CHAPTER X

DEVELOPMENT OF THE ROSE GARDEN AT CHANDIGARH: A CASE-STUDY IN INTRA-ORGANISATIONAL DECISION-MAKING.

The preceding chapter revealed as to how the decision implementing process of the administration on the issue of removal of Nehru and Shastri markets has been influenced by the external environment as reflected in the actions and reactions of squatters, political leaders and people's representatives. This chapter, on the other hand, relates to a case on decision-making process at intra-organisational level with special reference to inter-departmental communication, and interactions.

10.1 Introduction

Since Chandigarh has been planned from a scratch as a city beautiful, ornamental trees, bushes and shrubs have been planted. Besides, a very large rose garden has been developed almost in the heart of the city. This is the result of the initiative and foresight of the first chief commissioner (C.C.) M.S. Randhawa, when Chandigarh became a union territory. He himself selected a central site to locate the garden, so that it can be accessible to the residents, living in different parts of the city.

---

1Information collected from the Secretariat, Union Territory, Chandigarh.
The total area of the Rose Garden (R.G.) is about 30 acres which is planned to have 50,000 plants of every important variety available to the rose-growers these days. It is to be the biggest rose-garden in India and one of the biggest in the world.²

It was decided that the design of the R.G. at Chandigarh would be informal and this type of layout would nicely harmonize with the informal and undulating nature of the land and surrounding areas. Soil and climatic conditions of Chandigarh have been found to be ideally suited for the cultivation of roses.³

I Phase: Planning:— When the decision to set up a R.G. at Chandigarh was taken, the planning aspect of the project was entrusted to the following agencies and officials: Land-scape Advisory Committee (C.C. & its members; the Chief Architect (C.A.); the Chief Engineer (C.E.), the Senior Town Planner (S.T.P.), the S.E. (Public Health) (S.E.-P.H.), the S.E. (Construction) (S.E.-C.), and the S.E. (Electricity) (S.E.-E).

²Sharma, M.N. A City Grows, in Chandigarh: City of Roses (Released on the occasion of 2nd Rose Festival held on March 2, 1969), Chandigarh: Department of Public Relations and Cultural Affairs, Chandigarh Administration, p.11.

The whole lay-out of the garden was divided into three different sections. The first section was to have display of exhibition varieties in the big informal beds, each bed containing 100 to 150 plants of a single, free-blooming variety. The second section was kept for the multiplication of plants, addition of new varieties and to study their performance and for sale of cut-flowers and bud-wood, etc.

The whole organizing process was divided into the following aspects:

(i) Technical (including Engineering) aspect entrusted to the departments of architecture, engineering and town planning organization.

(ii) Administrative aspect involving the C.C., the home secretary (H.S.), the finance secretary (F.S.), the Chief engineer (C.E.) (as ex-officio secretary engineering), the chief architect (C.A.), the legal remembrancer (L.R.), the deputy commissioner (D.C.), the estates officer (E.O.) and the departments of education, sports, excise and taxation, forest, industries, health and police.

II phase: Organisation/Implementation: For the second phase of the development of R.G. the President of India accorded administrative approval to the work in the amount of Rs.49,605. The details of implementation regarding location, area, types of roses and other technical aspects, the amount to be spent with

*Information collected from the office records of the department of engineering, Union Territory, Chandigarh.*
relevant details and administrative support required, i.e. the number and required qualification of persons to be involved, were entrusted to the departments of architecture, town planning, engineering, public health and horticulture. First of all drawings of the design for the R.G. were prepared, followed by discussions. Final drawings were drawn thereafter and the task of actual execution was entrusted to the C.E.

Now, after a concerted effort of a few years, R.G. is a reality, a beautiful specimen of aesthetic standard perceived by the Chandigarh planners. The entire rose-garden project, from its inception up to its present developed state, in all its aspects, is sought to be analysed here to provide an insight into the functioning of the Chandigarh administration on intra-organisational and inter-departmental levels and also in the context of the external environment and its influence on its decision making process.

10.2 Chronology and analysis.

Since there could not be a continuous sequence of events in one single narrative form, the whole of the case was divided in three parts and the sub-parts of each major part. The official actions and the formal steps taken for setting up the R.G. have all been covered, in sequence, in Part I. General administrative steps taken and the departmental interactions have been covered in Part II. Part III pertains to the demands of the public and official actions thereto. The correspondence, as available in
the files of the case, was to some extent arranged date-wise. While keeping the chronology of the actions and events intact, care has been taken to provide sequence to various events or actions in their respective sub-group, and thus the broad grouping of the three parts evolved.

The three parts of the case and their sub-parts, the official actions and interactions alongside an analysis of the same are as given in the following pages.

10.21 **Part I : Setting up of the Rose Garden**

In this part are covered the administrative approvals demanded and granted; designs, drawings and lay-out plans framed, discussed and approved; the questions about the R.G. raised and answered in the 'Lok Sabha' (Lower house of Parliament in India) and the actions taken by way of giving a name to the R.G. at Chandigarh and its propagation.

(a) **Administrative approvals - General and Water-supply.**

**Chronology : General:**

On 20.3.67 C.S. wrote to the F.S. for his concurrence to a rough cost estimate for Rs.2,04,250/- for setting up a R.G. in Sector 16-B, before he could issue his administrative approval. This expenditure was to be debited to the Head "105 - Chandigarh Capital Outlay - A - Works - Landscaping", against the provision of Rs.5 lakh vide item No.6(1) of the new works statement of the Fourth - Five-Year Plan of India.
Reminder for the above occurrence was sent on 18.4.67, which was followed by consecutive reminders on 19.5.67 and 15.6.67. Fifth reminder was sent on 26.7.67. It was only on 1.8.67 that the Finance Department conveyed its agreement to the execution of the work contemplated in the estimate.

On 14.8.67 the C.E. conveyed to the S.E.(c) and (P.H.) the administrative approval by the President of India for the execution of the project, to an estimated cost of Rs.1,94,037/- as forwarded by the P.S. This was with reference to a letter addressed to the above S.E.'s on 3.3.67 on the subject "Development of R.G. in Sector 16-B, Chandigarh - estimate for Rs.2,04,250/-".

On 29.1.69 the S.E.(c) moved the C.E. for the R.G. estimate for setting up a R.G. in Sector 16-B (second phase). The C.E. informed the S.E. that the President of India had accorded administrative approval to the above work in the amount of Rs.49,683/-

Bus-out-Rickshaw Stand :- On 2.7.69 the C.E. wrote to the Executive Engineer (Ex.En.) C.P.Division No. II (R) that he (C.E.) was informed by the C.A. that the organization for the work - "Bus-out-Rickshaw Stand for Museum and R.G." was already supplied to him on 29.3.69. The Ex. En. was asked to submit rough estimate earlier to regularise the expenditure already incurred.

Fountain & Pool :- A decision was taken for the construction of a fountain in the R.G. The C.E. conveyed to the S.E.(P.H.) on 10.5.72 administrative approval to the work from the President of
India in the amount of Rs.62,510/-. This was with reference to the estimate of the work sent by the S.E. (P.H.) to the C.E. on 6.12.71 along with his explanatory memo.

**Water-Supply** :- The S.E. (P.H.) sent a rough cost estimate of Rs.7,970/- on 11.5.67 to the C.E., to connect the system of provisional water-supply to the R.G. from the existing tube-wells in Sector 16. He stressed the urgency of an early administrative approval on the ground that the C.C. was keen to complete the project at the earliest. On 20.6.67 the S.E. (P.H.) sent another estimate of Rs.14,820/- to the C.E. for providing irrigation water-supply arrangements, for his approval.

On 26.6.67 the C.E. returned the proposal of 11.5.67 to the S.E. concerned with an advice to defer the proposal for the next year for want of provision in the current year's budget, and asked him to suggest alternative source of finance in case he insisted on the execution of the proposal soon.

The S.E. (P.H.) sent a reminder to his proposal and estimate of 20.6.67 to the C.E. on 11.7.67. The C.E., thereupon, informed the S.E.'s (C and P.H.) in continuation with his communication dated 5.7.67 that there was provision of Rs.40,000/- for providing hydrants, including laying of underground pipe for hydrants in the estimate.

The S.E. (P.H.) sent a reminder on 15.10.67 to the C.E. for the grant of administrative approval to the cost estimate regarding irrigation water-supply, sent by him on 11.5.67. The C.E., thereupon, informed him on 24.10.67 that the approval,
sought above, was already conveyed to his office on 14.8.67 (This was evidently a reference to a communication from the C.E. to the S.E. (P.H.) on 14.8.67, whereby a provision of Ru.40,000/- was conveyed to the S.E. for the purpose). The C.E. once again sent the confirmation to the S.E. (P.H.) also on 2.12.67 about the provision of Ru.48,000/- made in the rough cost estimate for the water-supply arrangement. This was with reference to his letter dated 6.11.67. (The letter of 6.11.67 was evidently a reminder to his regular communication dated 13.10.67, referred to above).

The S.E. (s) wrote to the C.E. on 19.7.69 for an early action regarding the shortage of irrigation water-supply in the R.G. due to which rose plants and greenery in R.G. got badly affected.

Analysis: The administrative machinery has become so complicated that even a decision already taken, and evidently without any objectionable intents, takes abnormally long time for the sanction and approval of various steps and stages of implementation. Chandigarh being a union territory, all major decisions are approved at the central level. Therefore, the decision about setting up R.G. at Chandigarh, though approved by the government of India, still required, at every step, the final approval of government of India, hence delay at every step. Every concurrence was routed through the lowest functional level at Chandigarh to the highest level (President of India) at Delhi. There was a long sequence of memos., reminders and
decisions - conveying letters for every step.

One thing that, however, is evident is the personal interest of the Chief executive, that causes and works as a constant push for implementation of a decision. M.S. Randhawa the C.C., was the architect of this scheme. Being a lover and critic of art, a scientist in Botany and a vigorous administrator, his pressure was visible at every step. Reference to the "keen interest of the C.C. to see things done soon" has been mentioned at many places in the correspondence between his juniors. This was probably one big factor for the quick pace of formulation of proposals, in getting their approvals and finally seeing through their quick execution, reflecting thereby the effectiveness of leadership and underlining the importance of a forceful and strong administrative leadership for the proper and timely execution of the decisions.

(b) **Designs, Drawings and Lay-out**

Chronology:

**Entrance 1.** The C.A. sent on 6.7.67 to the S.E.(c) the prints showing the location and the structure to bear inauguration and starting dates in the form of bronze plates and also a Punjabi poem. He assured the S.E. to send the location of the structure by way of a site-plan in due course of time after surveying the area. He hinted that the C.C. desired the raising of the structures immediately. He (C.A.) sent on 25.7.67 to the C.E. the design of the entrance to the R.G. alongwith the details and layout plan, with a mention of the keenness of the
C.C. to see the execution of the design within the shortest possible time.

On 9.8.67 the C.E. forwarded the above-mentioned four sets of architectural drawings (Nos. 32-34, Job No. 29) showing the layout and design of entrance for the preparation of rough cost estimates. He stressed the supply of the estimates within a week on account of the personal interest of the C.C. in the job.

On 16.9.67 the S.E.(c) sent a letter to the S.E.(p) informing him that his Ex.En. (C.P.En.II) had intimated that structural drawings for the construction of entrance gate were yet awaited and requested him (S.E.(p)) to have the drawings expedited.

On 27.9.67 the Ex.En.(C.P.En. No. 2 (R)) sent a letter to S.D. Sharma, architect, Chandigarh, stressing that the C.E. and the S.E.(c) were insisting to complete the R.C. entrance job, which was not possible unless the revised plans were supplied by him (Mr. Sharma). The Ex.En. reminded him of their meeting of 23.9.67 in which some details were still required to be worked out due to the long poem to be written on one side of the wall. He requested Mr. Sharma for an early finalization of the work, and stressed that in case of non-supply of the revised plan by 29.9.67, he had instructions to take up the work as per plans and drawings already supplied. On the appointed date (i.e. 29.9.67) Mr. Sharma informed the Ex. En. concerned that the drawings of the entrance were being expeditiously completed, and the prints would be supplied as soon as these were ready.
A Hindi Poem: K.L. Nanachanda, a member of L.A.C., wrote to the C.C. to install a Hindi poem in the R.G., similar to the one already done in Punjabi. The S.E.(e) wrote on 11.4.69 to the C.S. with reference to his letter of 21.9.68 for the arrangements to be made to exhibit the poem in the R.G.

The C.C. in the L.A.C. meeting referred to above and stated that the Hindi poem was selected and the C.A. had been requested to provide a design for the plaque for exhibiting the poem at the entrance. In view of the reply of the C.A. dated 19.6.69 the proposal could make no headway. Then the Landscape Advisory Committee (L.S.A.C.) in one of its meeting suggested that the poem should be engraved on a big stone boulder and placed at some suitable site in the R.G. The C.S. invited the attention of the C.A. to the decision of the L.S.A.C., through a letter sent on 20.8.69 and requested him to take action on the lines proposed.

Analysis: The facts mentioned above, pertaining to the multiplicity of decision-making and operative agencies and the resultant complexities in arriving at the decisions and in executing them is evident. But the two factors which particularly come up are that the dynamic leadership at the top and a versatile and energetic persons, at sufficiently higher operational level, can see the things move at a quicker pace. To illustrate this statement a reference can be made to the fact that almost at every step, in the letters to the peers or
subordinates, it has been underlined that "the C.C. desires the raising of the structure immediately", "the C.C. is keen to see the execution of the design within the shortest possible time" or "that the estimate be supplied within a week on account of the personal interest of the C.C. in the job", etc. Even the C.C. could find time to personally supervise the sites of various structures along with his secretaries before the schemes were finalised. This naturally encourages the subordinates to take quick steps and also to urge, implore and order their superiors, peers and subordinates respectively to act quick, and it also helps the not-so-energetic and "rule-ridden" officials to shed a part of their laziness and inertia. The quality of top leadership and its effectiveness is evident in this case. The other instance is the presence of a very energetic and active officials at a higher level of operational hierarchy in the persons of the S.E.s (C & P.II.). From the record it is evident that they were quick in taking initiative, initiating the schemes, sending reminders and in underlining in their communications, the keenness of the C.C. in the schemes. They were usually sympathetic, considerate and responsive to the proposals and demands of the members of the public. Almost through whole of the case they are the persons putting forward the proposals before their superiors and pursuing them vigorously for approval, on the one hand, and providing efficient leadership for their subordinates in seeing the plans implemented and executed at the operational level.
(e) **Nomenclature of the R.G.**

**Chronology:** In the L.A.C. meeting held on 3.9.69, it was suggested by a member, Shyam Lal Gupta, that the nomenclature of the R.G. be linked with the late President Dr. Zakir Husain. The suggestion was unanimously approved.

Khumshid Alam Khan, a resident of Delhi addressed a communication to the C. C. on 31.3.70 about some misunderstanding about the name of the R.G. A clarification was sent by the C.C. on 4.4.70. The C.M. was also informed by the C.C. to give wide publicity through press to the correct name of the R.G.

The C.E., thereupon, wrote to the S.E. (s), Ex.Ens. (Hort., C & F) that the name 'Rose Garden', where occurring in public places, should be changed to "Zakir Rose Garden". He asked for the report of compliance within a week. A separate communication by the C.E. was addressed to the Ex.En. (Hort.) for giving wide publicity to the correct name of the R.G. in collaboration with publicity-cum-consiliation officer, U.T., Chandigarh.

On 9.4.70 Ex.En. (Hort.) reported to the S.E. (C) the compliance of the above instructions. Similarly Ex.En. (C.P.Ds. No.2 (R) ) also informed of the change of the name of the R.G. at all public places, wherever it occurred.

**Analysis:** Chandigarh has almost no Muslim population. There is no Muslim member in the L.A.C. or any high official in the administration. The President with whose name the R.G. was
associated was dead, and, therefore, there could be no question of pleasing him, yet the inherent respect for that great Indian and the basic unity and respect for the coreligionists existing in India made a Hindu member to propose the name of late Zakir Hussain and the whole the L.A.C. to unanimously pass the resolution.

A clarification sought by a Delhi citizen a quick action on the part of the entire administration to give due publicity to the new name given to the R.O.

10.22 Part II General Administration

This part contains actions, reactions and interactions of various departments in the solution of various problems arising about the management and general administration of the R.O. This part particularly deals with the interdepartment and intra-department deliberations, communications and consultations and also lays bare, at times, the way how government departments deal with various situations and also how they tend to shift their responsibilities from one department to another.

(a) Entry of Scooters and Cycles in the R.O.

Chronology:— On 31.10.69 the C.E. wrote to the Ex.En. (Hort.) inviting his attention to the L.A.C. meeting held on 28.10.69 wherein a member had complained about the entry of scooters and cycles on the footpaths, causing thereby inconvenience to the pedestrians. The C.E. expected the Ex.En. to check-up and report and to discuss the matter with him. He further directed him
to arrange to block all entry points so as to permit only the pedestrians an entry to the R.G.

On 6.11.69 the C.E. reported to the C.C. that the above complaint was by and large found to be incorrect. He stated that the scooter and cycle stands were manned by a contractor, who never permitted entry to any vehicle in the R.G. Instructions however, were issued to the staff to prevent any such happening.

**Analysis :-** The complaint of this nature by a citizen cannot be considered entirely baseless, though the incidence might be rare. Government agencies tend to whitewash any such objection about their inaction. Yet the instructions issued to the staff by the C.E. show his responsiveness to the public objections.

**(b) Dilatory methods of the officials.**

Chronology :- A.C.Vir, representative Nagrik Sabha and a member of the L.A.C. complained to the C.C. about the dilatory methods of the officials regarding the implementation of item 20 of the L.A.C. meeting of 22.9.70. He stated that he could move the authorities not earlier than 7.10.70, whereas the Health Committee was to report about the implementation within three weeks. M.O.H. wanted a copy of the proceedings though he himself was present in the meeting. He complained that in the sub-committee meeting held on 7.10.70 the use of trolleys to remove the debris was unanimous, whereas they were creating
dumps there. The C.E., the C.A., the S.T.F., the M.O.H. and the
complainant were present in the meeting and the decisions were
unanimous, yet he regretted the non-implementation, which
certainly was not the proof of the earnestness of the officers.
Vir further complained that there was a stinking smell in the
R.C. and it was reported to the H.S. by himself and several
other members, without any result. He regretted that instead of
removing the defects, the responsibility was being shifted from
one department to another. He further suggested the formation
of a verification committee consisting of all the departments,
represented by their two or three men each, and this squad might
attend to the sanitation work quickly and efficiently.

The C.E., thereupon, wrote to the S.E. (P.H.) regarding
the above complaint and asked him to check and intimate whether
the smell was caused by a leak in the sewer.

Analysis: A.C. Vir, complained about the dilatory
methods of the officials in implementing the items approved in
the L.A.C. meetings, where these officials also happen to be
present at the time of taking these decisions. The demand by an
official, who was a party to the unanimous decision, of the copy
of the approved item of the agenda of the meeting, which he was
supposed to put into effect, shows the oft-repeated charge
against the officials of using dilatory methods. Even the
complaints made to the H.S. by the complainant and many other
members of the L.A.C. proved of no use. It was only when the
matter was reported to the C.C. that the C.U. asked the S.E. (P.H.) to go into the complaint. Thus again the responsibility seemed to have been casually shifted, without providing any contradictory reply to the complainant or the C.C. and without ordering any specific action in this case, providing credence thereby to the regret expressed by the complainant that "instead of removing the defects, the responsibility was being shifted from one department to another."

(c) Canteen: Leasing out jurisdiction.

Chronology: K.L. Manchanda, member, L.A.C., demanded opening of a canteen in the R.G. The letter was discussed in the L.A.C. meeting held on 13.5.69. In the meanwhile the building for the cafeteria was ready according to the original plan and the Ex. En. (Hort.) enquired from the Director Hospitality on 26.4.69 whether his department was ready to run the cafeteria or not. Reply was solicited by 10.5.69, whereafter the cafeteria was to be auctioned to the private holder, considering the hospitality department not interested in the job. The Canteen was leased out to the private caterer by the engineering department, but the E.O. objected that leasing out the building lay within his purview. On this the B.S.E. reported to the C.C. that the S.E. (c) had been directed to hand-over the canteen to the E.O. for further action.

On 30.6.69 the C.E. replied to the above letter of Manchanda informing him that the building of the Canteen was
ready and the opening was being considered by the E.O.

**Analysis:** To see that there is no transgression of one's jurisdiction and to be sensitive to the loss of one's powers and rights, but simultaneously to try to shirk or shift the responsibility may be a general human nature. This, however, is abundant and more frequent in government organizations. Engineering department carried over the responsibility of building the canteen, but when it came to auction the building to a private holder the E.O. felt that his rights were being taken away from him. Therefore, he objected to it and finally got the charge of it. This might be because of such a provision in the manuals. But, on the other hand, the director hospitality seems to have thought it expedient to keep quiet on an offer by the engineering department to run the canteen, and save itself the botheration of running another institution. Government agencies take up such responsibilities only when there is no way out left. This also shows the tendency of the government agencies to concentrate more on the administrative rights and perquisites, law and order and enforcement activities, than on the developmental and welfare activities. Such departments and functions still occupy lower position and status in government hierarchies as compared to the law-and-order enforcement as well as authority oriented or profit-awarding agencies. Hospitality department could certainly pick-up this responsibility of providing neat and clean
atmosphere and hygienic estabishes in the R.C. canteen, but it would not automatically come forward, partially because it adds to its responsibilities, makes it prone to face more criticism if something goes wrong, and finally because there may be no added respectability, recognition, position and power bestowed on the department for taking up this added welfare activity, because the powers and the resultant importance have become the inherent rights of the administrative and law-enforcing agencies. It reveals the concept of authority, i.e. the 'right to command', and craving for the same in almost every government official and department. The hospitality department, in this case, was only required to serve and not to command over the public. Probably that is why, it did not want to come forward to shoulder the added responsibility.

(d) Canteen: non-supply of water and Electricity connections.

Chronology: - The F.S. wrote to the C.E. on 15.5.79 regarding the complaint of the canteen contractor for the non-supply of water and electricity connections. The case was auctioned in February and the connection was required to be provided by April, first week. He asked for clarification whether the lessee would be entitled to any refund for not fulfilling the conditions for the lease. He also stated that

the responsibility for not paying the rent by the lessee would lie with his department, if connections were not provided immediately. The C.E. thereupon, wrote to S.S.(Elec.) and S.E. (F.H.) and wanted to know the cause thereof.

To the letter of the F.S. the C.E. replied that obtaining water and electricity connections rested with the party that has to pay consumption bills. He stressed that water connection was no problem and the lessee had probably obtained it by now. The problem was regarding electric connection where main lines were at a distance causing large cost of service lines. The lessee was given an option of either footing the bill of service lines or to pay rent for the same, which will be included in his monthly consumption bills. The lessee had agreed to the latter proposition.

In the meanwhile the C.E. wrote to the S.E. (Elec.) to intimate the difference in the cost of underground and overhead electric lines to the Cafeteria. The S.E. wrote to the S.D.O. (Elec.) informing him about the agreement between him (S.E.) and the lessee, whereby, he had agreed to provide connection immediately. The C.E. was also informed about the above communication to the concerned Ex.En. and the S.D.O. and was requested to communicate the approval asked for.

The S.E. (P.H.) wrote to the C.E. on 25.5.70 that water connection in the R.G. restaurant was provided on 25.5.70. The E.O. was accordingly informed of this by the C.E.
Analysis:– Problem of providing electric connection related to the long distance involved in providing service lines and a heavy expenditure on it. The contractor, when offered the alternatives of either footing the full charges or paying a monthly rent for service lines, opted for the latter, yet the department concerned did not take any initiative till formal complaint was made. Though no motives can be attached, yet this again is a routine case of government red-tapism, where even the agreements arrived at and the inherent obligations are not fulfilled unless these are pursued by complaints, reminders and requests.

(e) Stray Cattle and bad characters: menace to the R.G.

Chronology:– On 3.2.71 the S.E. (e) wrote to the C.E. regarding the maintenance of the R.G. and brought to his notice that despite making all possible arrangements for the security of the R.G., the stray cattle still enter its premises. The watch and ward staff caught several buffaloes wandering in the garden on various occasions and these had been handed over to the Tehsildar with the request to intensify cattle raids in the area.

He further stated that it had also been reported by the Ex.Em.( Hort.) that apart from the above, the plants and other landscaping features of the garden were also receiving a great set-back from the bad characters of the city who visited the
restaurant in the R.G. The S.E.(c), therefore, suggested that S.S.P. Chandigarh should be approached for posting suitable police guard, and the restaurant may either be shifted outside or may be opened and closed according to the opening and closing time of the R.G. The management of the restaurant should also ensure that none should stay in the restaurant and its surroundings after closing time of the R.G. failing which the cost would have to be paid by them in case of damage caused to the garden.

The C.E. wrote to the H.S. about the above complaint and stated that the action regarding the first cause was within the purview of the E.O. and reference in that connection had been made to him. With regard to the second factor, the C.E. requested the H.S. to deploy the police force in the R.G. to take to task visitors who misbehaved and caused damage. He further stated that the restaurant might not be allowed to remain open after closing hours of the garden, i.e. 6 P.M. throughout the year. A copy of the letter received by him (C.E.) from the S.E.(c) was also forwarded to the H.S.

The police-guard, as requested by the C.E. was provided by the H.S. in the R.G. Regarding the opening and closing hours of the restaurant, the C.E. was requested to take up the matter with the E.O.

The C.E. wrote to the D.C.-cum-E.O. that stray cattle were still causing damage to the R.G. and requested him for the intensification of steps for impounding and catching stray
cattle. The C.E. also requested the D.C. to regulate the time of closure of the R.G. so that the damage caused by the miscreants visiting the restaurant was obviated.

Analysis: This is a simple case of one department bringing to the notice of other department some problem, the solution of which rests within the jurisdiction of the second department. The one point that needs reference is rigid stance for the closure of the R.G. and the canteen at quite early hours - i.e. 8 p.m. India is already conspicuous for the absence of any night life. Our typical sensitivity visualizes things either from law-and-order angle or from the moralistic standards. Even the places of enjoyment like the R.G. are subject to be governed by strict controls. This cannot be denied that damage caused by the bad characters needs checked, but it is also valid that on a stray happening like this, there should be no justification for negating the common man the opportunity to enjoy the R.G. atmosphere during nights. It is felt that this single regulation is denying the Chandigarh dwellers of one of the best places of rest and enjoyment even during early part of the nights.

(f) Free-supply of rose-plants to V.I.P.'s: 
adjustment of charges.

Chronology: Rose plants were supplied to some V.I.P.'s free of cost. The C.E. wrote on 24.8.68 to the S.E. (e) for adjustment. The S.E. replied on 2.12.68 referring to a communication he received from the Ex.In. Hort. Div. wherein
the Ex. En. had mentioned that there was no appropriate head of account under which such charges could be adjusted in his division. The S.E. endorsed the views of the Ex. En. and suggested that either the charges be debited to his (C.E.'s) contingent grant or the matter be referred to the C.C. for his advice. The C.E. after a verbal discussion with the Ex. En. on 8.1.69 wrote to him on 25.1.69 asking him to find out about the powers for the above type of expenditure on donations etc.

The Ex. En. replied that a perusal of the circular with regard to the 'Delegation of C.P.W.D. Powers to the Engineers of Chandigarh Administration', would show that no delegation had been made therein for expenditure on donations etc. Item No. 22 thereof, however, delegated the powers to the C.E. to sanction expenditure up to Rs. 250/- on ceremonies connected with the laying of foundation stones and opening of public buildings.

The S.E. wrote to the C.E. that rose plants were supplied free of cost to the V.I.P.'s and high dignitaries with the orders of the C.C. and in case there was no appropriate head of account to charge such expenditure, advice might be sought for from the F.S. or the Accounts Officer (A.G.) and the expenditure might be debited to the "Discretion Contingency Grant" of his (C.E.'s) office.

Analysis: This is a case underlining the inherent respect for the rule of law in the bureaucracy. Engineering establishment with powers to spend lakhs of rupees could adjust
this sort of petty expenditure in any one small item or head. But the rigidity of rules and the training of the personnel made it imperative for them to search for appropriate head for adjustment.

(g) **Publication of press-notes and articles about R.G.**

**Chronology** :- Ex. En. (Hort. Un.) sought the permission and approval for the publication of an article about the R.G. from the S.E. The article was prepared on the suggestion of M.S. Randhawa, C.C. and Chairman of the L.S.A.C, describing therein all the features of the R.G., and was meant to be sent to different papers and journals.

Assistant Information Officer wrote to the Ex. En. (Hort.) regarding the publication of press-note/articles about the R.G. in the press. On the basis of a write-up supplied by the Ex.En., the (A.I.O.) had written and submitted an article for publication to the "Punjab Mail" and "Tarpan", weekly newspapers. We further requested him for information to the leading newspapers. The information sought was as follows :- (i) Expenditure incurred and total area covered upto 31.12.70. (ii) Total expenditure likely to be incurred during the next three years, (iii) Year-wise income from sale of flowers, cut-flowers and plants etc. (iv) Approximate income during next three years, (v) Approximate number of persons including foreign tourists who visited the R.G. and, (vi) The comments and remarks of the foreigners mentioned in the visitors book, if any.
Analysis: This is a case of inter-departmental co-operation for some co-ordinated effort for a common goal. But the main administrative feature that comes-up in this case relates to the procedure adopted in keeping with the formal hierarchy, whereby, though, directed by the C.C., the Ex-Sn. thought it his duty to obtain the formal permission of his immediate superior, the S.E., before sending the articles for publication.

(h) Export of roses from the R.G.

Chronology:— There was some exchange of communication between the State Trading Corporation of India, New Delhi, and the C.E. Chandigarh regarding the export of roses from the R.G.

B.C. Malhotra, Chief Marketing Manager, S.T.C. wrote to the C.E. and also referred to his discussion with the C.E. during his last visit to Chandigarh. He referred to the agreement during the discussion, that the Horticulture Division would supply to the S.T.C. export quality cut-roses at the rate of Rs.9/- per dozen ex-garden. The expenditure for transportation from Chandigarh to Delhi and the arrangement thereof would be made by the S.T.C. He also referred to the discussion whereby it was considered that the arrangement could last for the period of three years to start with. He asked the C.E. to formally confirm the arrangement so that substantial export could be organised during the next season.
On 24.5.71 the C.E. wrote to the Chief Marketing
Manager, S.T.C., New Delhi and informed him that it was not
rational to fix a period of three years for the applicability
of price determined at the commencement of that period. The
most appropriate course, in his opinion, was to agree mutually
on a price at the commencement of every season of rose-export and
a representative of the S.T.C. could see and settle all issues
including price fixation with the Ex.En. (Hort.).

Analysis :- This case exposes particularly how
government agencies lack the flexibility and maneuverability
of the business houses and business-men. Though this fact did
not come up in the inconclusive correspondence between the C.E.
and the C.M.I., S.T.C. of India, yet it was known through
informal channels that, quite for some time, this rigidity
and casualness in purely business transactions caused the
cancellation of export contract of roses from the R.G. and
the consequent loss of g revenue.

(i) Suggestions of the Governor.

Chronology :- The C.E. wrote to the Horticulture
department about the implementation of the following suggestions
given by the Governor (Punjab or Haryana, not mentioned):

(i) Hawai-in - Viscus variety of roses should be
raised in the nursery.

(ii) that the number of rose-varieties be increased, and

(iii) that the cost of the garden be met by the sale
of rose plants on commercial basis.
The C.E. asked the S.E. (Hort.) to put these suggestions into practice.

Analysis: This is a typical case of official method of passing the buck. The C.E. being the head of the engineering organisation is naturally responsible for R.G. as well. He was expected to take some concrete measures and suggest the same to his subordinates. In case of any objection to the proposals he could give his expert technical comments. But he simply passed it on to his junior, the S.E., without comments or suggestions or blue-print for meeting the suggested objectives in the letter. The third objective, i.e. making the R.G. a financially viable entity, probably, needed an elaborate plan, blue-print for action and a deep deliberation between the experts. But forwarding the letter with "for necessary action" jargon probably means shelving it and keeping quiet over the issue.

10.23 Part III Demands of the Public:

Influence of external environment on the functioning of administration.

Suggest one and demands made by the public men and official action thereupon have been covered in this part. Provision of more water-taps, benches, footrests and lavatories, having more entry points and making lighting arrangements, beautification of the gate, cleanliness of the R.G. and the provision of a pool and a fountain therein are the main public demands.
(a) **Water-taps and Lavatories.**

**Chronology:** K.L. Manchanda in his letter to the C.C. besides so many other amenities, had also suggested the installation of a few water taps and additional lavatories in the R.G. The S.E. (P.H.) wrote on 23.4.69 to the C.E., regarding the items suggested by Manchanda to be included in the agenda for L.A.C. meeting to be held on 2.5.69. He observed that a lavatory and a water tap at point 'A' was converted into Mali (gardener) hut. It was only this lavatory which was also being used by the public. Another tap and a lavatory planned with 50-cum-rain shelter too could not be constructed because a cafetaria was coming up at that place. He recommended the provision of two lavatories, one at point 'A' and another at the entrance gate at Sector 10. This could be integrated with servant's room and entrance etc., and at each place atleast four urinals and four sets of latrine will be adequate. About financial implications, he mentioned that the same could be worked out after the scheme was approved by him (C.E.) at the C.A. and the plan-finalised.

In the meeting of L.A.C. held on 13.5.69 the C.E. referred to the letter of Manchanda and rejected the demand for additional water-taps and latrines. He opined that a provision of latrine was proving more of a nuisance than facility, for obnoxious smell were dispersed all over the R.G. He also stressed that the single water stand-post was sufficient, for
the second stand-post would merely aggravate the already acute problem of water wastage. He (C.E.) also wrote to the C.A. on 17.5.69 regarding the demand made by Manchanda and informed him that two sets of lavatories and taps could not be constructed, as kept in the original plan, because the one was converted into a Mali-hut and the other attached to the sun and rain shelter was converted into a cafeteria, hence the facility was not available to the public. He, therefore, requested the C.A. to forward to his office a plan for the construction of one lavatory block in the R.G.

The matter was referred to the finance department by the C.C. on 21.8.69 and the D.S.F. observed that the earlier information that there were two water-taps and two sets of latrines available in the R.G. was found to be incorrect on verification. He stated that a second water-tap was being provided at the site of restaurant, but the second latrine at that point was not feasible on account of great distance from sewer. He, however, suggested another latrine along with the existing one. The D.S.F. wrote on 9.9.69 to the C.E. regarding the proceedings of the L.A.C. meeting and the action taken thereupon. He informed the C.E. that the observations of the C.C. in this respect, on which the report was wanted were as follows:

(1) There was a letter to the Editor in the Tribune recently complaining that a second tap available in the R.G. had been sealed. Was that correct?
(ii) Were there two W.C.'s in the R.G. vide 'A' on the pre-page, or only one?

On 30.9.69 the C.E. replied to the letter of Manchanda and stated that,

(i) two or three sets of latrine could not be provided as decided in L.A.C. meeting held on 13.5.69,

(ii) more water stand-posts could not be provided, for one was sufficient.

The C.E. informed the D.S.F. on 27.10.69 in response to his (D.S.F.'s) memo. of 9.9.69 that the position of the water-tap and W.C.'s in the R.G. had already been explained to the C.C. on 2.9.69.

On 7.4.70 the F.S. wrote to the C.E. regarding the follow up action on item 2-H (L.A.C 8th meeting held in May, 69) about the provision of second water-tap and W.C. in the R.G. The F.S. informed the C.E. that his report was placed before the C.C. who observed that a second W.C. exclusively for the visitors to the R.G. was necessary, and that the C.C. had asked the C.E. to suggest its location, and also suggest to discuss the matter informally at the next meeting of the Officer's Committee. The F.S. requested the C.E. to send his further report for necessary action. On 12.5.70 the question of constructing a public latrine was discussed in the officer's Committee and it was unanimously decided that it should be provided outside the R.G. and integrated with the bus-que shelter close to the garden, on Madhya Marg.
The C.E. wrote to the S.E. (P.H.) regarding the decision about the provision of 2nd latrine in the R.G., taken in the meeting held on 12.5.71 and requested him to obtain the drawings from the department of architecture and to construct the 2nd W.C. He also wrote to the S.E. that he was informed that the design for urinals and latrines, to be built near the R.G. on the Madhya Marg, integrated with the bus-que shelter, had already been supplied to the planning circle by the department of architecture. He advised the C.E. to immediately start the work in coordination with P.H. circle after completing all the formalities.

The C.C. sent to the C.E. and C.A. the copy of a letter published in the Tribune on 24.5.71 wherein the writer, S.K. Arora, had demanded taps at every 100 yards, provision of urinals in all four corners of the R.G., four or five fountains, sheds for the visitors and canteens on no-profit no-loss basis. The C.E. and the C.A. had discussion with the C.C. on the above subject and the following points were made:

(i) there was one tap, facilities were also available in the cafeteria, and one more tap was planned which will serve the purpose well. Water standposts were kept purposely limited because more stand-posts would create insanitary conditions and adversely affect the water-supply economy,

(ii) that there was one Indian style latrine maintained by M.O.H. and another was being planned near the R.G., on the Madhya Marg adjacent to the bus-que shelter.
Gurmit Singh a citizen of Chandigarh addressed a letter on 26.5.71 to the Deputy Home Minister, Government of India, New Delhi, regarding the provision of amenities in the R.G. The letter was forwarded by the Deputy Home Minister to A.B. Pande, Joint Secretary, Govt. of India. Pande sent a D.O. to the C.C. on 14.6.71. The C.C. replied to this D.O. on 16.6.71 and furnished him with a copy of the minutes of his meeting with the C.E. and the C.A. and further expressed his agreement with their views regarding the points raised by S.K. Arora in his letter to the Tribune dated 24.5.71 and the above mentioned letter of Gurmit Singh.

S.E. (c) wrote to the Ex. En.(c) to expedite the design and estimate for the proposed set of urinals and latrines, so that further action was taken in coordination with the R.H. circle for early completion of work. The C.E. wrote to S.E.(c) and (P.H.) that he had received a plan for second water-tap and W.C., showing the proposed site, from the C.A., but the construction of disposal outlet was extremely costly and, therefore, he (C.E.) would personally like to inspect the site before taking final decision.

The S.E. (P.H.) wrote to the C.E. on 19.6.70 for according an early administrative approval for the provision of three public stand-posts (water-taps) in the R.G. An estimate amounting to Rs.4,460/- was also sent alongwith the letter.

(Note: There is a gap in the record related to the case, but it seems, a communication was received by the S.E. (P.H.) to send an estimate for only one stand-post.)
The S.E. (P.H.) sent an estimate for Rs.1,500/- for the provision of one stand-post (date not given), administrative approval to which was received by him from the C.E. (date not given). While acknowledging the above approval the S.E. (P.H.) informed the C.E. that the action to install the sanctioned stand-post was being taken in hand (date not given). But he also reminded the C.E. about the rest of the two stand-posts and requested him for the reconsideration of the matter. He sent additional estimates for two more stand-posts (communication undated).

The C.E. wrote to the S.E. (c) to send an estimate for the provision of a stand-post in the R.G. and asked for the fortnightly progress report of the work done. The S.E. (c) sent a detailed explanation for the framing of the estimate along with the rough cost estimate in the amount of Rs.2,155/- for the above work, for administrative approval. On 4.10.71 the C.E. accorded administrative approval of Rs.2,610/- for providing one stand-post in the R.G. On the operational side this approval was further conveyed by the Ex. RH. (P.H. Dm. No.3) to the S.D.O. (W/S Dm. No.1) with the technical sanction of the work.

Incharge C.D.O wrote to the S.E. (c) regarding the 17 sets of drawings No. 44, Job No. 29 of the proposed lavatory block, forwarded to him by the C.C. He asked the S.E. to return four complete sets of drawings to his office in case it was desired that the design and estimate were to be prepared in the C.D.O. The C.E. wrote to the S.E. (c) forwarding to him
for necessary action the drawings of the proposed lavatory in
the existing bus-que shelter near the R.G., which were received
from the C.A. The C.E. stated that the construction of bus-que-
sHELTER and preparation of cost-estimate were not known to the
C.D.O. and the same might have been prepared by the field-staff.
The C.E., therefore, stated that in case the above scheme was
to be dealt with by the C.D.O., then the cost estimate for the
bus-que shelter might also be sent along with to that office.

Analysis :- The Rose-garden is spread over an area of
70 acres. Chandigarh itself is a widely scattered town with
almost no provision of water-taps and latrines on the road
sides. One may start from R.G.I, (Sector 12) and go upto
Railway Station, a distance of over 10 kilometers, and he will
not find a single water-tap or a latrine or uninal on the
road-side. This can be true about any and every road.

Then two factors can be added to this. India is a poor
country and majority of the population either walks or uses
cycles. Then India is a hot country and people frequently need
water to drink. The city seems to have been planned primarily
with a view of private automobiles for the richer section and
an efficient bus-service for the poor. The latter is hopeless,
and, the cycle and one's own legs are the major mode of covering
the distances. Under these circumstances a man simply on his
arrival at the R.G. from some neighbouring sector, on foot or on
cycle, with his wife and children, may immediately require water
to drink or the sanitary services like the urinal and latrine. For children this is still urgent requirement and this section of visiting visitors is probably the largest of those who visit the R.G.

Under these circumstances the opposition of the C.E. to the proposal and concurrence to this opposition by the C.A. shows, probably, not so much their lack of sympathy for the common man, as much their lack of understanding of the realities of the ordinary man. Distances are immaterial and time factor insignificant for the high government officials who either use their cars or government vehicles. Thus, the rigid stand on their part becomes understandable.

S.E. (P.R.) has shown greater understanding of the needs of the visiting people. At the outset he recommended extension of these services and for the inclusion of these demands in the L.A.C. agenda. He had been throughout quick in taking decisions, making recommendations to his superiors and in seeing his subordinates quickly executing the approved works. This case provides one of the vivid examples of the inter-departmental functioning and the inter-play of individual likes, dislikes and the degree of understanding for the problems of the common man. The C.C., the F.S., the minister and the joint secretary at the central level too proved to be somewhat responsive to the popular demands.

(b) Lighting arrangement.

Chronology: - Manchanda, in his letter had demanded proper lighting arrangement in the R.G. Another citizen had also
made the similar demand. The D.S.F., in his observation note to the C.C., on the above letter, mentioned that a reference had been made to the "Buddha Jayanti Garden" authorities at Delhi for the lighting pattern being followed there.

In the B.C.C. meeting held on 15.5.69, where Manchanda’s letter was discussed, the C.E. opined that the visiting public should not be allowed to remain in the garden till late darkness. So, there was no need for lighting arrangement. The suggestion was opposed both by the C.A. and the C.E. on technical and aesthetic grounds, as well as on practical and administrative considerations. The matter was then decided to be taken up on a parallel basis with the "Buddha Jayanti Garden" at Delhi and a letter was addressed to the Deputy Director (Landscaping) C.P.W.D., New Delhi on 27.8.69 by the C.E. regarding the timings of the "Buddha Jayanti Garden". The Deputy Director replied on 70.12.69 and conveyed the timings as given hereunder:

1 April to 30 September 5 A.M. to 8 P.M.
1 October to 31 March 6 A.M. to 7 P.M.

On 30.9.69 the C.E. replied to the letter of Manchanda.

He was informed that "Buddha Jayanti Garden" practice was being ascertained. When the reply from Delhi was received, the C.E. informed the S.E.(c) about the reply and desired that suitable closing time is found for the R.G. in the light of the above communication. The C.C. was also posted with the timings of the Buddha Jayanti Garden on 17.12.69, in reply to his query on 5.9.69, by the C.E.
Analysis: Technical, aesthetic, practical and administrative grounds were not spelled out. On these grounds all the government activities can be proved useless, redundant and hence dispensable. A particular tendency has developed in the country over the centuries where even the normal human enjoyment is measured on moralistic considerations. According to these considerations people are discouraged to spend their late nights out, they would be saved of temptations. This latent tendency works subconsciously to close down such places by the nightfall. To check the people from entering the R.G., police force is required, thus making it an administrative problem. Probably, the real spirit behind opening such institutions as R.G. has yet to be understood by our outdated bureaucracy.

(c) Additional Entry-points

Chronology: Manchanda had suggested in his letter addition of some more entry points to the R.G., so that the visitors from all-around may conveniently and without loss of time come to the garden. He also suggested interception of the green belt on the 'Jama Marg' to save those coming from sector 17 and beyond of taking a big circuit around the full road. This point was discussed in the meeting of the L.A.C. held on 13.5.69 and the C.E. stated that the number of entry points 1-6 on the plan was adequate. He also opposed the suggestion of intercepting the green verge of the Jama Marg, because, in his opinion, it would merely increase traffic hazard. On 30.9.69, the C.E.
conveyed the above decision of the L.A.C. meeting of 13.5.69 to Manchanda.

**Analysis :-** Traffic hazard point is quite valid, but the opposition to the additional entry points probably stems from the same attitude which is formed by one while always using the car and thus failing to understand the problems and feelings of a pedestrian.

(d) **Entry-Gate, its beautification and Lighting.**

**Chronology :-** On 5.10.71 Suraj Bhan, the then Vice-Chancellor, Panjab University, Chandigarh wrote a D.O. letter to H.P. Bagchi, the C.C., regarding the improvement of the R.O. He appreciated the provision of wide road for entrance from the Madhya Marg side. But he felt that the entrance was most unimpressive and that economics got the better of aesthetics in the creation of such a drab design. The most irksome thing was that it was difficult to see the wall and the openings in between, even from very near. One had feeling that the unwary could even strike into the wall. He suggested the provision of a couple powerful lights close to the entrance.

The C.E. reported about the above objections and stated that the matter was examined by the C.A. and himself jointly and they were of the opinion that though the entrance was not ostentatious, yet its aesthetic appearance was satisfying and further it harmonized completely with the two objectives, the architects had in view, while designing the entrances:-
(i) that the theme of the locale was R.G. and the entrance must not dominate,

(ii) that it may admit only pedestrians and no kind of vehicle, which objective was being properly served by the present entrance and which would have been defeated had the entrance been made large and more negotiable.

He stressed that the economy of construction was always a consideration but that did not in anyway influence the design of the entrance. The question of lighting was discussed at several occasions including in the L.A.C. meetings. Pattern of "Buddha Jayanti Garden", Delhi was also ascertained and it was decided that no visitors would be allowed after dusk. Thus, the lighting of the R.G. and its entrance at night was considered unnecessary.

Analysis:— The design is a technical point and the C.K. and the C.A. might be correct. They can again be considered correct in rejecting the demand for the provision of powerful lights, in view that the decision to permit nobody to the R.G. after dusk has been taken. The attitude of the administration has been identical here to the one for the provision of lights in the R.G., as referred to earlier.*

---

*Some foot-lights besides the entry gate have, however been provided now in the R.G. The case file does not contain any reference to this decision.
(e) Cleanliness

Chronology:- On 20.8.69 the C.E. wrote to the M.O.H. inviting his attention towards the complaint about the lack of proper maintenance of public lavatory in the R.G. and requested him to do the needful. The M.O.H., thereupon, replied that the maintenance and cleanliness of public lavatory in the R.G. was not under the control of his organization. He (M.O.H.), therefore, requested the C.E. to issue necessary instructions to the concerned quarters.

On 7.10.69 the C.E. wrote to the S.E. (P.H.) about the above complaint and informed him that the C.C. desired that the lavatory should be brought to proper standard. The M.O.H. was requested to do the needful, but he had replied that the lavatory was not under his control. The C.E. therefore, advised the S.E. to handover the physical possession of that lavatory to the M.O.H. immediately.

On 10.2.71 Amrit Lal, a resident of Chandigarh wrote to the C.C. and pointed out that some arrangement be made to remove the dead flowers at various stages of decay spoiling the beauty around. The offshoots at the roots of the mother plant should also be removed. They (off-shoots) not only made the plant ugly and pitiable to look at but also sap the vital fluids of the plant, making it weaker. He suggested the sitting Showkidars could do this service besides their other duties.
This letter was sent by the C.C. to the C.E. for necessary action, who took the matter of the cleanliness of the R.G. with the D.H.S. The D.H.S. stated in his reply that health department was responsible to remove rubbish from the restaurant and to remove refuse from the dustbins near the main gate, and it continued to give service. He said that the sanitation and cleanliness of the premises was the job of the horticulture department, and for the same separate posts of sweepers etc., according to the demand, might be got sanctioned from the competent authority.

When the department of horticulture was asked to look into the complaint, the horticulture office informed the C.E. regarding the removal of dead leaves from the R.G. and its cleanliness and stated that according to the advice of the C.C. the work was being done by the field staff. He urged the C.E. to inform the C.C. accordingly.

Analysis:— This is a patent case of government departments trying to shift their responsibilities to the other departments and in case of being not obliged, taking up the work, of course, under the specific directions of the top executive. The keenness of the C.C. and the complaint of the public were pressing causes for an early decision.

(f) Fountain and Pool

Chronology:— The C.C. sent to the C.E. and the C.A. the copy of a letter published in the Tribune, dated 24.5.71 wherein, besides so many other Public amenities, the author
of the letter, S.K. Arora had demanded the construction of four or five fountains, rain and sun shelters and sheds in the R.G. In their comments about the above letter, which they (C.E. and the C.A.) sent to the C.C., they stated that there was already a proposal to put up a fountain in the R.G. Its design was ready and drawings had been supplied to the Engineering Department. It would be built when the funds were available, and one fountain for the R.G. was considered adequate for the time being. They also opposed the demand for the construction of the rain and sun shelters in the R.G.

The S.E. (P.H.) requested the C.E. for the grant of approval to undertake construction of water-fountain and booster chamber in anticipation of sanction of the estimate as required under para 66 of C.P.W. Code.

On 16.3.72 the C.E. wrote to the C.A. and pointed out that the level of the bottom of the pool should be carefully fixed so that it was possible to drain out the water of the pool in adjacent 'nullah' (a rivulet). The C.E. also wrote to the S.E. (c) stating that proposal for providing a fountain in the R.G. had been received from the department of architecture and the drawings were in the planning circle. He advised early steps in consultation with the S.E. (P.H.) to the S.E. (P.H.) he (C.E.) conveyed on 15.5.72 the administrative approval in the amount of Rs. 62,510/- for the construction of a water fountain in the R.G. as received from the President of India. The S.E. (c) wrote to the Ex. En (c) to expedite the design and
estimate for the proposed (set of urinals and latrines, and) fountain so that the further action was taken in coordination with the P.H. circle for the early completion of the work.

In response to Pandit's letter (Joint Secretary, Ministry of Home Affairs, Government of India) who was asked by the Deputy Home Minister, Government of India, to look into complaints made in the above letter of Arora, and also in another letter received by him from Gurmit Singh about the provision of public amenities in the R.G., the C.C. replied on 16.6.71 and supplied him with the copy of the minutes of his meeting with the C.E. and the C.A. The C.C. expressed his agreement with the views of these experts regarding the points raised in these two letters, including those about the pool and the fountain, and, the rain and sun shelters.

**Analysis:** This shows the normal inter-departmental functioning within an organization and the influence of the views of external superior agency, public opinion and the press for the speedy functioning of different organs of the organization.

10.5 **Summary and Conclusion**

From the records available in the files related to the case it looked to be a puzzle of hundreds of letters, memos., reminders, reports, meeting minutes and press-notes, each appended datewise but covering diverse, unrelated topics. Once a chronology was provided and inter-links established between various actions, reactions and inter-actions it became evident that his was probably one of the significant cases which could
shed light on the working of an organization and its sub-systems under divergent pressures, compulsions and requirements.

Broadly the case was divided in three parts - (i) The setting up of the rose garden, dealing with the inter-departmental deliberations for planning, designing, getting financial sanctions, providing a name to the R.G. etc., (ii) Administrative management, showing the inter-departmental and intra-departmental actions and interactions in the administration and management of the R.G. and in finding solution to the problems arising from time to time; and (iii) Demands of the public and the official action thereon.

First part contains, by and large, the routine of administrative approvals, sanctions etc. Thus the whole of administration in its formal dealings, red-tapism and in its inter-relation with the people stands fully unwrapped. Even the subtle, subconscious and unconscious motivations working above surface and below the surface can also be visualized in analysing the behaviour of a particular department or job-holder in a given situation. At places, even the individual temperament, attitude and mental make-up of a certain job-holder seems to fashion the entire episode in a particular shape, whereas it could take different turns in the guidance of a different personality.

The second part pertaining to the inter-departmental and intra-departmental functioning of an organization in given
circumstances lays bare the administrative processes and procedures, communication channels, the role and importance of leadership, the mode of working of administrative hierarchy and the inherent functionalism and dysfunctionalism of bureaucratic system.

The third part is very interesting of all and exposes a high degree of apathy and even resistance on the part of bureaucracy to citizen's suggestions. Government agencies may sometimes take somewhat unimportant decisions. But when the similar or even better-meaning suggestions or demands are put forward by the public, the administration by and large becomes hostile to the demand, probably, taking it as an interference with or transgression upon its jurisdiction and domain. But complaints appearing in the press or those coming through higher channels are given better treatment. The agency responsible for the work feels scared unless the responsibility is either shifted or carried out.

Engineering department was mainly involved in the establishment and administration of the R.O. This department, therefore, seems comprehensively examined in this case. Department of architecture is the second important department. The Chief Commissioner has been main guiding figure, not only in formal manner but in practice too. His personality is felt almost everywhere, prompting his subordinates to work. The F.S., the H.S., the B.H.S., and the E.O. also came in picture at occasions. The S.E. (F.R.) has come out to be the most
vigorous, responsive, energetic and active officer, involving his superiors in quick decision-making and making his subordinates to execute the schemes without loss of time, thus, causing the removal of many a bottleneck in the channel of communication, the process of co-ordination and in quicker implementation of decisions.

With this chapter, we come to an end of this part which has attempted at analysing the decision-making and implementation processes at two levels, viz., at the level (a) when external environment impinges upon, and sets boundaries to, the area of operation of the decision-maker at organisational level, and (b) at intra-organisational level when the characteristics related to departments and the persons manning them became important in the way decision was arrived at and implemented on a given task.

The next part contains four chapters and is an attempt at evaluating the performance of Chandigarh administration on the basis of budgetary provisions, annual progress reports, minutes of the Home Ministers Advisory Committee on Chandigarh and the public opinion expressed through press and a through a questionnaire given to the members of the Local Advisory Committee.