eight hours. The plant is to be a self-supporting project.

7.1(12) Police Department: Home secretary is the inspector general of police. He is assisted by the senior superintendent of police who is also ex-officio deputy secretary and has been given
the powers of head of office. He exercises financial and administrative powers delegated to him under Fundamental and Supplementary Rules, 1958, Government of India. Senior superintendent of police is assisted by three deputy superintendents of police manning the head quarters, traffic and lines, and criminal investigation branches.

7.1(13) **Directorate of Technical Education**: Administration of the directorate of technical education is divided into two parts, the administrative establishment and accounts branches; and four technical education institutions: industrial training institute, government polytechnic for women, central polytechnic and government central crafts institute for women.

The director is over-all in charge of both the sections and he is assisted by an assistant director.

The main functions of the director, technical education are to control the establishment of the sub-offices and institutions located at Chandigarh; to conduct examinations of such courses which are not affiliated to state board of technical education, Punjab and making such other arrangements in connection with the examination of all courses of all technical institutions located in the union territory; to implement the plan and scheme of technical education and craftsmen training and give grant-in-aid to the Punjab university and technical teachers training institute, Chandigarh; to grant loans, scholarships, freesohips and stipends to the poor and deserving students belonging to union territory and
studying in technical institutions both inside and outside the State; to arrange the admission to and procure equipment for the various technical institutes under the administrative control of the directorate; to conduct inspection of the technical institutions with a view to ensure that the training is imparted in accordance with the set approved pattern, to countersign and issue national trade certificates and to carry out the policy of the National Council for the Training in Vocational Trade and All-India Council of Technical Education with regard to the award of diploma and certificates.

Total strength of the establishment of the institutions under the control of this directorate is 662.7

7.2 Field offices with the Finance Secretary

7.21 Estate Office: Deputy commissioner-cum-estate officer heads this office. The work is divided into various branches, such as: estate office, revenue, plantation, enforcement, building, Bajwara liquidation, information centre, census of trees, over-payment of compensation, periphery staff, land acquisition staff for capital forests and irrigation etc. The total strength of the staff in all these branches is approximately one hundred and eighty four.

This office is charged with the sale of plots, recovery of their price, maintenance of accounts, disbursement of loans to private house-builders and recovery of instalments of principal and

---

7Information collected from the office record of the department of Home, Union Territory, Chandigarh.
interest, enforcement of the capital of Punjab (development and regulation) Act, 1952 and Periphery Control Act, 1952 and rules made thereunder to regulate construction and checking of unautho-
erised structures.

The treasury officer is assisted by an assistant treasury officer and a staff of approximately 42 members. The work has been divided into gazetted; non-gazetted; pensions; payment incorporation and receipt; personal ledger accounts sections; and establishment; and general and treasurer branches.

7.23 Local Fund Staff: The local audit staff consists of two units, resident audit scheme of Panjab University and Chandigarh Circle audit party. Entire cost of the university Unit is recovered from the university. The other unit is also self-supporting, as audit fee is recovered from the respective institutions.

7.24 Public Relations: The deputy director public relations deals with labour problems and conciliation work also. The main function of this department is to popularise various schemes undertaken by different departments in the union territory, through press and other publicity media. The department also arranges publicity for sale of plots, from which are the backbone of the capital.

A 'tourist bureau' has been set-up in Sector 22 to supply necessary information to tourists and to arrange for sight-seeing in Chandigarh and its adjoining areas.
7.25 **Fisheries Department**: With the creation of Sukhma Lake an area of 250 acres has become available for fish-breeding and also to provide sport to the anglers and tourists. A fish seed farm has been established below Sukhma dam. Fifteen rearing tanks and 10 nurseries are being utilized by the fisheries department for fast breeding species of mirror carp, silver carp, common carp and goldfish. Assistant Director of fisheries is assisted by a fisheries officer and 18 members of technical and ministerial staff.

7.26 **Kitchen Garden Scheme**: This scheme was initiated by the agriculture department of erstwhile Punjab government, but later-on it was passed on to the engineering organisation of Capital project. In the union territory now, the scheme has been placed under horticulture co-operative society. The object of this scheme is to promote the cultivation of vegetables in kitchen gardens.

7.27 **Animal Husbandry**: Deputy director animal husbandry is assisted in the administration of various institutions by veterinary assistant surgeons - dog clinic, diagnostic laboratory, veterinary hospital Sector 25, Veterinary dispensary in Manimajra and also by the fisheries officer, and their technical and ministerial staff.

7.28 **Co-operative Department**: Additional registrar Co-operative societies is incharge of this department who is assisted

---

8 Information collected from the department of Fisheries, Union Territory, Chandigarh.
by assistant registrar Co-operative societies.

There are about 165 co-operative Societies working in the union territory, Chandigarh. A provision also exists in the union territory budget under the major head 'co-operation' for financial assistance to the registrar co-operative societies.

7.29 **Sports Department**: Director public instruction also functions as director of sports. He is assisted in the sports department by the district sports officer, and State 'Yoga' Organiser.

The main function of this department is to coordinate the activities of the various sports institutions at the state level already in existence in the union territory. Yoga centres are also run by this department.

7.2(10) **Excise and Taxation**: This revenue earning department is headed by excise and taxation commissioner,. The Punjab General Sales Tax Act, 1948, the Punjab Central Sales Tax Act, 1956, the Punjab Professional Tax Act, 1956, the Punjab Motor Spirit Sales Act, 1939, the Punjab Passenger and Goods Taxation Act, 1952, the Punjab Entertainment Tax Cinematography Show Act, 1956, and the Punjab Excise Act, 1914 are administered by this department.

7.2(11) **Milk Supply**: This department has since been reverted to the Punjab Dairy Development Corporation, and union territory administration giving only an annual subsidy/grant to the corporation for supplying milk and other milk products to the residents of the city through a chain of their milk-booths and milk bars.
7.2(12) **Directorate of Education (General):** The Directorate is headed by the director of public instruction who is simultaneously director of sports and registrar, departmental examinations also. He is declared as head of office under the provisions of Rule 10-A of the Delegation of Financial Powers Rules, 1958.\(^9\)

The director of public instruction is required to direct, regulate, implement the educational activity in the territory. His role with regard to the colleges in the union territory includes, besides being principal government college for men, that of director of public instruction for these institutions and as an inter-relating medium between different colleges. His role in regard to schools covers government Schools establishments; recruitment, training, disciplinary action (personnel); grants in aid, scholarships, recognition of private schools and control of various funds.\(^10\)

To perform the aforesaid duties and responsibilities, the D.P.I, is assisted by - the district sports officer and State yoga organiser, the district education officer, the planning officer, principals of colleges, the Central State librarian and the Officer Commanding N.C.C. (national cadets corps).

---


7.2(13) **Directorate of Health and Medical**: The principal medical officer and ex-officio deputy secretary health is also designated as director of health and is administrative as well as professional head of the directorate. In the discharge of his professional responsibilities, he is assisted by the medical officer sanitation and general health; medical officer incharge mass education and family planning; joint principal medical officer and the state drug controller. All the allied dispensaries, bureau of mass education and family planning, and family planning clinics are also under his control and supervision. The functions and responsibilities of the director health services include: control and coordination of the establishment of various agencies of the directorate; execution of policies; procurement of equipment for hospitals and dispensaries; recruitment, removal and transfer of the employees working in the directorate; acting as a link between the secretary health and field offices; representing the department in administrative as well as professional matters; working as a professional head, i.e. as a doctor in his field of specialization in the hospital, and performing any other functions entrusted by the government from time to time.\(^\text{11}\)

7.3 **Field offices with the Secretary Engineering.**

In the field, the work of the engineering department is divided into circles. The circles are divided into divisions and

---

\(^\text{11}\)Information collected from the office records of the directorate of health and medical, Chandigarh.
divisions are further sub-divided into sub-divisions and sub-
divisions into sections etc. 12

7.31 **Circle** : The superintending engineer is in charge of
the circle. His duties are enumerated in paragraphs 1.49 to 1.57
of Public Works Department Code as supplemented below:-

- transferring and posting all the members of his establish-
- ment below the rank of divisional officers within his circle;
- exercising supervision over and impart instructions and guidance
to his subordinates; ensuring submission in time of all periodical
reports and returns due to the chief engineer; writing annual
reports of the divisional officers and sending confidential reports
of the technical staff and his office superintendent to the
headquarters; reviewing the position of divisional accounts with
the executive engineer concerned; and calling a meeting of the
representatives of contractors and labour- co-operative societies,
once in every six months.

7.32 **Division** : The executive unit of the department is a
Division, headed by a divisional officer, who is usually an
executive engineer. His duties, responsibilities, and extent of
powers according to the Punjab Public Works Department Code and
the manual of orders of the public works department, are laid
down as given below :-

12 Organization chart of engineering department, union territory,
Chandigarh (appended with Chapter No. VI).
to preserve all the public buildings and works to the division; to prevent encroachment on government lands; to obtain sanction of the competent authority before commencing a construction work, before expending public money or before making or permitting any deviation from any sanctioned design in the course of its execution; to organise and supervise the execution of works and to ensure that they are suitably and economically carried out with material of good quality etc.  

7.33 **Sub-Division**: A division is divided into sub-divisions in the charge of sub-divisional officers, who may be executive engineers, assistant executive engineers, assistant engineers or where no such officers are available, engineer subordinates or silladars. They are responsible to the divisional officer for the management and execution of works within their sub-divisions and are his assistants.  

7.34 **Section**: The smallest working unit is a 'Section' in the charge of a sectional officer, whose principal functions are of the supervisory nature, which have been enumerated in the Manual of orders of the Public Works Department.  

---


15 Manual of orders of the public works department, buildings and roads branch, Punjab. op. cit.
7.4 Field offices with the Secretary Architecture.

The department of architecture consists of two circles; a town planning unit; and the college of architecture.

7.41 Circles No. I and II: These circles are under the charge of a senior architect each, who are assisted by divisional architects, assistant architects, architectural assistants, senior draftsmen, junior draftsmen, assistant draftsmen and tracerers, in that order, in their respective circles.

The senior architect is the over-all incharge at the head office or in his circle with regard to office establishment. It is his duty to prepare sketch plans of the buildings and to undertake periodical inspection of the works under construction and to satisfy that the buildings are being constructed according to the drawings supplied. He holds meetings with client departments to get their building construction programmes according to the norms being set by the government from time to time, and to distribute the jobs accordingly to the architects. He also holds meetings and co-ordinates the work of the superintending engineers - planning, construction, public health, electrical and mechanical, and of other specialists, and finalizes the architectural schemes in all respects before actual commencement of the structures. He scrutinizes all the plans prepared by the architects before these are sent to engineers for execution at site. He holds court along-with the superintending engineer for arbitration of the disputes between the government and the contractors. He also assists the
chief architect to exercise control over the private construction in respect of their respective projects.

7.42 **The town planning unit:** This unit is headed by the senior town planner, who is also the head of the office and in that capacity he is responsible to perform all the functions pertaining to the efficient administration of his unit. He is assisted by the divisional town planner. He is in charge of his division and looks after the administrative as well as professional/technical work of his division.

This unit is responsible for the planned development of the city of Chandigarh. The pilot schemes of the Chandigarh administration in the first phase and the second phase of its development were carried out by this office. The office prepares plans for shopping centres and zoning plans. It lays out plans of day markets and sub-urban sectors, for remodelling of shopping centres, for improvement of road junctions and in respect of revision of the master plan of Chandigarh.

7.43 **College of architecture:** The Principal of the college is declared as head of the office and he exercises all the administrative and financial powers delegated to the heads of the offices under the Fundamental Rules.

7.5 **Field – Headquarters Relations:**

7.51 **Roles of Functional Experts and General Administrators:** A significant aspect of field-headquarter relations in any organization is the relation between functional experts and general
administrators. Whenever, the programme of any organization is
projected into the field there arise two patterns or alternatives
of field-headquarters relations:

In the first pattern each specialized division of the
organization may set up its own field service from the top to
the lowest level, and may directly control the performance of
the division's specialized functions in the field.

In the second alternative, the whole of the organization
may organize an integrated field service, where a hierarchy of
regional, state, district, 'tehsil' (sub-part of a district) or
even block level administration may be responsible for the
collective and co-ordinated functioning of the whole of the
organization within his assigned area or jurisdiction.\textsuperscript{16}

The Chandigarh Administration has adopted the second
alternative with suitable amendments and with sufficient scope
for the operational experts to exercise their specialized norms
in the execution of the organizational programmes falling within
their respective divisions.

As for the purely technical departments of engineering
and architecture, the situation is quite simple and logical. Both
the chief engineer and the chief architect are also the ex-officio
secretaries of their respective departments and are, thus,
responsible for the complete execution of the organizational
programmes related to various divisions from secretariat level to

\textsuperscript{16} Fonsler, James V. Field Organization, in Marx, F. Horstein (ed.)
Elements of Public Administration. Englewood Cliffs, N.J.; Prentice-
Hall, Inc., 1959, pp. 238-239.
the lowest in the field. In the organizational hierarchy too, both are assisted by specialists in their areas to the lowest level.

In case of other technical, specialized, developmental and operational departments, the home secretary and the finance secretary have the over-all administrative control over them at the secretariat level. At the departmental level the head of the department or the head of office is invariably a technical man with a hierarchy of experts to assist him. For example, director of public instruction is an educationist, director health services is a medical specialist and director technical education a technocrat, all assisted by a hierarchy of specialists in their respective fields.

7.52 **Lines of Command**: The line of command is another important aspect in the headquarters-field relations. Though there can be a number of alternatives with regard to the line of command, depending on the nature of the organization and its goal, yet two choices can be quite evident. In one case all the major programmes and orders are channelled through the generalists in the administrative hierarchy from the secretariat to the lowest level in the field. But, simultaneously, the experts in the field are permitted a direct contact with the senior experts at the headquarters for guidance, clarification and orders for the performance of their respective technical jobs. This may be termed as 'dual' line of command.
As the other alternative, the divisional director or the generalist, has maximum autonomy in his specified area. He receives commands, programmes and orders from his superior generalist at the headquarters, who may receive advice from his technical advisers before conveying such orders. But in the field, the field experts are immediately responsible and answerable to their respective divisional administrator, who acts as a co-ordinator of all diverse field activities for the unified organizational goal. This may be termed as a 'single' line of command.

The tussle over lines of command centres round the extent to which the directors or heads of field offices must take orders from the headquarters and the amount of direct contact permitted between the field offices and the headquarters.

In Chandigarh administration the field officials, who have been declared as heads of departments or heads of offices under the provisions of Rule 10-A of the delegation of Financial Powers Rules, 1958 of government of India, are free to act within the delegated powers, but for the cases or sanctions which are beyond their powers, the heads of the field offices have to take orders from the headquarters officials.

As regard the second point regarding the extent of direct contact between the field offices and headquarters, the situation is far better at Chandigarh as compared to other states in India. Due to the small size of the territory the field offices
are located in close proximity of the headquarters, rather many of
the subordinate offices are housed in the same building where the
main secretariat is functioning. Thus the field officials get the
opportunity to have frequent direct contacts with the headquarters
on important issues through phone, memos. and personal meetings.

One more, and probably most important, link between the
headquarters and field agencies in Chandigarh administration is
the "administrative officer's committee" consisting of the chief
commissioner, all the secretaries and deputy secretaries from
the headquarters, and heads of departments and/or heads of offices
from the field. Almost all important policy decisions are taken
by this committee and meetings are held quite frequently, whenever
needed. In these meetings the generalists and functional experts
have the opportunity to discuss their problems. Thus the co-ordi-
nation between the generalists and specialists is achieved and
policy decisions are taken with consensus in the interest of the
achievement of unified organizational goal.

The day-to-day headquarters-field relations revolve
around personnel policies, the headquarters office of field
operations, and communications and control.

7.53 Personnel policies: In the case of personnel policies,
field relations are often muddled by jealousy over relative
salaries, when the average annual salary is significantly higher
in the capital. Lack of mutual understanding also develops when
there is no exchange of personnel between headquarters and field
agencies.\textsuperscript{17}

This may be a widespread phenomenon, yet Chandigarh administration has some peculiar features in this relationship as well. The union territory administration is an ad-hoc arrangement which has to last till the merger of the territory in an adjoining state. Therefore, a large number of the staff in the territory consists of deputationists from the states of Punjab and Haryana. The I.A.S. (Indian Administrative Service) and I.P.S. (Indian Police Service) personnel are governed by the central rules. The deputationists from Punjab and Haryana are governed by the financial and service rules of the parent states. They receive the same salaries and are entitled to those benefits available in their original states.

To be an employee of Chandigarh administration has its own attraction since the employee lives in the city precincts itself, whether he may be deputed to the secretariat, i.e., headquarters or to any field agency. Secondly, it provides him with an opportunity to be in the proximity of the headquarters of his parent state, since Chandigarh also hosts the two states of Punjab and Haryana as their combined capital, with the legislative assemblies, secretarists and the common high court of these states, all located here. His deputation to headquarters or to any of the field agencies affords him an opportunity to 'make friends and influence people' at the headquarters of his original state for any imminent or future benefit.

\textsuperscript{17}Feeney, James W. Field Organization, in Marx, P. J. (ed.) Elements of Public Administration. op. cit., pp.261-262.
7.54 Headquarters office of field operations: In an agency having an integrated function and generalist line of authority the heads of the field agencies receive all important orders from the generalist head. But in that case he usually establishes an office of field operations through which all functional and other orders proposed for issuance to the field must be cleared. This office is also expected to reflect the field view-point in top level discussions at headquarters. 18

In Chandigarh administration this issue of headquarters-field relations is made redundant by two factors - the location of the headquarters and field agencies within the same city, and, the declaration of quite a number of heads of the departments and offices as ex-officio secretaries, deputy secretaries and assistant secretaries for their respective departments or offices. The generalist secretaries and the operational heads in the field can have contact almost any time when there is a need for the same.

The composition of "administrative officer's committee" is another important factor to dispense with the arrangement mentioned above.

7.55 Communication and Control: The third and the really difficult aspect of headquarters-field relationship is the establishment of an effective system of communication and to develop a method of control. Non-implementation, partial or faulty implementation of the organisational plans, programmes and policies can to a

18 Ibid., p. 262.
greater extent be attributed to the absence of understanding of the purpose and objectives of such policies on the part of the field officials, who are seldom taken into confidence in the formulation of such programmes and policies. The only channel of communication open to them is orders, directives circulars, notifications and memos., from above, a one way communication. Noting on files and manuals are the other channels fashioning and directing their operational approach. The rules and procedures laid down in these manuals rarely fit in with the practical situations in the field and have rightly been called as "an occupational disease, generally found in government".

Chandigarh administration is not, in any way, different from any other state or union government in India. It, has, therefore, to follow the same patterns and channels of communication as prevalent in the country as a whole. But again, the special situation of the union territory vis-a-vis its administrative machinery takes out, to some extent, the sting of a mutilated and blurred headquarters-field relationship that is caused on account of too much 'Manmalities'. Here the proximity of headquarters and field agencies affords a direct contact between the generalist-superiors and the officers in the field. Generalists, once again

can have opportunities to go to the field and appreciate the situation in its true locale, because of controlled and limited operational area. "Administrative Officer's Committee" has also proved to be a big remover of the communication bottle-necks, in which both the generalists and experts are represented. This committee is also a very potent and useful agency to co-ordinate the inter-departmental functions, with their specialized and technical nature and areas of operations.

The control is exercised by the headquarters over the field agencies through a number of techniques. These are: controls before and after action, progress-reports, pre or post-audit inspections, and investigations. 21

The above techniques of control by the headquarters over the field agencies, are used in Chandigarh administration as well. The merits and demerits of these techniques are also equally valid here too, with some difference of course on account of special situation available here. For example, the control of headquarters over the field agencies here is not remote as it prevails in union and state governments. Feed-back from the field to the headquarters is immediate and quicker here causing a quicker and factual readjustment of the policies and programmes at the headquarters. Inspection by the headquarters of the operational area is also more than usual here because of the proximity of both the areas.

21 Avasthi, A and Maheshwari, S. op. cit., pp. 142-143.
For example, in the squatters case, all the important officers at the headquarters, i.e. chief commissioner, home secretary, finance secretary, secretary engineering and secretary architecture had direct concern with the day to day happenings of the case, which caused a series of adjustments and re-adjustments of policies at the headquarters level, culminating in a solution satisfying all the parties concerned by and large. Similarly in the other case related to the development of the rose-garden, the chief commissioner and all the four secretaries, were not only posted with the day to day development of the plan, but also personally visited the site a number of times for the solution of various problems that cropped up from time to time.

The headquarters organisation of Chandigarh administration, as also its field offices, have been described in the preceding two chapters and in this chapter respectively. Although bureaucracy still plays an important role in modern administrative organisations, such as Chandigarh administration, participation by external interests having 'stakes', so to say, in the spheres covered by the administrative organisation, however - at both policy making

---

22 "Removal of Nehru and Shastri Markets - A case study" - Chapter IX of the present study.

23 "Development of Rose Garden - A case study" Chapter X of the present study.
and implementation levels - is considered desirable. This is 
understandably in keeping with the trends of participative 
management in other types of organisations - political and 
industrial, in particular. The government has been using advisory 
committees - at the central and at the union territory level as 
a means of achieving such participation by external elements in 
the administration of Chandigarh. An analysis of these advisory 
committees is undertaken in the next chapter.