Part I

INTRODUCTORY

Chapter I - Introduction to the problem: The scope and objectives of the study.

Chapter II - Urbanization and new towns.

Chapter III - Growth of the City
CHAPTER X

1.1 The Scope and the Objectives of the Study

This study aims at analysing certain aspects of administrative structure and processes of Chandigarh, a planned city. Specifically, the study is to analyse - (i) administrative structure, (ii) administration in action as reflected in two case-studies, and (iii) performance evaluation.

An understanding of the administration of a city like Chandigarh, it appears, offers invaluable insight to a student of Public Administration as also to a practitioner. The city of Chandigarh has indeed several distinguishing features. First, and foremost feature is that Chandigarh is first planned city of its kind in the country. Secondly, it is a new city - its history dating back to hardly two decades. Thirdly, unlike other urban administrative units of the country, like municipal committees and corporations, Chandigarh is a Union Territory. Lastly, as the following section indicates, no comprehensive study appears to have been done on administrative system of Chandigarh.

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1 cf: Chapter III, 'Growth of Chandigarh City', infra, for detail.
2 Ibid.
3 Ibid, Section 3.1
4 cf: Chapter IV, Section 4.2, 'Union Territory: An Introduction', infra.
1.11 **Review of relevant studies**: The major research studies relevant to this study are those of D'Souza and Evenson. Victor S. D'Souza, in his work, *The Social Structure of a Planned City, Chandigarh*, analyses the social structure and community life in Chandigarh, both in depth and span. This study revolves around three major aspects, which are as follows: (a) the basic features of the emerging social structure in Chandigarh; (b) the planned physical structure in so far as it influences the evolving social structure; and (c) the influence of the home communities upon the present social organization. Norma Evenson in her work, *Chandigarh*, focuses attention on planning and architecture of the city. Being a part of 'Environmental Design Development Series' of the University of California, Berkeley, the intent of this study has been "to trace the evolution of the Chandigarh plan, describing the circumstances surrounding the establishment of the city, analysing the ideas and design concepts motivating the planning effort, and presenting the designers' theories and methods largely in their own words". These two studies are, thus, important contributions on the aspects covered.

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by them, namely, social structure (D’Souza), and, environmental
design and development (Evenson). However, these do not deal with
the administrative system of Chandigarh city.

There are also a few M.A. and M.Sc. dissertations
done by the students of various teaching departments of the
Panjab University, as part of their term papers. These
dissertations deal with various aspects of the capital city, such
as geographical, sociological, planning and architecture, library
documentation, geology and agriculture, etc. Some articles, papers,
brochures, pamphlets and booklets have also been published by
some educationists, journalists, experts in the field of planning
and architecture, and, the publicity wing of Chandigarh adminis-
tration, touching various facets of Chandigarh. These studies
also, as can be observed, have their primary objective which
is other than the analysis of administrative system of Chandigarh.

From the perusal of published and unpublished literature
on Chandigarh, it thus seems that the administrative system of
the city continues to be an unexplored area of study. Two exceptions,
however, are there. A small booklet entitled, ‘Administrative set-up

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9 Annexure No. IV, A list of M.A. and M.Sc. Dissertations related
to some aspects of Chandigarh.

10 Annexure No. V, A list of articles, papers, brochures, pamphlets
and booklets about some aspects of Chandigarh.
at Chandigarh', by Shri Ram Sharma provides only a sketchy description, and that too covering the administrative set up of the capital complex before the reorganization of the state of Punjab. Also, an unpublished M.A. dissertation entitled 'Organization and Functioning of Estate Office, Chandigarh' deals with the pre-organization period and covers only one office, which forms a small part of the present complex organization.

Considering these factors, it was decided to undertake an in-depth study of the Chandigarh administration. This study, it is hoped, would be meaningful to students of Public Administration as also to the practitioners and administrators.

As stated earlier, this study aims at understanding the administrative structure and processes of Chandigarh Administration. Specifically, the objectives of the study are three-fold:

(i) an understanding of the structure of the administration as reflected in the positions, functions and the inter-relationships thereof;

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11 Sharma, Shri Ram, *Administrative Set-up at Chandigarh*, Una: IIPA, Una (Himachal Pradesh) (year not given).

(ii) an examination through two case studies of how administrative organisation of Chandigarh has dealt with the situations as noted below:

(a) when the decision-making process was influenced by external environment, and

(b) when functioning internally with special reference to intra-organisational decision-making and interactions; and

(iii) an evaluation of the performance of Chandigarh administration through budget provisions, annual progress reports, periodical assessment by the Home Minister's Advisory Committee on Chandigarh and on the basis of opinions expressed by the public through press and by the members of the Local Advisory Committee through a questionnaire given to them.

1.12 Temporal reference: The period of study is confined to the following :-

(a) Administrative structure as observed and data obtained for 1972-74.

(b) Administration in action -

(i) Analysis of a case of "squatters and pavement dwellers" - (a problem cropped in 1965-66 and solved in 1972-73),

(ii) A case of development of "Rose-garden" (1966-71)

(c) Progress-reports available from 1968-69 to 1973-74 and questionnaire got filled by the members of the Local Advisory Committee during the year 1972-73.
1.2 The Data

As stated in the preceding section, this study has three main objectives, namely, analysis of (i) administrative structure, (ii) administration in action, as reflected in two case studies, and (iii) performance evaluation of Chandigarh. This section relates to (a) the sources, methods, and analysis of data collection and (b) limitations of data, thus collected.

1.2.1 Sources, methods and analysis of data collection:

(i) Administrative structure: The data on this aspect have been collected from documents - published, mimeo and unpublished material, available with the Chandigarh administration. These data contain the job-description and job-interactions as obtainable at the different levels of administration.

(ii) Administration in action: An indication of how an administration actually does function was sought to be obtained through the analysis of two cases.

The first case related to the removal of unauthorised Shastri and Nehru markets (a case of squatters and pavement dwellers of Sector-22 market). This case revealed the influence of external environment on the functioning of Chandigarh administration in a given context.

The second case related to the establishment and development of 'Rose Garden' in the city. It revealed the intragorganizational and inter-departmental functioning of Chandigarh administration.
The data for the first case were collected from the files of the office of the Estate Officer-cum-Deputy Commissioner, Union Territory, Chandigarh.

The case related to the 'Removal of Nehru and Shastri Markets' was developed in a chronological story followed by the description and analysis. The case was developed into three phases i.e. beginning of the problem, consolidation of the problem and finally solution of the problem. The next step was the thorough analysis of the decision making process of the administration under the influence of the external environment, as invualized in the above three phases.

Rose Garden Case :- The data on this case were available from the records maintained by the office of the Chief Engineer. These were in the form of correspondence and D.O.'s.

As these records were not in order, the first task before the researcher was to arrange them in order, i.e. sequentially, and then to identify major phases. The gaps, if any, were made up through further inquiries from the office. The next step was to analyse the events.

(iii) Performance Evaluation :- For the evaluation of performance of the different departments of Union Territory, Chandigarh, the data were generated through the following two sources :-
(a) **Secondary Sources** :–

(i) Annual progress reports of the Chandigarh administration.

(ii) Annual budget.

(iii) Targets and achievements of the 4th Five-Year-Plan.

(iv) Periodical assessment by the Home Ministry, Government of India.

(v) Public opinion as expressed in the local press.

For the analysis of performance evaluation of the administration through these sources, the annual progress reports were taken as the base. Then the performance of each Department was assessed over a period of time for which reports were available from 1968-69 to 1972-73. Further the material available in the two notes, viz, "Development of Chandigarh since April 1, 1969" and "Union Territory of Chandigarh – Note on planned growth of Chandigarh: our Achievements and Limitations", was taken as supportive evidence.

Finally, certain percentages were calculated from the revenue expenditure for the years 1969 to 1974, i.e. IV Five-Year Plan.

(b) **Primary Sources** :–

The primary data were collected through the questionnaire served to the members of the Local Advisory
Committee. The questionnaire was filled in by twenty one out of twenty three non-official members of the Local Advisory Committee. The analysis of the responses was done mainly on the basis of the respondents' views on the functioning of the administration. For this purpose the responses to questions No. 13 to No.19 in the questionnaire were considered as the base. The responses to other questions were, accordingly, used as supportive and clarifying material.

1.22 Limitations of Data

(i) Administrative Structure:

In well established organizations there are well defined 'Rules-of-Business'/job descriptions evolved over a long course of time — in certain cases many decades. As for the Union Territory, Chandigarh is concerned, this was purposely created for a very short duration and ultimately the territory was to be amalgamated with an adjoining state. This purely ad hoc and temporary organization, could not, therefore, evolve or frame its "Rules of Business". At best most of the things practised in the composite state of Punjab and the new states of Punjab and Haryana, and, at times something borrowed from the Government of

13 Questionnaire served to the members of the Local Advisory Committee — annexure No. II.
India is being followed in the territory. Thus no set, well defined and printed rules of business were available with the organization.

Whatever matter was available was collected from periodic notifications published in the Gazette Extra-ordinary of the Union Territory and of the Government of India. Some related material was fished out from the unpublished documents of the Union Territory Administration.

Another major source of information on this aspect was personal informal meetings with the concerned officials of the Union Territory and drawing out therein, their functions, powers, and responsibilities through questions and discussions.

However, despite the best efforts of the researcher the exhaustive data could not be collected, and the following limitations could not be avoided:

(1) Material from the official documents was never available in orderly form, in sequence and complete. This material is patchy and sketchy.

(ii) This is a general policy of our government establishments that even the insignificant and very common documents are also classified as confidential and secret. Yet, every effort was made, through persuasion, repeated visits, creation of personal association and familiarity, and in certain cases through the generous help of some enlightened and no-so-much bureaucratized young officers, to collect some very useful material.
(iii) Though personal meetings with the concerned officials, as mentioned above, proved to be very useful and in many cases provided invaluable information, yet the verbal information thus obtained was not, in all the cases, consistent, reliable, clear, unambiguous and authentic, because of the ignorance of the officials concerned. However, the researcher could draw out somewhat a clearer picture by putting together the Gazette Notifications, official documents and the verbal replies of the officials during the meetings, and by removing the inconsistencies while retaining the common accepted factors of all the above three sources.

(iv) Exhaustive data were available regarding the Secretariat of the Union Territory (i.e. the Chief Commissioner as the chief executive, and four secretaries) and the following directorates: Directorates of Technical Education, General Education, and, Health. The rest of the field offices could not provide exhaustive data on account of various reasons, such as, either the field office being too small or on account of the adhoc or sudden nature of the constitution of some of these offices. Therefore, exhaustive administrative structure regarding the above mentioned three directorates and the secretariat could be given. About the rest of the field offices the availability of sketchy data delimited their study only to the extent of sketchy information.
(ii) **Administration in action:**

The first and biggest limitation was lack of choice in the selection of cases for analysis. After very long - drawn persuasions and repeated requests the Chief Commissioner accorded permission to the Home Secretary to make available to the researcher only two cases, and that too after screening the confidential and secret documents. Thus no opportunity for the sampling and selection of the cases, out of too many, according to one's requirement and choice was available.

But it was a happy coincidence that the two cases happen to be related to two distinct aspects of the functioning of an organisation. The first one, i.e. the squatters case, dealt with the decision making process in this administrative organization as influenced by the external environment.

The second case, i.e. the establishment and development of 'Rose Garden' provided an insight into the intra-organizational and inter-departmental functioning of the administration.

The data regarding the squatters case were available in almost complete form and is proper sequence covering almost all the steps and phases of the case. Whatever screening might have been done of the confidential and secret documents, it does not seem of any vital adverse consequence in analysing the case and arriving at logical conclusions.
The data regarding the second case of 'Rose Garden' were available in very haphazard and disorderly manner. Many important links and documents seem to be missing. Yet the available data seem to be sufficient enough to make out almost complete structure of the case which could make sense and which could be analysed to understand the intra-organisational functioning of Chandigarh administration.

(iii) **Performance Evaluation:**

**Secondary Sources:**

Non-availability of sufficient documents was a major limitation in this respect.

**Primary Sources:**

The limitations here, as of any typical questionnaire, related to the validity and reliability - apart from the fact that the number of respondents was numerically small - i.e. twenty one in the case of members of the Local Advisory Committee. (These figures, however, represented a substantial proportion of the Universe concerned - i.e. 21 out of 23). So far as the reliability and validity were concerned, the answers, the reliability and validity of which was not sure, were either ignored altogether or disconnected correspondingly.

1.3 **Sequence of the study**

This study is divided into six parts.

**Part I:** Part I deals with the introduction of the problem in four chapters wherein, besides the statement of the problem,
the scope of the study and the methodology adopted, the process of urbanisation and new Indian towns, and the growth of Chandigarh city have been introduced.

After the statement of problem in chapter I, the scope of the study and methodology adopted has been dealt with.

The study of Chandigarh administration has the feature of being the one of a union territory with over 90% urban population in the completely and entirely new planned city. Hence, latest features and trends of urbanization and its specific problems attain significance in deciding the actions and functioning of an administration responsible for the development of the city—according to the master plan. Chapter II, therefore, deals with the world urbanization trends since 1900 with special reference to urbanization in India. The problems of urbanization with various solutions sought have briefly been discussed in this chapter, particularly underlining the psychological impact the Chandigarh planning has created in the region in particular and on the architects and town-planners of the country in general.

Chapter III, deals with the circumstances responsible for the inception of the city and its growth. The concept of the city according to Le Corbusier and the master plan have been briefly touched, besides giving the social, economic, cultural and architectural impact of the city on the region.

\[14\text{cf. Chapter III, section 2.1}\]
Chapter IV deals with the evolution of the administrative system of Chandigarh, starting with the Capital Control Board, the estate office and finally coming up to the present complex union territory administration. The political and constitutional situations responsible for this transformation have also been underlined.

Chapter V deals with the Chief Commissioner as the Chief Executive of the union territory. An introduction to the union territory has been given at the outset. The statutory position of the Chief Commissioner has been established on the authority of Indian constitution and other related manuals. The powers and functions of the Chief Commissioner, both as the chief administrator of the union territory and as the administrator of the capital project, have been discussed. His role with regard to the neighbouring state governments has also been discussed followed by a general observation about the powers and functions of the chief commissioner, as they are laid down in the manuals and notifications, and as they exist in practice, in the context of the control of the Union Government.

In chapter VI, an attempt is made at understanding the secretariat practice in India with special reference to the composition of Chandigarh secretariat. The structure of the secretariat and the administrative and financial roles and functions of all the four secretaries have been discussed in detail. The chapter is summed-up with a detailed analysis of the
secretariat procedure and the improvements and changes suggested by the Administrative Reforms Commission, therein.

**Chapter VII** deals with the field administration and the head-quarter-field relations. All the departments and offices with all the four secretaries have separately been discussed. The headquarter-field relations, besides providing a general observation, contain a pointed discussion on the relationship between the generalists in the secretariat and the specialists in the field.

**Chapter VIII**—a: The Local Advisory Committee and the Home Minister's Advisory Committee for Chandigarh have been discussed and analysed in detail with regard to their structure and functioning. The role and effectiveness of these Committees in policy formulation and implementation of the decisions of Chandigarh administration have been assessed on the basis of the minutes of their meetings.

**Part III**— Part III relates to the administration in action in two chapters.

**Chapter IX** deals with a case study about the removal of unauthorised Nehru and Shastri markets. After giving the genesis of creation of these markets the description of the case has been covered in three phases along with the analysis of the official action. The case has been summed-up by analysing the effect of environment on decision-making process.
Chapter X is another case-study related to the development of rose-garden at Chandigarh. Chronology of development of the rose-garden has been divided in three parts. The actual functioning of Chandigarh administration and its sub-systems, it seems, has been fully unfolded through this case under divergent pressures, compulsions and requirements.

Part IV: The frame of reference for this part containing four chapters is the assessment and evaluation of the performance of Chandigarh administration.

Chapter XI undertakes the analysis and evaluation of the performance of General Administrative Services, including the revenue collecting, regulatory and administrative offices and departments, of Chandigarh administration.

Chapter XII deals with the performance evaluation of Social (Developmental Services of Chandigarh administration, which include the departments of general education, technical education, medical and health, community development, panchayats and National Extension Service, and, architecture.

In chapter XIII an effort is made to assess the performance of Economic (Developmental) Services of Chandigarh administration. Departments of agriculture, fisheries, animal husbandry and poultry project, dairy and milk-supply, forests, industries, industrial education and training of craftsmen, labour organisation, transport undertaking and public works are covered under this category.
Chapter XIV deals with the performance evaluation of those departments and offices which could not be covered under any of the above three categories. These unallocable departments have been termed as Miscellaneous Services and include printing and stationery, employment exchange and resettlement, co-operation hospitality, protocol and tourism, and, information and publicity.

Part V: All the preceding four parts have been summarized and conclusions thereof drawn in this part (chapter XV) with the policy-implications discussed in somewhat detail.

Part VI: The last and the sixth part of this study contains appendices including charts, diagrams, questionnaire, action taken on the minutes of the meetings of the local advisory committee, maps, and bibliography, etc., in support of the main study.

It is hoped that this study would be meaningful to the students of Public Administration as also to the administrators.