This chapter attempts to build a justification towards the special significance of Chandigarh as an exemplar of modern (twentieth century) heritage from among similar examples, studied and analysed in the preceding chapters. Its special significance is based on the criteria of outstanding universal value (OUV) as laid out by the World Heritage Centre, UNESCO, the prime international body (assisted by ICOMOS, IUCN as its advisory agencies) responsible for inscription of natural and cultural sites on the World Heritage List (WHL). The benefits for inscription on the World Heritage List are also explained to justify the city’s inclusion, at the same time, safeguarding the public.
interest of a civil society\textsuperscript{403} represented in one of the largest democracies in the contemporary world of today. After establishing the special significance, a survey has been conducted to arrive at \textit{user based recommendations} in the form of a Management Plan, to conserve Chandigarh as a heritage city of modernity. Regulations for its conservation and management have also been suggested so that a management plan can be enforced supported by a long term statutory legislation well in place. The justification of \textbf{authenticity and integrity} of the city plan and its urban fabric has been established vis a vis the Vienna Memorandum\textsuperscript{404}. This memorandum promotes an integrated approach to contemporary architecture, urban development and integrity of the site under consideration, now after called a \textit{historic urban landscape}. Prior to this memorandum, only monumentcentric, approaches were adopted for managing historic cities. The principles of the Vienna Memorandum acknowledge change as a part of a city’s tradition. Response to development dynamics should facilitate change, while respecting inherited townscape and its landscape as well as the historic city’s authenticity and integrity.

For cities and their historic urban landscapes to survive however, next to conservation, urban regeneration and new development projects should aim to maintain character – the ‘spirit of place’ related to cultural identity and collective memory. This requires a critical understanding of transformation processes that underpinned a city’s historic evolution over time and the determination of \textit{limits of acceptable change}. Hence, the existing planning tools have to be re-

\textsuperscript{402} As per the UNESCO World Heritage Centre Newsletter, July 9, 2008, The World Heritage List includes 878 properties forming part of the cultural and natural heritage, which the World Heritage Committee considers as having outstanding universal value.

\textsuperscript{403} Chandhoke, Neera. 2003. \textit{The Conceits of Civil Society}. Oxford University Press; New Delhi, India.

\textsuperscript{404} These include 679 cultural, 174 natural and 25 mixed properties in 184 States Parties. Source http://whc.unesco.org

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visited so as to integrate these essential aspects in the planning process. A first attempt at this resulted in the “Vienna Memorandum”, the principal document that was developed during the Vienna Conference on World Heritage and Contemporary Architecture\textsuperscript{405}. It contains an outline of recommendations promoting an integrated approach linking contemporary architecture, urban development and heritage landscape integrity. It introduces a working definition for the concept of ‘historic urban landscape’ and emphasises the need for enhancing the quality of urban life without compromising existing values of the historic city. It contains guidelines for both urban development (as a necessary economic propeller for city development) and conservation management, and proposes a dialogue between the two and thereby responding to the dynamics of development. This will further facilitate socio-economic changes and growth, while simultaneously respecting the inherited townscape and its landscape setting. Although criticised by some in excessively favouring development instead of preservation or not being forward-looking, the document represents a consensus-product established with involvement of various professional entities. However, while still considered a work-in-progress, it was adopted by the World Heritage Committee at its 29th session (July 2005 in Durban, South Africa), as a much needed additional tool to discuss and assess contemporary architectural interventions in World Heritage cities and their wider setting. As per the request of the World Heritage Committee, the

\textsuperscript{404} The Vienna Memorandum is the result of the international conference “World Heritage and Contemporary Architecture”, which was requested by the World Heritage Committee at its 27th session (Paris, 30 June-5 July 2003, Decision 27COM 7B.108) and held from 12 to 14 May 2005 in Vienna, Austria, under the patronage of UNESCO. For an explanation please see Appendix.

\textsuperscript{405} Kathmandu and the Cologne Cathedral were put on the World Heritage List in Danger, in 2003 and 2004 respectively, because of direct threats to the outstanding universal value. In particular the Danger Listing of Cologne had an important effect (the first site in Western Europe) and the World Heritage Committee no doubt wanted to give a strong signal that it was serious on this issue and a solution had to be found. Relating to the recurrent problems involving high-rise constructions in or adjacent to World Heritage cities around the world, it was at the 27th session in 2003 that the Committee called for a conference on this topic, which
Vienna Memorandum formed the basis for the adoption of a 'Declaration on the Conservation of Historic Urban Landscapes' during the 15th General Assembly of States Parties to the World Heritage Convention; October 2005 at UNESCO in Paris. The Committee also recommended "that the General Conference of UNESCO adopt a new Recommendation to complement and update the existing ones on the subject of conservation of historic urban landscapes, with special reference to the need to link contemporary architecture to the urban historic context." The Vienna memorandum was followed by a series of meetings (see footnote 404), that fall within the framework of the request, to work towards a UNESCO Recommendation on this subject, which is scheduled for submission to UNESCO’s General Conference in 2009. The organisation of international conferences and seminars is part of the development of a theoretical framework under the World Heritage Cities Programme. This involves debate on specific themes, which in turn help to establish or update international standards concerning approaches to and methodologies in, conservation and management of historic urban landscapes.

The second very important aspect affecting cities is that of enhancing the quality of life and production efficiency to help strengthen identity and social cohesion within them. Socio-economic changes, that would not respect the authenticity and integrity of historic cities as well as their inherited landscape, are considered potential threats to cities as per the Vienna Memorandum.

The notion of 'landscape' is a cultural construct involving the existing natural environment, but described and classified in cultural terms. A 'cultural landscape' is considered to be the combined works of nature.
and man\textsuperscript{407}, where the emphasis is on the long-term, structural and harmonious interaction between man and environment. It is a symbiotic relationship rather than subduction and has created a completely new characteristic idiom.\textsuperscript{408} The urban landscape consists of a pre-existing environment (topography, and other natural features such as bordering seasonal rivulets, the central gorge, and the backdrop of the Shivalik hills in the case of Chandigarh), which has been modified in part or more through the process of urbanisation, by a stratigraphy of patterns, plots (built and unbuilt), infrastructure, geared towards the provision of urban space for housing, transport, work and leisure activities. So it would be wasting precious energy by not including the record of this accumulated knowledge of how the natural and manmade forces have helped realise the ‘cultural landscape’. For these reasons, the Vienna memorandum was welcomed by the World Heritage Committee, to serve as an additional tool for discussing and addressing the contemporary architectural interventions in world heritage cities and their wider settings. The crucial nature of the Vienna Memorandum can be judged from the fact that even though it does not have the status of being a Charter or any kind of finalised document, yet it prevailed upon the UNESCO World Heritage Committee as a ‘consensus-product’ and a catalyst to open up debate. It formed the basis for the ‘Declaration on the Conservation of Historic Urban Landscapes’ (HUL), adopted by the 15\textsuperscript{th} General Assembly of State Parties to the World Heritage Convention in 2005\textsuperscript{409}. Within this the need to link contemporary architecture to the urban historic context was highlighted\textsuperscript{410}. The prominent recommendations of the

\textsuperscript{407} Operational Guidelines, WHC February 2005, item no 47.
\textsuperscript{409} 2005, UNESCO Headquarters, (Resolution 15 GA 7).
\textsuperscript{410} 29th session of the World Heritage Committee, July 2005, Durban, South Africa. Decision 29 COM 5D.
series of discussions that reviewed existing ‘standard setting’ documents, in particular the ‘UNESCO recommendation concerning the Safeguarding and Contemporary role of Historic Areas’ comprising an expert group representing different geo-cultural regions, disciplines, international organisations and institutions are411:

The importance of landscape, lies in the stratification of previous and current urban dynamics, with an interplay between the natural and the built environment. Previously handled by Zoning, it emphasizes today on continuity of relationships, values and management. The monument centric approach which ultimately leads to loss of ’cultural capital’ and significance needs to be replaced by the landscape multilayered approach. Here Integrity becomes a more appropriate consideration to deal with the management of change in complex urban environments.

**The Role of Contemporary Architecture** The role of contemporary architecture today appears to be more related with city marketing strategies, than with the making of urban space. In particular the surge in iconic buildings as the cultural expression of dynamic cities is worrisome, because many of them are deliberately juxtaposed with historic monuments or ensembles in order to create what is believed to be an image of progress. (Chandigarh is fortunate as this malaise is yet to overtake the modern heritage ensembles such as the Capitol Complex and the Cultural buildings which are under state ownership. But it is beginning to hit the City Centre and the Industrial Area where ownership is largely in private hands and the conversion policies are beginning to effectuate412). Charles Jencks explains in his book, ‘The Iconic Building’ that the word and concept of the iconic building has had a long and continuous history, and is therefore nothing new.


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However, he cautions that with the emergence of today’s iconic architecture we witness “the empty circularity of its meaning, its appearance as pure sign with only media significance”. The makeover of the Industrial area plots into multiplexes and shopping malls under the recent ‘conversion policy’ of the Chandigarh Administration is a case in this count. The ‘iconic’ marketing strategies adopted by the real estate developers is robbing the Industrial area of its original order and building codes. Utilising steel, glass and metals extensively, the new vocabulary of design created represents ‘kitsch’ as each high rise tower vies for the public eye. The second problem is that of function. It is difficult for people to contend with, what was an industrial use in the past is being fast replaced by mega malls and retail commerce housed within the folds of the new skins the industrial buildings are acquiring. The future of the industrial area needs reconsideration regarding aspects of circulation, parking demand and traffic reorganisation which the conversion policy brings with it. While the debate over the need for occasional iconic buildings as necessary new additions to our more traditional built environment is legitimate, the issue at hand is more pressing. We need to be wary of the ‘Bilbao Effect’. This was created by the Guggenheim Museum built for the Basque city, by Frank Ghery, on a totally wasted industrial urban landscape, devoid of a cultural historic significance. The project has a twofold objective, one to change the city’s image to attract attention and investment to this wasteland – hence its design and location. The second is that there can only be a first time: the novelty often sticks to the first-born, but can seldom become the rule.

412 The City Centre is beginning to be affected by the creation of multiplexes, replacing the ordered image of the cinema halls. The recent conversion policy of Industrial plots to shopping malls and multiplexes will begin to pose development pressures on the industrial area as the owners opt for the conversions.

that can be repeated wholly and successfully; and certainly not in every city on every continent. It is in this sense that what we are currently experiencing is “the same difference everywhere”. What is easily lost, however, is the city’s uniform historic character and integrity, often forever. Such insensitivity is often spurred on by arguments that a favourable climate has to be created for attracting investment and to avoid inner cities becoming museum-like environments, which totally overlooks the issue at hand. Instead of a “free-for-all and anything-goes” climate, it can be argued that investors are more interested in proper guidance as to the general direction of urban development with sound management of the built environment, which enables them to safeguard their investments in the long-term. Decision makers and the general public consider this type of architecture to be a fine substitute for yesterday’s styles, while forgetting that when exceptions to the rule become the rule, it has serious consequences for the functioning of the city415. In Jencks’ words: “urban decorum, common decency, shared streets, and collective transport are necessary for the city to work. That is why there are building codes”416. Respect for the inherited townscape, therefore, when designing new interventions, is more than just nostalgia and ensures that monuments, historic ensembles and districts “work” – and continue working together as a whole.

The economics and changing role of cities, with an emphasis on the non-local processes, such as tourism and urban development, with outside actors of change. When local actors generate development projects in historic towns or cities, cultural and historical significance

414 Industrial Conversion Policy. 2005. This permits change of industrial landuse to commercial use in phase I and II, Industrial Area Chandigarh. This scheme is called ‘Chandigarh Conversion of Land Use of Industrial Sites into Commercial Activity/Services in Industrial Area, Phase I and II, Chandigarh, Scheme, 2005’.

and values of the place are often known and shared. This makes reaching a consensus over how to properly deal with projects in a relatively easy way. More and more cities are pushed into the role of drivers of regional growth and development, therefore they try to capture capital and companies that are shifting around the globe in search of a locale to make a profit, but that have little or no knowledge of local significance and values of the place. The ensuing balancing act that municipal authorities have to perform is virtually impossible, with often only one choice given: take it all, or lose it all. But even in this unfair game, historic cities have leverage in being able to offer something unique. In return of this, concessions can be accrued as regards overall planning scheme or architectural solution chosen for the urban project to mitigate the impacts on the historic environment. It is in this negotiation process that there is an urgent need for guidance by new, internationally accepted guidelines. In a nutshell, new dynamics in architecture and urban development, including global / non-local processes, have brought about new challenges to urban heritage conservation and management, as specially experienced by the World Heritage Committee. These require new approaches and critical review of the standards and guidelines set in the past. Given the above background, the urban areas have been categorised into three main categories, namely: towns, historic towns and new towns of the twentieth century.

(i) Towns which are no longer inhabited but which provide unchanged archaeological evidence of the past; these generally satisfy the criterion of authenticity and their state of conservation can be relatively easily controlled;

(ii) Historic towns which are still inhabited and which, by their very nature, have developed and will continue to develop under the
influence of socio-economic and cultural change, a situation that renders the assessment of their authenticity more difficult and any conservation policy more problematical;

(iii) **New towns of the twentieth century** which paradoxically have something in common with both the aforementioned categories: while their original urban organisation is clearly recognisable and their authenticity is undeniable, their future is unclear because their development is largely uncontrollable. The environments of the twentieth century cities are dynamic and historic, continually being reshaped, renewed and refurbished. Management of these environments requires promoting an integrated approach linking contemporary architecture, urban development and heritage landscape integrity. While efforts must be aimed towards enhancing the quality of life, without compromising upon the existing values of the historic city, a dialogue between urban development and conservation management is recommended to respond to development dynamics between the two, in order to facilitate socio-economic changes and growth, while simultaneously respecting the inherited townscape and its landscape setting. Once again the importance of the Vienna Memorandum and the meetings on managing change in historic urban landscapes is reiterated.

With these ideas the Statement of OUV (Outstanding Universal Value) for Chandigarh and the Criteria for its Inscription on the WHL is established below.

**Chandigarh -- Principles of Urbanism**

a) Representing Le Corbusier’s sole realised urban scheme, as also his last and largest architectural ensemble, Le Corbusier’s urban and architectural work in Chandigarh forms a significant link for establishing his incomparable, contribution to the global development of urban planning, architecture and building technology in the twentieth century. The work illustrates an ingenious amalgamation of...
the social, aesthetic and technological ideology of European Modernism, the architect’s personal design philosophy with the progressive agenda and the techno-cultural constraints of a new Asian republic.

b) The master plan of the city embodies the principles of CIAM: the disposition and segregation of urban functions, the separation of the pedestrian and the motorised traffic.

c) The Concept of Sun, Space and Verdure (greenery) as delineated by Le Corbusier find a practical reality in this city.

d) The System of 7Vs (les sept voies)\textsuperscript{417} along with the well ordered matrix of the generic neighbourhood unit –the Sector gives the city its ultimate urban form of lowrise cubic, modernist ensembles, civic spaces and verdant green spaces. The Sector itself was a self sufficient, introverted unit, making contact with the surrounding fast traffic roads at four specified points. The Master Plan is based on the 7Vs Rule, determining the essential function; the creation of the Sectors. The Sector measuring 800m x 1200m is the container of family life, to fulfill daily needs and serves as a self-sufficient introvert neighbourhood. It can be traversed through the slightly curving market street V4, which was also the means to connect to the adjoining sectors. Day to day facilities, local shopping, healthcare, and recreation were arrayed along the shaded side of the V4. The vertical green belts with the pedestrian V7 running n-s contained sites for schools, and sports activities. This hierarchical circulation system continues to function in the city and no change has been permitted in it. The traffic in the city has grown over the years with Chandigarh having the largest vehicle ownership per

\textsuperscript{417} Le Corbusier, ‘The Master Plan’ Marg. Vol. XV, No.1, December 1961, “The 7V rule” was studied in 1950 at the UNESCO’s request.
person in the country at present\textsuperscript{418}. Yet the city roads are coping up with the motorised traffic. Some of the traffic rotaries have been replaced with traffic lights; however, except for certain peak hour bottlenecks the traffic is manageable. Another reason for increased traffic is a non-existent public transport system in Chandigarh, whereby many private vehicles need to take to the roads.

**Historiographical Reasons**

Chandigarh is significant to India’s modernisation process. It came up at a time when a near vacuum of indigenous enterprise in town planning urged the need to look forward to the West, to place India on the World map, a desire to usher in modernity. The pre-Chandigarh developments neither were poised for nor ready to withstand the pressures of large-scale civic design and city building. The loss of Lahore, the urgent need to rehabilitate the homeless Punjabis, all propelled the need to create ‘a symbol of the future ...’, the flowering of a creative genius—Chandigarh, a brainchild of Le Corbusier and Nehru which would serve as a role model for similar experiments in future in the newly independent and modernizing nation. Unlike the fourteen other contemporaneous new Indian towns, Chandigarh was regarded as a unique symbol of the progressive aspirations of the new republic and the ideology of its struggle for independence. It was accordingly modeled as a city of prestige, as an aesthetic ideal, and, above all, as a social utopia. In the process, it became the first post-colonial city in India to provide a generous cultural and social infrastructure and equitable opportunities for a dignified, healthy living even to the "poorest of the poor". Chandigarh as the last and largest realised schemes of Le Corbusier, whose place in the history of the Modern Movement is ineluctable, may be regarded as a unique experiment of post-

\textsuperscript{418} Chandigarh’s vehicle count shows a steady increase. As per December 2007 there were 6, 15,007 vehicles registered in Chandigarh. Source Chandigarh Tribune January 21, 2008.

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independent architecture and town planning in India, that challenged and changed the prevailing course of town planning thought and practice to set an entirely new tone. Chandigarh as an urban, social and technological utopia represents the dawn of the Modern Movement in the country as well as Asia. This may be aptly seen in the extensive use of exposed reinforced concrete; a modern building material in the principal built forms of the city that represents the plastic inventiveness of the master architect as well as the architectural vocabulary that the city has come to be associated with. Secondly, the city is an expression of the tenets of Modernism through which it sought to provide improved living and working conditions to all classes of people, improving their quality of life as in physical and social infrastructure facilitated through industrialisation, and modernisation of thought processes.

**Urban Setting**

As has been mentioned in the earlier chapters, the chequerboard plan Le Corbusier conceptualised for Chandigarh could have been realised almost anywhere, but what makes the city significant are the attributes of its response to the Urban Setting\(^{419}\). These include the natural northern backdrop of the lower Himalayas—the Shivaliks, the two seasonal rivulets naturally defining the eastern and western limits of the city, a gently sloping north south slope with mango groves regulating the city to grow only southwards. Meandering across its length, the north south oriented natural gorge—the Leisure Valley the city level green serving also as a rainwater catchment for surface recharge of ground water. Also parallel to this are the sector level greens which support community facilities and parks at the sector level and offer an unrestricted view of the hills in the north. The existing rail and road lines all were given due

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\(^{419}\) Chandigarh’s Geographic Coordinates: Latitude: 30°44'25"N, Longitude: 76°48'30"E.
consideration in the distribution of functions, delineating a hierarchical circulation and giving the city its ultimate civic form. A dialogue between the indigenous work force, materials and techniques and the modernizing influence of western imports (urban living), thus realised the lowrise cubic forms of the city, generating an architectural vocabulary tempered by the dictates of climate and money.

**Aesthetic Legislation—the Chandigarh Style**

Another tool devised to regulate the city’s urban form was its Aesthetic legislation— a system of 'visual controls', covering volumes, materials, textures, fenestration, boundary walls and gates as well as a scheme for plantation, since trees perform a potential role in Urban Design. This system of control was initially applied to the large stock of state owned housing stock comprising thirteen categories of house types for various designations of employees. Later, to prevent visual anarchy in residential scape, the system of controls was extended to important avenues such as the V4 market streets, the Uttar Marg, along the Leisure valley. Thus for the first time an extensive volumetric, height and façade control was applied to all residential development in the city. This city's aesthetic legislation has fetched it the popular name, 'The Chandigarh Style'. Other legislations include a protected green belt, the Periphery that set limits to the built-mass of the city. The major commercial streets such as the Jan Marg and Madhya Marg, the city centre are also governed by a system of architectural controls. Infact, Chandigarh is one of the earliest cities to have an advertisement control, whereby the visual street picture of commercial areas is regulated. This can be appreciated in the light of the chaos of our metropolises with their gigantic billboards and hoardings, wherein it was thought of, as early as the creation of the city, to put an advertisement control in place. There were two
specific Acts designed to protect and guarantee the planned development of Chandigarh. The first of these, the Capital of Punjab Act, 1952, controlled the Development and Regulation, (signed by the governor of Punjab on December 17, 1952). The act empowered the Chief Administrator of the city to issue directions for the erection of buildings, to prevent any construction which was in violation of the building rules, to enforce the provisions of the Punjab Municipal Act of 1911, to levy fees or taxes for amenities to impose penalties and modes of recovery of arrears, to promote the preservation and planning of trees, and to control and regulate the display of advertisements in Chandigarh. To ensure further that all development took place in accordance with the master plan, only certified architects and engineers registered and licensed with the Chief Administrator could be permitted to certify and complete building and plumbing works. The other legal instrument protecting the sanctity of the plan was the Punjab New Capital (Periphery Control) Act of 1952, which came into force on January 12, 1953, after being approved by the President of India. Some of the other important urban acts applicable to the city are the Environment Protection Act, Wildlife Protection Act, Water Act, Air Act, Waste Collection and Management Act.

**Economic Denominators that shaped the Urban Form**

The city was designed on a shoestring budget and despite the western technology available; the choice narrowed down to low rise uniform two to four storeyed developments. Except for the secretariat building, mechanical movement systems for vertical circulation such as lifts, elevators and escalators were deliberately avoided in all design solutions to cut down on electrical energy consumptions. Interestingly, in response to these measures, the

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adoption of exterior (and interior) ramps in the major public and institutional buildings have lent them a distinct architectural character and sculptural quality besides being unique design elements.

The resultant cityscape is a lowrise cubic composition in exposed brick and concrete, punctured by sun breakers, brise soliel, courtyards and shaded verandahs. The original densities aimed at 25 persons per square yard in the northern sectors, 50 and then 75 in the phase three, are today much higher. However, Chandigarh continues to enjoy the status of being the regional focus of northern India with multinational companies vying for an address in the city centre and similar commercial strips and many a non-resident Indian wanting to invest or build a house in the city. Land values in the city are escalating due to the quality of life and conveniences the city offers to its residents due to its urban setting, functional disposition and above all quality of life. The sixty four square kilometre grid which is almost eight kilometres on each side, makes the city comprehensive in scale and it is easily possible to reach from anywhere to anywhere in a matter of a few minutes.

**Chandigarh and the conditions of Authenticity and Integrity**

**Authenticity** - Properties nominated under criteria (i) to (vi) must meet the conditions of authenticity according to the WHC. Annexure 4 of the guidelines, which includes the *Nara Document on Authenticity* is summarised as the ability to understand the value attributed to the heritage depends on the degree to which information sources about this value may be understood as credible or truthful. Knowledge and understanding of these sources of information, in relation to original and subsequent characteristics of the cultural heritage, and their meaning, are the requisite bases for assessing all aspects of authenticity. The city of Chandigarh fulfills the conditions of authenticity as its plan form, urban and

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architectural character as well as open space matrix has been conserved as per the original precepts of Le Corbusier’s design, with no significant change perceived. The conservation of form and design, use and function as well as location and setting are the key elements that add value to the authenticity of the city as a property of World Heritage significance.

**Integrity**- All properties nominated for inscription on the World Heritage List shall satisfy the conditions of integrity\(^{421}\). Integrity is a measure of the wholeness and intactness of the natural and/or cultural heritage and its attributes. Examining the conditions of integrity therefore requires assessing the extent to which the property:

a) includes all elements necessary to express its outstanding universal value;

b) is of adequate size to ensure the complete representation of the features and processes which convey the property’s significance;

c) suffers from adverse effects of development and/or neglect.

In the words of Prof. Paul Philippot, Director Emeritus of ICCROM, *the authenticity of a work of art is a measure of truthfulness of the internal unity of the creative process and the physical realisation of the work, and the effects of its passage through historic time* A work produced through such a creative process differs from a work produced as a replica. The artistic or creative value of particular works can be assessed higher than of others. As Heidegger has said, the truth of such a work is more ‘luminous’\(^{422}\). Authenticity is related to heritage as a qualifier, while integrity is referred to the identification of the functional and historical condition of the site.

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\(^{421}\) World Heritage Convention, Operational Guidelines, February 2005. Decision 20 COM IX.13

The two concepts thus defined can be seen as complementary. At the same time, one cannot replace the other.\footnote{Ibid}

The **Statement of Integrity for Chandigarh** – The city fulfils the conditions of Integrity as its plan form with respect to the natural denominators of landscape are fully retained as per the original design, the system of 7Vs and the neighbourhood unit—the Sector is a comprehensive unit representing the 24 solar hours cycle as devised by Le Corbusier. The individual components such as the Capitol Complex, City Centre, the Cultural Complex and the Open Space network, natural forest areas, are in good physical condition with the process of and impact of deterioration processes controlled. These components continue to function as per their intended use in terms of plan form, functional disposition as well as maintain their urban and architectural character. Integrity and/or Authenticity of the property can be justified from the fact that no change has been permitted in the ‘urban core’ of Le Corbusier’s Master Plan, which retains the authenticity of its original form & design, materials & substance, use & function as well as spirit & feeling. Changes in the setting and reduction of Periphery, which occurred following the political division of Punjab in 1966, and the growth of the city have not compromised the integrity of the nominated area. Despite additions of some new structures and a few unsympathetic interventions to the architectural ensembles and individual buildings designed by Le Corbusier, the authenticity of form & design, and material & substance remains high. The principle material, exposed concrete, is generally in a good state of repair. The authenticity of use & function as well as location & setting is unimpaired. All urban and architectural development in Chandigarh continues to be regulated under a series of Acts and Regulations contained in the...
Punjab Act No. XXVII of 1952 that was formulated to accord with the concepts and ideas prescribed in Le Corbusier's original Master Plan.

The above justification is substantial to recommend Chandigarh on the WHL of UNESCO and impart it a World Heritage Status. Assuming this being achieved or on the way to being achieved, the city in its new role as a World Heritage Site will be in urgent need of a conservation management plan, periodic reporting, networking with other WHL cities for the promotion, conservation, development and other management issues for a property of this stature and nature. The first step would be to delineate the Core Zone and Buffer. Unique in terms of its character and urban matrix, the city can be perceived to have dual core zones, each representing a different set of values and requiring different management policies. A contiguous buffer links and surrounds the two core zones. Core Zone 1 comprises the Capitol Parc including the stretch from the Rajindra park in the Northwest upto the eastern boundary of the regulatory end of the Sukhna Lake, along the north of the Uttar Marg. Core Zone 2 includes the Leisure Valley beginning from Sector 3 continuing through sectors 10, 16 uptil sector 23, along with the buildings along the Jan Marg (sectors 9 and 17), the Cultural Complex Sector 10, The City Centre-17, and residential Sectors 22 and 23. This is the area bound by Uttar Marg on northeast, Dakshin Marg on south-west, the Panjab University and Sector 25 on northwest, and, the Industrial Area and Sector 26 on south-east. Areas of Phase-I that, though part of the Le Corbusier Master Plan, do not fulfill prescribed conditions of authenticity and integrity are not included. The design elements ascribed to Le Corbusier within this Zone comprise the "Urban Structure", i.e., the system of the 7Vs and the generic Sector, the
functional disposition, the system of plantation, architectural controls along the V2s, etc. It is these elements that will be subject to the highest standards of urban conservation and monitoring. All development in Core Zone-II is governed by an extensive series of regulations (described later) intended to conserve its original urban and architectural character, and, is monitored by the Chief Administrator, Chandigarh Administration.

**Buffer Zone:** The boundaries of the Buffer Zone have been delineated so as to strike a balance between considerations of protecting the visual integrity of the nominated property as well those of the future development needs of a living city such as Chandigarh. The fact that the city is surrounded on three sides by a National Park and reserved forest areas is a natural advantage that precludes the need to have extensive buffer areas on these sides. The north-east extent of the Buffer stretches up to the lower edge of the “Sukhna Wildlife Sanctuary”, a National Park protected by the Wild Life (Protection) Act, 1972. It includes such areas to the north-east of the nominated property where controls are required to protect its natural setting. The north-west as well as the southeast boundaries of the buffer are delimited by the internal edges of the Patiali-ki-Rao Forest and the Sukhna Forest respectively. It also worth mentioning that the Sukhna Lake and surrounding area is a wetland of National importance notified in 1988. In view of such protection already being available to safeguard the visual integrity of the nominated property, there is no need to extend the buffer any further on the south-east. The south-west extent of the Buffer stretches up to the lower edge of Phase-II of Chandigarh city.

The justification for this inclusion is the realisation of Le Corbusier’s principles of Urbanism and the 7Vs and the plastic inventiveness of Le Corbusier’s work in exposed concrete representative in the Capitol ensembles. The principles of CIAM
elaborated in the Sector as an introvert self contained neighbourhood unit, and the City Centre—the latter a forerunner of commercial enterprise in the country, as well the heart of the city are also equal contributors. **The Buffer is the entire phase- I, Chandigarh including Sectors 1-30 and commercial development along the South of Dakshin Marg.** The eastern boundary is the Sukhna Choe, all the way northwards, to include the Sukhna wetlands. This then follows the geographic boundary between Union Territory of Chandigarh and state of Punjab, an interstate agreement to preserve the view of the Shivaliks and monitor developments by different state properties that must be adopted. The Patiali Ki Rao forms the western boundary of the Buffer Zone of the nominated site. (The map attached shows delineation of the Core Zones and the Buffer).

**Indicators for Chandigarh to Qualify as a Historic Urban Landscape under The Vienna Memorandum** The very recent decision of the UNESCO World Heritage Committee to inscribe cities not just as ensembles or groups of buildings, but as special living cities, to be seen in the totality of their social and cultural processes, settings and management regimes vis a vis future development has changed our stance towards them significantly. Thus the term Historic Urban Landscape of the twentieth century is an attempt to see the city in the entirety of the cultural landscape, which influences it. Accepted globally under the **Vienna Memorandum**\(^\text{424}\), seen within the continuum of the earlier Charters and documents –Venice Charter, Washington Charter, Nara Document of Authenticity etc. and the current debate on the sustainable conservation of monuments and sites is aimed as a key

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\(^{424}\) The Vienna Memorandum is the result of the International conference on the subject of ‘World Heritage and Contemporary Architecture’ requested by the WHC, May 12-14 2005 in Vienna, Austria. For detailed explanation please see Annexure

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statement for an integrated approach linking contemporary
architecture, sustainable urban development and landscape
integrity based on existing historic patterns, building stock and
context. The historic urban landscape builds on the 1976
recommendation concerning the safeguarding and contemporary
role of Historic Areas, and includes ensembles or building groups,
open spaces, and structures in their Natural and Ecological context
and the forces of change which have shaped them influence the
historical, scientific, aesthetic, ecological point of view. The urban
landscape is a great teacher as it has shaped modern society and
how we live today. The historic urban landscape is embedded with
current and past social expressions and developments which are
place based and therefore character defining elements—landuse
patterns, spatial organisations, visual relationships, natural and
manmade features. Contemporary architecture needs to be
understood in the given context including the role of open spaces in
planned developed, new construction, addition, extension and
alteration of historic buildings and sites. The expanding notion of
cultural heritage has gone beyond the threshold of built forms as it
leads to coexistence between land and humans in society. So new
approaches (non existent and undiscussed in other charters so far)
need to be developed for urban conservation within the domain of a
territorial context. The notion of contemporary development and its
impact on the historic urban landscape is beyond mere historic
centres, ensembles and their surroundings to include the broader
territorial and landscape context. In light of this path breaking
vision towards looking at cities as historic urban landscapes with
their sites and settings, Chandigarh’s urban setting, natural site
denominators and the visual aspects of design such as the ‘view of
the hills from various points in the city, ’the city accents such as the
cultural complex in the Leisure Valley, the Sukhna Lake promenade,
the fine grain and even texture of the ‘villages’ contained within the Sector --the generator of the city’s urban form are well preserved contributors to qualify the city as an exemplar of urban historic landscapes. To elaborate further, the fact that the city administration is the singular custodian of the entire city land and the latter is governed by a set of legislations which control the use and disposal of land under the Punjab Capital Project Development Rules 1952. The Statute of Land, authored by Le Corbusier himself is another credible denominator for the conservation of the urban historic landscape. It is another matter that the periphery is gradually being built upon, but that is beyond the scope of the present study and attributed to reasons of development pressure and a slack in the legislative mechanism. The periphery has to be developed to cater to growing needs and population pressure, but the means and methods of its development need to be monitored in terms of land uses, and urban design guidelines involving building bulk, volumetric analysis and recommendations.

**Indicators for Chandigarh to Qualify as a Historic Urban Landscape under The Washington Charter**

The charter for the conservation of historic towns and urban areas (*Washington Charter* - 1987) adopted by the ICOMOS General Assembly in Washington D.C., October 1987, delineates *that all urban communities, whether they have developed gradually over time or have been created deliberately, are an expression of the diversity of societies throughout history*. This charter concerns historic urban areas, large and small, including cities, towns and historic centres or quarters, together with their natural and man-made environments. Today many such areas are being threatened, physically degraded, damaged or even destroyed, by the impact of the urban development that follows industrialisation in societies everywhere. The principles and objectives of this charter state that in order to be
most effective, the conservation of historic towns and other historic urban areas should be an integral part of coherent policies of economic and social development and of urban and regional planning at every level. The qualities to be preserved include the historic character of the town or urban area and all those material and spiritual elements that express this character, especially:

a) Urban patterns as defined by lots and streets;
b) Relationships between buildings and green and open spaces;
c) The formal appearance, interior and exterior, of buildings as defined by scale, size, style, construction, materials, colour and decoration;
d) The relationship between the town or urban area and its surrounding setting, both natural and man-made; and
e) The various functions that the town or urban area has acquired over time. Any threat to these qualities would compromise the authenticity of the historic town or urban area. Next, the participation and the involvement of the residents is essential for the success of the conservation programme and should be encouraged. The conservation of historic towns and urban areas concerns their residents first. Conservation in a historic town or urban area demands prudence, a systematic approach and discipline. Rigidity should be avoided since individual cases may present specific problems. The methods and instruments advocated by the Washington Charter must be preceded by detailed and multidisciplinary studies of historic urban areas. The Conservation plans must address all relevant factors including archaeology, history, architecture, techniques, sociology and economics. The principal objectives of the conservation plan should be clearly stated as should the legal, administrative and financial measures necessary to attain them. The conservation plan should aim at ensuring a harmonious relationship between the historic urban
areas and the town as a whole. The plan should determine which buildings must be preserved, which should be preserved under certain circumstances and which, under quite exceptional circumstances, might be expendable. Before any intervention, existing conditions in the area should be thoroughly documented. The conservation plan should be supported by the residents of the historic area. Until a conservation plan has been adopted, any necessary conservation activity should be carried out in accordance with the principles and the aims of this Charter and the Venice Charter. Continuing maintenance is crucial to the effective conservation of a historic town or urban area. New functions and activities should be compatible with the character of the historic town or urban area. Adaptation of these areas to contemporary life requires the careful installation or improvement of public service facilities. The improvement of housing should be one of the basic objectives of conservation. When it is necessary to construct new buildings or adapt existing ones, the existing spatial layout should be respected, especially in terms of scale and lot size. The introduction of contemporary elements in harmony with the surroundings should not be discouraged since such features can contribute to the enrichment of an area. Traffic inside a historic town or urban area must be controlled and parking areas must be planned so that they do not damage the historic fabric or its environment. When urban or regional planning provides for the construction of major motorways, they must not penetrate a historic town or urban area, but they should improve access to them. Historic towns should be protected against natural disasters and nuisances such as pollution and vibrations in order to safeguard the heritage and for the security and well-being of the residents. Whatever the nature of a disaster affecting a historic town or urban area, preventative and repair measures must be adapted to the
specific character of the properties concerned. In order to encourage their participation and involvement, a general information programme should be set up for all residents, beginning with children of school age. Specialised training should be provided for all those professions concerned with conservation.

**Indicators for Chandigarh to Qualify as a Historic Urban Landscape under The Athens Charter**

The Athens Charter for the Restoration of Historic Monuments was adopted at the First International Congress of Architects and Technicians of Historic Monuments, Athens 1931. Accordingly seven main resolutions were made and called "Carta del Restauro"\(^{425}\). These focused on conservation, preservation and restoration of Historic Monuments. The issues pertaining to modern sites reinstated the importance of establishing international organisations for Restoration at operational and advisory levels. The general conclusions of the Athens Conference stated that when, as the result of decay or destruction, restoration appears to be indispensable, it recommends that the historic and artistic work of the past should be respected, without excluding the style of any given period. The Conference recommends that the occupation of buildings, which ensures the continuity of their life, should be maintained but that they should be used for a purpose which respects their historic or artistic character. This is pertinent to Chandigarh’s built forms and similar modern ensembles which can be suitably conserved by designating new/alternate use and function to them so that they can continue to serve as good building stock on one hand and the purpose of conserving twentieth century heritage on the other. With regards to administrative and legislative measures pertaining to historical monuments (of artistic, historic or scientific interest) and the

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\(^{425}\) The Athens Charter for the restoration of Historic Monuments, Adopted at the First International Congress of Architects and Technicians of Historic Monuments. Athens. 1931 For explanation please see Appendix.

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existing protection in various countries it was recognised that a
certain right of the community in regard to private ownership was
desired. Legislations as far as possible should safeguard public
property in public interest and in the trend of public opinion, so that
the least possible opposition may be encountered, due allowance
being made for the sacrifices which the owners of property may be
called upon to make in the general interest. For the Aesthetic
Enhancement of Ancient Monuments, the Conference further
recommends that, in the construction of buildings, the character
and external aspect of the cities in which they are to be erected
should be respected, especially in the neighbourhood of ancient
monuments, where the surroundings should be given special
consideration. Even certain groupings and certain particularly
picturesque perspective treatment should be preserved. A study
should also be made of the ornamental vegetation most suited to
certain monuments or groups of monuments from the point of view
of preserving their ancient character. It specially recommends the
suppression of all forms of publicity, of the erection of unsightly
telegraph poles and the exclusion such as all noisy factories and
even of tall shafts in the neighbourhood of artistic and historic
monuments. With reference to Conservation of monuments, the
principles and techniques should be of international standards and
the type of conservation would depend on the state of the buildings,
ruins such as anastylosis, and so on always in close
collaboration between the archaeologist and the architect. Another
aspect covered by the Athens charter is the role of education in the
respect of monuments. It says that the best guarantee in the
matter of the preservation of monuments and works of art derives
from the respect and attachment of the peoples themselves;

426 In the case of ruins, scrupulous conservation is necessary, and steps should be taken to reinstate any original fragments that may
be recovered (anastylosis), whenever this is possible; the new materials used for this purpose should in all cases be recognisable.

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Considering that these feelings can very largely be promoted by appropriate action on the part of public authorities; Recommends that educators should urge children and young people to abstain from disfiguring monuments of every description and that they should teach them to take a greater and more general interest in the protection of these concrete testimonies of all ages of civilisation. Last but not the least the Athens Charter advocates the Value of international documentation. In light of the Athens Charter, the case of Chandigarh is qualifying one, as it fulfills the conditions and has a value based system of protective legislation in place, a think tank of technocrats and administrators focused to proactive decision making, a well conserved private and public building stock covering a broad typological range, an informed citizenry and concerned owner’s who take pride in conserving their (shared and collective) heritage both in private or public domain. The city administration’s efforts towards the promotion of the city as a modern heritage historic landscape can be observed at the international, national and local levels.

**International Efforts and Collaboration**

The administration in its efforts towards the recognition, valorisation and protection of Chandigarh as an exemplar of the architectural and urban heritage of the 20th century can be seen in various instances, the earliest being the International Conference ‘Celebrating Chandigarh 50 years of an Idea’, hosted at Chandigarh in collaboration with the Chandigarh College of Architecture in 1999. Following this numerous seminars, workshops have been organised from time to time, the prominent ones being:

*The Second Regional Meeting*\(^ {427}\) on Modern Heritage,
February 2003, supported by the Netherlands Funds-in-Trust, UNESCO World Heritage Centre, DOCOMOMO International which brought international recognition to the significance of Chandigarh's Modern Heritage. Frequent meetings and deliberations between Government of India, the Chandigarh Administration and the UNESCO World Heritage Centre, Paris in close collaboration with the Foundation Le Corbusier, France continued this process further. Chandigarh was placed on UNESCO’s Tentative List in November 2006 and joined the Transborder Serial Nomination of the Urban and Architectural Works of Le Corbusier. The significance of Le Corbusier’s contribution to twentieth century architecture and urbanism lies in a way of comparison to Walter Gropius who worked mainly in Germany and the United States, and to a lesser extent in the United Kingdom and in Greece; the built work of Alvar Aalto and Mies Van der Rohe covers from four to seven countries; lastly, Frank Lloyd Wright had more than five hundred buildings to his credit, but only one outside U.S. territory. On the contrary, the transborder serial nomination of the Urban and Architectural works of Le Corbusier presently concerns seven countries spread across three continents. The projected extension will, in the short term extend the number of countries to nine, spread across three continents. Corbusier is one of the first architects, if not the first, to have built throughout the world. He worked mainly in France, in India and in Switzerland, but also in Germany, in Argentina, in Belgium, in Japan, in Russia, in the United States, in Iraq and in...
Efforts to valorise the modern heritage value of these sister cities, events such as this colloque (in "LA VILLE RECONSTRUITE"
PAR AUGUSTE PERRET), are crucial in preserving the architectural heritage of such cities as Le Havre, Brasilia, Chandigarh, and Tel Aviv. Such initiatives highlight the importance of historical and cultural resources in modern societies.
Efforts to valorise the modern heritage value of these sister cities, events such as the colloque (Le Havre, 2007) and other exhibitions and debates involving heritage experts, managers and citizens are being held.
Tunisia. His works can be found in eleven different countries spread across four continents. The originality of this nomination also lies in the fact that universalism is synonymous with the thought, the life and the work of Corbusier. Thus Le Corbusier primarily shares in the internationalisation of architectural production that marks the 20th century.

Chandigarh’s modern heritage value was presented and discussed at the International Conference Brasilia – Chandigarh – Le Havre – Tel Aviv: Symbolic Cities of the 20th century, 13-14 September 2007, Le Havre, France. The two-day international colloque organised by the Department of Culture, city of Le Havre with the support of UNESCO, World Heritage Centre, Paris, and DOCOMOMO International was aimed towards issues of management of modern heritage of four urban sites of the 20th century, recognised by their entries on the UNESCO World Heritage List (still awaited for Chandigarh). These included Brasilia (1987), Tel Aviv (2003), and Le Havre the most recent (2005). Born from the desire of prime contractors carried by a vision of the future, designed and carried out by professionals, first class architects and urban planners, these cities have since undergone an intense development. Their exceptional modern architectural heritages are references throughout the world. How to balance the protection and enhancement of the most prestigious buildings with the requirements of urban life remains today was the open question for this event held at Le Havre.

Following closely the preparation of the nomination dossier for Chandigarh, which is a part of the transborder serial nomination of the Urban And Architectural works of Le Corbusier, a capacity building workshop ‘Management of Historic Urban Landscapes of the Twentieth Century’

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430 International Conference Brasilia – Chandigarh – Le Havre – Tel Aviv: Symbolic Cities of the 20th century, 13-14 September 2007, Le Havre, France. For detailed explanation please see Appendix.
"Century’ was organised in Chandigarh. The workshop participants also toured the city extensively to view the works of Le Corbusier and his team to get a fair idea of its urban historic fabric and deliberated on prevailing issues. Sequelled to the transborder serial nomination of the Urban and Architectural works of Le Corbusier, on the UNESCO’s world heritage list, for which Chandigarh forms the largest property, was the ongoing, traveling exhibition of Le Corbusier’s works ‘Le Corbusier from Marseilles to Chandigarh 1945-1965’. A series of exhibitions curated around themes related to the work of Le Corbusier are being held all over the globe, similar to the one held at Chandigarh (earlier held at New Delhi and later at Ahmedabad). These exhibitions are aimed towards exposing the rich repository and the diversity of works produced by the artist, sculptor, painter, architect and urbanist—Le Corbusier on his one hundredth and twentieth birth anniversary, to public eye. These include “Brasilia – Chandigarh – Le Havre – Tel Aviv—Four symbolic cities of the 20th Century”. The Malraux Museum, Le Havre, took part in the celebration with an exhibition called “Brasilia – Chandigarh – Le Havre Portrait of a city”. Brasilia, Chandigarh and Le Havre have been realised by three of the greatest architects of the twentieth century; Oscar Niemeyer, Le Corbusier and Auguste Perret. The cities they built are now considered as major works and have been coincidentally photographed by Lucien Hervé, one of the best known interpreters for modern architecture and who also contributed to the

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431 This workshop was held from 18-21 December, 2007 jointly by the UNESCO World Heritage Centre, Paris, Archaeological Survey of India, and Chandigarh Administration. It was aimed at generating awareness and capacity building towards the modern heritage value of Chandigarh, and discuss the management regimes and their effects on the existing nominated cities of World heritage status. Supported by the France UNESCO Cooperation agreement and the Netherlands Funds -in- Trust, the workshop was attended by participants from 8 countries (Brazil, France, India, Israel, Italy, Malta, Switzerland, the United Kingdom), as well as representatives of the ICOMOS, Foundation Le Corbusier and representatives of UNESCO World Heritage Centre. The theme of Historic Urban Landscapes, discussed earlier in Paris, Jerusalem, St. Petersburg and Olinda raised a number of pertinent issues which were discussed in the context of a twentieth century city, with specific regard to Chandigarh because it offers ways of looking at heritage at the landscape, the urban and the contextual levels. In addition to the tranational serial nomination for the works of Le Corbusier, presentations were also made from three World Heritage cities of Modern Heritage, Brasilia, Le Havre, and Tel Aviv.

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Management of Cities of the Twentieth Century

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fame of Brasilia and Chandigarh in Europe. More than fifty years later, sixty images by Lucien Hervé were displayed in the Malraux Museum in Le Havre. Together with the work of Lucien Hervé, images recently shot by younger photographers from Brazil, India and France brought together a comparative point of view on these modern metropolises. Similar exhibitions to valorise the work and contribution of Le Corbusier are proposed in Netherlands, Lisbon, Liverpool and London through 2007 to 2009432.

Benefits of Inscription on the World Heritage List

With the above extensive account of the efforts being undertaken to highlight the contribution of the key protagonist of the Modern Movement, his greatest contribution, Chandigarh, once placed on the WHL, will benefit in ways which can be appreciated through Corbusier's own phrase; “Every idea, every effort towards a better understanding among men and a bringing together of peoples, every action which helps to create consciousness of world unity, is a precious contribution.” Stop-War n°2, 1948, quoted by Le Corbusier in Le Modulor, 1950.

The City of Chandigarh is a modern city of international value and significance as has been established through the course of this thesis. Although it is acknowledged globally for the historical circumstances of its creation, its outstanding universal value stems from its historic role as the first largest realisation of Le Corbusier’s principles of Urbanism and town planning ideologies of the twentieth century. The well-preserved urban landscape testifies to its iconic role. Such an icon when inscribed on the world heritage list will join the select list of other Modern Movement cities, precincts and areas currently inscribed on the UNESCO list i.e. Brasilia, Tel Aviv, Le Havre, Ciudad University of

432 The exhibition “The Art of Architecture” an Exposition at the Vitra Design Museum in collaboration with The Netherlands Architecture Institute and the Royal Institute of British Architects has been curated by Stanislaus von Moos, Arthur Riiegg and Mateo Kries.
Caracas, Venezuela. Besides acting as a tourism and economic boost, it serves as an international awareness building exemplar through its fairly well conserved modern heritage value. The benefits of its nomination as a World Heritage City under the Modern heritage programme of UNESCO are as under:

**Tourism Potential** The worldwide recognition gained after inscription is bound to boost tourist traffic into the town, whereby demand for efficient transport, infrastructure, hotels and commercial enterprises will increase. Le Corbusier sites of particular interest as well as the surrounding Buffer zone will be under tourism pressure besides local population pressure. The management plan needs to take due consideration of this factor. Tourism will accrue financial benefits to the city administration, which can divert the revenue into maintenance and infrastructure provision.

**Research and Databank Potential (Le Corbusier Centre for Research and Archives)** The inscription will increase the awareness for Le Corbusier’s archival material on the city as well as the digitised access to the same for scholars on le Corbusier, the Modern Movement and twentieth century architecture and certainly the city of Chandigarh which would serve as a living laboratory for all these aspects.

**Technical Potential Restoration and Conservation** Efforts towards preservation, conservation and restoration of buildings, ensembles and urban elements of the Core Zone and Buffer would require training and capacity building of the local site managers. This would bring in technology and information transfer through expert workshops and onsite demonstrations by international experts. A large bulk of the buildings within the Core Zone and the Buffer are in a good state of conservation and in active use. Inventory building, Listing and Grading
of the buildings can serve the purpose of identifying buildings for adaptive reuse\textsuperscript{433} and hence prolong their life span.

**International Co-operation and Fund Raising Potential** To carry out conservation, restoration and reservation international cooperation can be requested for financial and technical support considering the prestige of being associated with a WHL inscription of such rare occurrence. In Chandigarh private public sector collaborations could be introduced to provide financial support.

**Cultural Capital Potential (Instilling a Sense of Civic Pride)** will be instilled in citizens who are the proud owners of the private houses or occupants of the government owned housing within the Core Zone\textsuperscript{434}. Efforts towards maintenance of special streets and little villages in the Core Zone involving the local residents, children and youth can initiate self-help projects within the sub sector neighbourhoods.

**Education, Information and Awareness Building** Chandigarh Heritage Festival and Heritage Week, coinciding with Le Corbusier’s birth anniversary is already being held as an annual event in the city. Heritage Awareness building measures such as heritage walks, training school children towards the value of the modern heritage, utilising the services of NGOs such as Chandigarh INTACH chapter to host competitions for the conservation, valorisation and preservation of our collective heritage (tangible and intangible) are another option in this direction. Initiatives taken by the Chandigarh Tourism department to promote Chandigarh as a tourist destination and not a crossover spot,

\textsuperscript{433} Adaptive reuse is defined as a new, similar or any such use for which a building is utilised and which does not in any way affect the material character or social credibility of the building.

\textsuperscript{434} For example tourists are especially interested to visit the house where Pierre Jeanneret lived during his tenure in Chandigarh. A plaque saying ‘Pierre Jeanneret lived here’ marks the 4-3 house in sector 5, now occupied by a senior civil services officer.

\textsuperscript{432} Website of the Chandigarh Tourism Department, Chandigarh Administration. Url http://chandigarhtourism.gov.in accessed March 12, 2008.
include a permanent calendar of events, days and events earmarked as an annual programme, the inclusion of a number of festivals and introduction of new activities such as heritage walks, marathons and cycling for health and ecotourism, carnivals, sculpture and clay craft workshops, exhibitions to showcase modern heritage cities, workshops on managing modern historic landscapes, medical tourism workshops to educate and sensitise citizens and visitors towards the heritage of Chandigarh.

**Valorisation and Popularisation Potential of Twentieth Century Heritage (Repository of Le Corbusier's Works).** Through this a Chandigarh Archives and Museum of Le Corbusier's works be established so that the maps, drawings etc would be preserved as a digitized database into a library and a centre for learning for Corbusian scholars. It can be sited at the Old Architects' office; sector 19.

**Academic Enhancement Potential** Student exchange between universities abroad, CCA, and other institutions in Chandigarh for conducting studios on Le Corbusier's principles and ideas of architecture, art and urbanism, modular, CIAM....Centre for excellence in the tenets of the Modern Movement may be established as a exchange programme between the Foundation Le Corbusier and the Panjab University, Chandigarh. Secondly Corbusian scholars would have the opportunity to access the interiors of buildings especially the Capitol Complex, (presently an arduous if not impossible task) to study the buildings.

**Comprehensive Urban Development** Inscription on the World Heritage List must be followed with strategies for a management plan in view of international heritage conservation criteria and

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435 The Old Architects' Office; Sector 19 Chandigarh, is the temporary structure from where the Capital Project Office functioned and literally speaking the history of Chandigarh began from this location. This would also be an example of adaptive reuse of buildings within the Core Zone.
environmental sustainability, in view of future developmental needs. Protection from willful destruction, disfigurement, neglect, defacement and inappropriate alteration of significant and listed properties becomes mandatory.

**Capacity Building** Training of in-house staff, officials, heritage managers, volunteers and keepers of heritage conscience for technologically appropriate repair and conservation of heritage buildings is another benefit of inscription. Capacity building workshops exhibiting best practices to train personnel and get hands on experience are equally necessary. Techno financial assistance from UNESCO and World Monuments Fund as well as other international agencies is also another advantage of inscription on the WHL. Receipt of Heritage Conservation grants from The Department of Culture, Government of India etc. is also envisaged.

**Urban Image Potential of Chandigarh among the twentieth century cities in India** Chandigarh is emerging as a power that will undoubtedly shape the future of new developments both in geopolitical terms and socioeconomic ones. The city appeared on the country’s terrain as an urban experiment but now heralds the future as it symbolises India’s burgeoning geopolitical and socioeconomic importance in South Asia as well as the rest of the world. Cities are one of the main causes of the unfolding environmental catastrophe such as global warming, and scientists throughout the world have spelt out its dire consequences. It becomes imperative to do our utmost to limit if not stall the damage. For a country like ours this is a difficult proposition as compared to the wealthy developed nations as we are undergoing tremendous urban growth (at nearly 9.2%). A simple example is that of transport. The vehicle exhaust is a prime example of imbalance between the wealthy developed and developing nations (the latter undergoing tremendous growth). While Europeans are swift to call for measures to deal with global warming, the fact is that there is
one car for every two persons says Joseph Acelibo, Director of the Academia di Architettura, Mendrisio, Switzerland, which amounts to a saturation point of cars in Europe\textsuperscript{437}. The case for growing countries may be different and they may not want to adopt similar measures as the west against a background of their rapid economic development. Chandigarh was built at the time when India was just beginning to industrialise, today we are strongly emerging economies so in this context we need to rethink (change?) the transport model and if we change the transport model, the urban model also needs to be changed (and hence production and architectural criteria). Towns such as the one under question need urban projects rather than mere models and urban plans. Infrastructure hierarchy that is primarily a transport model (overlaid by a network of interstitial green corridors) and a self sufficient repetitive superblock that guarantees self-sufficient living is the structure plan of Chandigarh. Conceived more as a project than as a plan, working on morphological and structural definitions for the city, its character defining iconic elements (capitol, city centre, cultural centre) drafting a distinction between the ‘general systems’ (those designed by Le Corbusier) and ‘local systems’ (those designed by his collaborators). Urban Space is another component of the ‘project’ (rather than the plan) as it stresses the monumental buildings and identity. The setting of buildings, the interrelationship

\textsuperscript{437} Change has been the greatest indicator in the last five decades of the urban models. The industrialisation of the 1920s was soon followed by the Chicago School and led cities to urban sprawl and in came the ‘American way of life’, involving new manufacturing systems and use of motor cars by the masses. The uncontrolled urban sprawl created by urban planning tended towards dispersion, industrialisation on the other tended to concentrate, as if to live apart and work together. Such location models brought serious trouble—increasing traffic and distances to live and work enormous costs of time and space, net resulting into a poor quality of life. This Fordian model dug its own grave as it advocated landuse concentration brought up social costs, rendering production methods less flexible and in adaptive to changing technologies. In the seventies the post Fordian production model stemmed from the three-faceted process of change (new technologies, a new economy and globalisation) and has continued to influence the urban models and their tools. In the eighties, these paradigms needed to change when industry began to offshore its activities to lower waged nations and cheap labour markets were available in these nations, and industrial decentralisation would be possible, releasing land for more suitable (environmentally sustainable) landuses. New complex hybrid urban land use patterns are needed to ensure a better fit between home and workplace and thus cut commuting. The need of the hour is to make the cities denser, do away with urban sprawl which is akin to a plague eating into the countryside.

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between the buildings and scale of open spaces, the building typologies, the elements in between (ramps, urban furniture, roundabouts, terracotta and brick screen and stone walls) create a symbiosis between the functional architecture and public art. It is an opportunity for Chandigarh to show the way through an alternate transport model to the cities of India and the world. The transport model should address intercity and intracity transport modes as the city serves as a workplace for people staying much beyond the city limits in dormitory and shanty towns as well as other towns. The intracity transport system needs to serve travel demands and must rely on efficient and frequent mini public transport modes such as ETBs, supported with rickshaws for distances within perimeter of two neighbourhoods (upto 4km.)

**Development Pressures on the Nominated Area** The Nominated Area (the area inscribed) is subject to various kinds of pressures associated with the growth, development and change envisaged as a consequence of Chandigarh’s inscription as a World Heritage Site under the theme of a ‘historic urban landscape’. Extensive urbanisation of the city’s original periphery, the protected agricultural belt, is also adding to the development pressure on Chandigarh. The city’s traffic system, medical and educational facilities, engineering infrastructure and community facilities are, thus, being stretched to their maximum capacities. The factor under maximum development pressure is that of circulation, with demands for road widening, introduction of mass rapid transport system, etc. being considered by Chandigarh Administration. Chandigarh is fast emerging as a regional centre for trade and commerce for multinational and regional agencies, resulting in an economic growth of the city. Densification of the present two storey housing stock is needed to provide additional housing, a demand constantly put forth by citizens. Private investors, corporate houses are consistently finding Chandigarh a favourable destination for
establishing offices, resulting in a further demand for office and residential buildings. These pressures collectively called ‘development pressures’ are bound to surface and therefore the Management Plan, for the city, must foresee and include suitable mechanisms to cater to these pressures, so that the OUV, authenticity and integrity of the nominated area are not compromised at the cost of development. These are:

**Developments within the City Centre**- Chandigarh is fast emerging as a premier location for foreign and national investors wanting to set up offices in the City Centre, creating a demand for office and shop front space, subsequently hiking land values and rents. The owners of buildings are charging exorbitant rents and a hyped rent market has been created. The second factor is the way in which the use of shops is changing, the multinational brands eliminating the earlier prevailing variety of shopping typologies in the City Centre. Other changes include shop subdivision, basements being converted from storage to commercial space and lift machine rooms being located on roof terraces. Another major transformation triggered by globalisation and market forces is the conversion of Cinema halls into multiplexes under the ‘Conversion Policy 2005’\(^{438}\). Big investors such as (Taneja Developers India) TDI are already completing the Jagat Cinema multiplex, while KC cinema multiplex is under approval and these account for two out of the four cinemas located in the city centre. The effect of burgeoning population is also witnessed in the City Centre with the presently available accommodation falling short of that

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\(^{438}\) The Setting up of Multiplex Theatre and Conversion of Existing Cinemas into Multiplex Theatres Scheme, 2000, Published in Chandigarh Administration Gazette,(Extra.), dated November 17,2000/Kartika 26,1922 Saka. The conversion of existing cinemas to multiplex theatres was subsequently allowed under The Setting up of Multiplex Theatre and Conversion of Existing Cinemas into Multiplex Theatres Scheme, 2007. Chandigarh Administration Finance Department Notification, dated 25 April, 2007. Here Multiplex means three or more theatres within the same Cinema Complex, with each theatre having a seating capacity of not less than 100 seats. Within the Industrial Area, plots **larger than 1000 square yards** are permitted to convert to commercial activity. Plots One acre and above (4840 square yards) are allowed to convert to multiplexes, shopping malls. This is creating a visitor pressure and huge parking space pressure within the Industrial Area.

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required. There is thus a constant need for additional parking areas within the existing parking framework of the City Centre.

**Developments within the Capitol Complex**- Even though the Capitol Parc is largely unchanged in its original geometric basis, yet the re-organisation of Punjab in 1967, and, the fact that the High Court is serving three states, excessive demands for additional accommodation for judges, lawyers and several other related activities were made. A considerable number of additional structures, not envisaged in the original layout, have been added behind the High Court. Several changes in the circulation structure and parking areas have also been necessitated due to an unforeseen increase in vehicle counts. Similarly, the bifurcation of the Secretariat and the Assembly into two parts each used by the Punjab and Haryana governments and legislatures have also led to additional parking and road requirements. A parallel demand for space for the additional security personnel stationed at the Capitol has resulted in several temporary constructions behind the Secretariat in the area reserved for its extension. The re-organisation of Punjab had also caused certain divisions of accommodation within the Secretariat and the Assembly buildings. The growing requirements of these two governments over the last 40 years as also changing tastes and comfort standards have led to covering of balconies, installation of air conditioners, new and more expensive finishes, building extensions adjacent to existing buildings, blocking ends of corridors and covering terraces within existing buildings.

**Developments within the Housing Areas**- Most of the thirteen categories of the Government Owned housing are undergoing transformation under the ambit of ‘need based demand for additional living space’. Additional rooms are enclosing terraces, and courtyards, replacing natural ventilation elements such as brick and terracotta screens with walls punctured to fit air conditioners and to augment habitable space requirements in various categories of house types.
under the flagship of ‘comfort standards’ albeit of a consumerist economy. Within the private housing stock too, demands for additional living space, changing living patterns, affordability coupled with affluence, new building materials and techniques, have led to revision of building byelaws governing housing stock.

**Environmental Pressures** - The major driving forces which affect the noise levels and air quality of the city are increase in vehicle population, use of personalised vehicles and also, the high rate of floating vehicular population from neighboring states. To combat air pollution, Chandigarh Administration implemented the Central Air (Prevention & Control of Pollution) Act, 1981 with effect from 1st February 1988, declaring Chandigarh as an “Air Pollution Control Area”. Air quality standards are prescribed to protect public health, vegetation and property and regular public awareness campaigns carried out. Since 1991, the ambient air quality is being monitored by Chandigarh Pollution Control Committee. The excessive silting of the Sukhna Lake due to deforestation in the hilly forest reserves to the north is causing a reduction in the Sukhna water table. The Sukhna Wetland, which is a natural habitat to millions of Siberian migratory birds, is adversely affected by the silting and a reduction in its aviary species and their numbers. At present there are no extreme environmental pressures on the nominated area, but some aspects need monitoring such as air pollution (due to vehicular emissions) and accelerated population influx into the city.

**Natural Disasters and Risk Preparedness** - Chandigarh lies in seismic zone 4 and therefore prone to tectonic movements. As such the nominated area is a lowrise flatted development and majority of the listed buildings are in reinforced concrete which are safe and resistant to earthquake activity. However more scientific enquiry to
strengthen the buildings will add to the risk preparedness of the nomination.\textsuperscript{439}

**Manmade Disasters** - The nominate area is not near to any industrial operations or mining or such activity that can be detrimental to it. However awareness measures to prevent mutilation, disfigurement and defacement of building facades and exteriors need to be taken to protect modern heritage ensembles in the Core Zone.

**Visitor/Tourism Pressure** - The nominated area will bring in substantial tourist traffic into the city, for which the provision for tourist facilities (hotels, transport, infrastructure, and tourist utilities) need to be augmented. In 2007 (January to August), the average number of domestic tourists per month has been approximately 78,000. The average number of foreign tourists per month during the same period is recorded as approximately 2,750.\textsuperscript{440} Comprehensive online information about the city’s attractions and tourist facilities in Chandigarh has been made available on http://chandigarhtourism.gov.in. Among the major tourist facilities available on site are included a large number of Tourist Information Centres, located prominently at the main areas of tourist interest as well as the Railway Station and the Interstate Bus Terminus. In addition to official personnel available for help, the city also has a large number of “Tourism Volunteers’ to guide visitors. Besides taxis, auto rickshaws and the “Hop-on-hop-off” bus, facilities for “Bicycle Tourism” are also available. A number of attractive city maps and information brochures are available for use of visitors. In order to cater to the growing number of visitors to Chandigarh, and the city’s potential inscription on the World Heritage List, all of the above facilities need to

\textsuperscript{439} All private owners/architects/structural engineers in the city are also required by law to ensure safety of the constructions undertaken by them. Similarly, adequate safety measures have been introduced to prevent occurrence and mitigation of fire hazards.

\textsuperscript{440} Official website of the Tourism Department, Chandigarh Administration Url http://chandigarhtourism.gov.in
be augmented and new ones added through the Chandigarh Tourism Action Plan (C-TAP) 2006\(^441\).

**Local User Pressure**- Besides becoming a favoured destination for cultural tourism, Chandigarh has also become a popular host to national and international industrial, corporate, educational and other conventions, conferences, which is primarily due to its ease of communication, hospitable climate, and infrastructure. Chandigarh being a case of modern heritage properties differs from an archaeological site, in that the case is of a living and working city where in addition to tourism population, one must account for the day to day user pressures created by people commuting to work, using the city's infrastructure such as roads and buildings, contributing to wear and tear of buildings, public places and precincts posing a threat to authenticity and integrity of the nominated property. The daily worker count of the buildings added to the visitor count creates considerable pressure and needs to be accounted for.

**Transport Pressures**- The main transport issues affecting the nominated site are considered to be access to the site, traffic and congestion, pedestrian and vehicular conflict, parking, signage and street furniture. The factor under maximum development pressure is that of circulation, with demands for road widening, introduction of a mass rapid transport system, etc. being considered by Chandigarh Administration. The dormitory towns of Panchkula and Mohali add to the traffic volumes of Chandigarh since daily commuters to the city for work, education etc. choke traffic arteries and need to be streamlined.

**Population Pressures**- These are due to natural immigration due to the city's enhanced status as a WHS and influx of tourists. Both categories need to be accounted for. It should also be noted that

\(^{441}\text{C-TAP; Chandigarh Tourism Action Plan} \text{http://chandigarhtourism.gov.in/Chandigarh\%20Tourism\%20Tourism\%20action_plan.htm} ; \text{accessed 12 March, 2008.}

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Chandigarh due to its hospitable climate, good quality infrastructure, healthcare and education facilities as well as ease of movement due to the limited city size (which is 64 square km, and one can reach from one end of the city to the other in barely 10-15 minutes) always attracts potential settlers from different walks of life. People, even if they are posted elsewhere (out of the city) would prefer their families to continue living here, which is why also Chandigarh’s population is steadily rising.

**Heritage Regulations for the Core Zone and Buffer- Levels of Protection**

In India, presently, the conservation of architectural and urban heritage is clearly detached from the urban planning process. Besides a few conservation zones in the historic cites, the emphasis has largely been individual buildings and monuments protected by the Archaeological Survey of India, the singular national government body involved and responsible for the conservation of heritage. Unfortunately this approach isolates monuments and historic buildings from the surrounding context further detaching architectural heritage from contemporary life\(^{442}\). The situation gets further complicated when the case of modern heritage comes under consideration as in India. Chandigarh is a modern city and therefore the conservation of its heritage requires a special methodology, as Archaeological Survey of India has a blanket condition to protect and conserve monuments and buildings which are at least one hundred years of age. TDR (Transfer Develop Rights) as a solution for Chandigarh may be considered\(^{443}\). Chandigarh does not fall within the criteria fixed by ASI, however a

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\(^{443}\) In 1991 heritage regulations for greater Mumbai were framed and were the first steps in India in this direction. These were notified in 1995, followed by Hyderabad and Nagpur. Mahabaleshwar and Panchgani heritage regulations were framed so that these hill towns do not go the same way as Nainital and Mussoorie. Presently Chennai, Kolkata and Pondicherry also have
need to develop an independent methodology based on international best practices must be established (as proposed below) so that twentieth century heritage can also be brought within the ambit of conservation (involving listing, grading and monitored intervention). The following grades of building, precincts, and zones have been proposed with examples from the Core and Buffer Zones within Chandigarh.

<table>
<thead>
<tr>
<th>Grade I</th>
<th>Grade II</th>
<th>Grade III</th>
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<tbody>
<tr>
<td><strong>A. Definition:</strong>&lt;br&gt;Heritage Grade-I comprises of buildings and precincts of exceptional interest from the point of view of history, art or science, and, which may be of international or national importance, embodying excellence in architecture, town-planning, landscape design, monumental arts, technology and material usage; and/or may be directly or tangibly associated with a great historical event, personality, movement, or institution; and/or they have been, and are, the prime landmarks of the city. Examples The</td>
<td>Heritage Grade-II (A &amp; B) comprises of particularly important buildings, of regional or local importance; possessing special architectural or aesthetical merit, cultural or historical value, though of a lower scale than in Heritage Grade-I. They are <strong>local landmarks</strong>, contributing to the image and identity of the City. They may be the work of well-known architects, or may be architectural and urban models created to suit particular conditions of the making of the city. Examples The housing villages by Fry, Drew and</td>
<td>Heritage Grade-III comprises of buildings and precincts of importance of townscape; they evoke architectural aesthetic or sociological interest though not as much as those in Heritage Grade-II. These contribute to determine the character of the locality, and can be representative of lifestyle of a particular community or region and, may also be distinguished by setting on a street line, or special character of the façade and uniformity of height, width and scale. Examples: Privately</td>
</tr>
</tbody>
</table>

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monuments and edifices of the capitol complex, the Museum and College of Art, The Building of the Evolution of Life in the Cultural Complex. The entire Capitol Complex and the Cultural Zone fall under Heritage Grade 1.

<table>
<thead>
<tr>
<th>B. Objective:</th>
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<tbody>
<tr>
<td>Heritage Grade-I richly deserves careful preservation both of the interiors, exteriors and all other significant design elements.</td>
</tr>
<tr>
<td>Heritage Grade-II deserves intelligent conservation</td>
</tr>
<tr>
<td>Heritage Grade-III deserves intelligent conservation (though on a lesser scale than Grade-II) and special protection to unique features and attributes.</td>
</tr>
</tbody>
</table>

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<tr>
<th>C. Scope for Changes:</th>
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<tr>
<td>No interventions would be permitted either on the exterior or interior unless it is necessary in the interest of strengthening, and prolonging the life of the buildings or precincts or any part or features thereof. For this purpose, absolutely essential and minimal changes would be allowed and they must be</td>
</tr>
<tr>
<td>Heritage Grade-II (A): Internal changes, adaptive re-use and external changes may be by and large allowed, but will be subject to strict scrutiny. Care would be taken to ensure the conservation of all special aspects for which it is included in Heritage Grade-II.</td>
</tr>
<tr>
<td>Heritage Grade-III: External and Internal changes and adaptive re-use would generally be allowed. Changes can include extensions, additional buildings in the same plot or compound provided that extension/additional building is in harmony with and does not detract</td>
</tr>
</tbody>
</table>
Heritage Grade-II(B): In addition to above, extension or additional buildings in the same plot or compound could, in certain circumstances, be allowed, provided that the extension/additional building is in harmony with (and does not detract from) existing heritage building(s) or precinct(s), especially in terms of height and/or façade. Reconstruction may be allowed when the building is structurally weak or unsafe or when it has been affected by accidental fire or any other calamity or if reconstruction is required to consume the permissible FSI and no option other than reconstruction is available. TDR may be adopted. However, unless absolutely essential, nothing should spoil or destroy any special features or attributes for which it is placed in the Heritage List. The option of TDR (Transfer of Development Rights) may be applied here. TDR includes that a given property in the Core Zone will remain in its present form and the additional FAR if allowed will be on the basis of building and utilising the new FAR at
D. Procedure:
Development Permission would be given by the Chief Architect, Department of Urban Planning on the advice of the advice of the Heritage Conservation Committee to be appointed by the Chandigarh Administration.

E. Vistas/Surrounding Development:
All development in areas surrounding within 200 meters of Heritage Grade-I shall be regulated and controlled, ensuring that it does not mar the grandeur of or views from Heritage Grade-I.

The Modern Historic Centre of Chandigarh - An Outline Management Regime
The management plan for the designated Core Zones and Buffer for the WHS 'Modern historic Centre of Chandigarh' is proposed to be...
operational at three levels—A Nodal Agency, a Technical agency and a Financial agency. The Nodal agency would be a Heritage Conservation Committee, whose members would be professionals and officials of the Chandigarh Administration, drawn from the field of heritage Conservation with expertise in twentieth century (modern heritage) from the international and local arenas. All matters relating to the conservation, repair, alteration and refurbishment of listed properties, precincts and spaces within the Core Zones and the Buffer would be under the jurisdiction of the HCC and prior approval would be required before any intervention. The technical wing of the HCC would also, as one of its tasks, develop, Owners Manuals for carrying out necessary changes and repairs as well as conservation based additions and or alterations for the buildings in the Core Zones and the Buffer. Technical support of the HCC would also have to be provided to owners desirous of interventions within the listed buildings. The Financial agency would be responsible for fund raising and providing financial support for conservation of the listed and protected buildings especially those that do not fall under private ownership such as schools, colleges, office and healthcare and cultural buildings. On the administrative part the HCC would maintain records of the listed buildings, their state of conservation, and framing heritage legislations. Another responsibility would be to promote the city as a WHS, through publicity and website launches. Presently the Tourism Department is undertaking this. One favourable aspect of the site is that the entire property being nominated under Core Zone – I, i.e., the Capitol Park, the Leisure Valley and the Cultural Complex, including all the buildings and other artifacts within these is owned by Chandigarh Administration. Around 30% of the structures in Core Zone – II are also owned by various government agencies, the remaining belonging to individuals or non-governmental organisations. An outline of the
Management Regime is placed below illustrating the indicators (aspects) and their scope of operation.

<table>
<thead>
<tr>
<th>S.No.</th>
<th>Aspects</th>
<th>Explanation (scope of operations)</th>
</tr>
</thead>
</table>
| 1     | Protective Designation | In general, all urban development in "The Modern Historic Centre of Chandigarh" is governed by Le Corbusier’s Master Plan of 1964. Le Corbusier’s "Edict of Chandigarh", though not a legislative act, also continues to act as a customary guiding force. In addition, all private and governmental constructions in Core Zone – II are subject to an extensive set of regulations specifying heights, building lines, materials, textures, etc. More detailed guidelines (Special Area Controls) are provided for structures sited along major roads, such as the V2s, V3s and V4s. Comprehensive Zoning Plans and Architectural Control Sheets are available for the development controls within each sector. The regulations in force include:  
a. The Capital of Punjab (Development and Regulation) Act, 1952  
b. The Capital of Punjab (Development and Regulation) Building Rules, 1952  
c. The Chandigarh Trees Preservation Order, 1952  
d. The Chandigarh Advertisement Control Order, 1954  
3. In addition to being covered by (a), |
(c) and (d) above, all buildings, open spaces and artifacts located within the three components of the Core Zone – I, i.e., the Capitol Park, the Leisure Valley and the Cultural Complex, have been classified and protected as heritage buildings and/or heritage precincts under “The Chandigarh Heritage Conservation Regulations, 2007”.

<table>
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<tr>
<th>2. Means of Implementing Protective Measures:</th>
<th>A Core Zone – I:</th>
</tr>
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</table>
| A high-level “Chandigarh Heritage Conservation Committee” (which is headed by the Adviser to the Administrator and, which includes representatives of the Archaeological Survey of India, UNESCO New Delhi Office and the Fondation Le Corbusier) would be responsible for taking all steps necessary for protection, conservation, presentation and transmission of Heritage Buildings and Heritage Precincts within Core Zone – I. These steps include consideration and approval of special regulations, design guidelines and conservation principles for Heritage Buildings and Heritage Precincts; review of requests for development permission under the Heritage Rules and tendering advice on the conditions, if any, on such permission; advising the Chief Architect, Department of Urban Planning on any other issues as may be required from time to time in overall interest of heritage.
conservation and sustainable development; review and evaluate periodically the implementation of the “Architectural and Urban Heritage of Chandigarh Rules, 2007” to ensure that any new threats placed on Chandigarh’s Urban and Architectural Heritage are addressed effectively; and monitoring the state of conservation of listed Heritage Buildings and Heritage Precincts through the process of “Reactive Monitoring” and offer assistance in exercises of “Periodic Reporting”, if any. No development or redevelopment or engineering operation or additions, alterations, repairs, renovation including the painting of buildings, replacement of special features or demolition of the whole or any part thereof or plastering of the said Heritage Buildings or Heritage Precincts is allowed except with the prior written permission of the Chandigarh Heritage Conservation Committee. In case of proven deliberate neglect of and / or damage to Heritage Buildings and Heritage Precincts, or if the building/precinct is allowed to be defaced, damaged, harmed or modified in any manner due to neglect or any other reason, or if a heritage building or a building in a heritage precinct is damaged or pulled down without appropriate permission...
of the Chief Architect, Department of Urban Planning and the Heritage Conservation Committee, in addition to penal action provided under the Act, no development permission to construct any new building shall be granted on the site. Owner/lessees who are not interested in proper upkeep of these Heritage Buildings/Precincts and as a result of which the danger arises to the building, State shall resume such properties on the recommendation of the Heritage Conservation Committee.

### B. Core Zone – II:

| The Chief Administrator, Chandigarh Administration, is authorised to issue directions and monitor urban development in respect of any site or building including the use of site and the number of buildings which may be erected on any site, architectural character of the buildings, elevational features, maintenance of height and position of walls, fences, hedges or any other structural or architectural construction. The Chief Administrator shall refuse to sanction the erection or re-erection of any building in contravention of any of these rules. Further the Chief Administrator may also revoke the sanction of any building if such a sanction is in contravention of any of the provisions of these rules, provided the building has not been completed. These are to

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be complied by all persons who erect, re-erect or occupy any building within Chandigarh, which is intended to be used for residential, commercial, industrial or other purposes, whether in actual use or not. In addition, all such constructions also comply with the restriction specified in the "Zoning Plans", which define the layout of any numbered sector of the Master plan of Chandigarh showing the streets, boundaries of building plots, open spaces, position of protected trees or other features as well as the specified land-use, building lines, permissible heights of buildings, site coverage and such other restrictions on the development of land or buildings as may be prescribed. Buildings within the 'Special Areas' and 'Frame Control Areas', shown as such on the Zoning Plans, also comply with the restrictions given in the "Architectural Control Sheets" and the "Frame Control Drawings". No structure can carry an advertisement except in the areas shown on the Zoning Plan/Architectural Control Sheet/Standard.

444 Frame Control Drawings are numbered sheets of drawing, defining boundaries of building plots, compulsory building lines, permissible heights of buildings to be realised in prescribed stages, site and floor coverage, restrictions on treatment of external facades including the permissible sizes of opening and such other restrictions on the development of sites as may be prescribed. "Architectural Control Sheets" are sheets of drawing with directions, showing the measure of architectural control which shall be observed in the special areas. The 'Special Areas' include areas along some V2 roads, areas of shops and terraced houses along some V4 roads, some other areas of the City Centre, and, any other areas shown as Special Areas on the Zoning Plans, notification. Source: Jangra VK, Dharwal, AK, 2005 Chandigarh Urban Development Laws, Haryana Rent Reporter, Sector 8, Chandigarh.


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Design. 'The Advertisement Control Order'445, in general, restricts or regulates the display of advertisements in the city. Similarly, 'The Trees Preservation Order'446 regulates, restricts or prohibits the cutting down, topping, lopping or willful destruction of trees, and monitors the planting and replanting of any trees or kinds of trees in any site or location.

3. Existing Plans related to municipality and region in which the proposed property is located: (e.g., regional or local plan, conservation plan, tourism development plan)

Chandigarh Administration needs to take up, on an urgent basis, conservation of the listed heritage buildings and open spaces in a scientific and systematic manner, identifying immediate, short-term and long-term measures. At the city level, i.e., within Core Zone -II, the valorisation of urban heritage and its intangible values is regarded very high and needs to be placed at the topmost priority of plans for the area’s future development. Concerted efforts need to be made to strengthen the aesthetic experience, the natural surroundings, the quality of life and the social infrastructure the city offers to its residents. In order to boost tourism, the Chandigarh Administration has approved Chandigarh Tourism Action Plan (C-TAP) 2006 with focused priority.

445 Chandigarh Advertisement Control Order, Notification dated 23rd June, 1952.

areas, such as promoting Chandigarh as a tourist destination, printing booklets, brochures and maps, highlighting tourist information relevant to foreign and Indian tourists, creating a website for Chandigarh Tourism, enabling online booking of Hotel rooms, improving signage to facilitate easy access to information about the city, participating in various national and international travel/tourism events, organizing an annual Tourism Expo-cum-Conference in Chandigarh, involving institutions to channelise the energies of the youth, relaxing barriers and facilitating access to architectural wonders of the city, increasing the number of flights to Chandigarh, improving the taxi and auto services within the city, promoting scenic and heritage walks and cycling tours, setting up information kiosks at various prominent locations and making CDs and films of Chandigarh Tourism.

4. Management System

Although the pressures of change in Chandigarh are severe, yet all efforts to preserve the true glory of the original tangible and intangible values of the site must continue. Besides soliciting international expertise and technical collaboration as and when required, the Chandigarh Heritage Committee, under the Chandigarh Administration, would manage the
nominated property, ensuring necessary steps towards its valorisation, protection, conservation, maintenance, and promotion as well. The Administration must also be committed to the involvement of professionals and stakeholders in this exercise. Efforts must be geared to stimulate visitor interest in, and garner support for the management and conservation of the property, and to influence visitor and user behaviour, so as to maximise benefits and minimise any adverse impact of use and abuse, of all the immovable and the movable assets of this property especially since the property is of vulnerable material and is in intensive use.

5. Sources and Levels of Finance

The Chandigarh Administration has the means to generate and set aside funds for maintenance, conservation, valorisation and cultural promotion of the nominated property. The basic source of finance is the consolidated fund of India. The money required for maintenance and operations for day-to-day working or for capital investment is taken from the consolidated fund of India after the sanction of the Budget by the Parliament. The annual expenses, including expenses on capital account and all other expenditure towards immovable and movable assets are
sanctioned for the various concerned departments of the Chandigarh Administration.

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<tr>
<th>6</th>
<th><strong>Sources of Expertise and Training in Conservation and Management Techniques</strong></th>
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<td></td>
<td>The responsibility for day-to-day maintenance and repair of the nominated property lies with the Engineering Department, the staff of which is well acquainted with normal civil engineering, structural engineering and horticultural skills. Of recent, the Engineering Department has also been involved in two restoration projects. With the growing awareness of the unique value of Chandigarh’s heritage and the need for its conservation, efforts are on to augment the level of expertise and training in conservation and management techniques. Besides the trained conservation professionals within the cadres of Chandigarh Administration, who are working on inventories, drafting of heritage legislation, preparation of the nomination dossier, etc., several others are being trained as per the requirements of the city’s heritage. Chandigarh College of Architecture offers courses on &quot;Architectural Conservation&quot; and &quot;Recent Heritage&quot; to its students and regularly organises seminars and public lectures, and, brings out publications to enhance awareness of the city’s heritage. A Masters Level 2-year course on...</td>
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</table>
Architectural and Urban Conservation is due to commence shortly. In addition to this, technical assistance from trained and experienced conservation professionals, both from within India and abroad, is solicited as and when needed. A capacity building workshop on "Conservation of Le Corbusier’s Exposed Concrete Structures" was organised in 2003 in collaboration with the Fondation Le Corbusier for the architects and engineers of Chandigarh Administration. Yet another capacity-building workshop on "Urban Conservation and Management of Historic Cities", to be conducted by UNESCO’s World Heritage Centre, ICCROM and ICOMOS-CIVVVIH was organised in December 2007. The Chandigarh Administration has also joined the “Network of Indian Cities of Living Heritage” managed by UNESCO New Delhi and also solicit their help in training of guides.

<table>
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<tr>
<th>7</th>
<th>Visitor facilities and Statistics</th>
<th>The Chandigarh Tourism Department is responsible for augmenting and keeping a check on the tourism infrastructure in the city. ‘CTAP’ Chandigarh Tourism Action Plan has been in force since 2006.</th>
</tr>
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<tbody>
<tr>
<td>8</td>
<td>Policies and Programmes related to presentation and promotion of the property:</td>
<td>There already exists a very comprehensive website relating to promotion of Chandigarh’s history, architectural heritage and other</td>
</tr>
</tbody>
</table>
tourist attractions for consumption of Chandigarh’s residents as well as domestic and overseas visitors. Concerted efforts are also being made by the Tourism Department to promote Chandigarh at national and international tourism events. The Tourism Department also organises a number of year-round events to promote and present various aspects / elements of Chandigarh’s heritage. For instance, a Heritage Walk, led by a local dignitary, and various seminars, workshops and debates on the theme of heritage conservation are organised during the ‘Chandigarh Heritage Festival’ on 7th October each year, commemorating the formal inauguration of the city on this day in 1953. Regular features on Chandigarh are sent for publication in national papers and travel journals. Heritage Clubs have been established in several local schools in collaboration with the local INTACH (Indian National Trust for Art and Cultural Heritage) to ensure transmission of the city’s heritage. A special museum – Chandigarh Architecture Museum – was set up in 1998 to showcase the history of the city, while ‘Sound and Light Show’ has been introduced recently at the Government Museum and Art Gallery. Proposals for creative lighting of all ‘Monuments’ and key
areas are on the anvil. Considering the unusual nature of Chandigarh’s Modern Heritage, a number of new activities, creating a niched market, should be encouraged. A ‘Sister Cities’ liaison could be established for cultural exchange with other World Heritage Sites Brasilia, Tel Aviv and Le Havre — the three 20th Century cities already inscribed on the World Heritage List. A similar dialogue could be proposed to be set up with post independent cities in India as well. City specific tourist activities such as crafts workshops on Corbusier style enamel painting, tapestry weaving, concrete sculpture, etc. should be encouraged through Government and non Government agencies (such as INTACH) to promote and exploit the potential of Chandigarh’s unique heritage. It is also planned to organise a programme of “Heritage Walks” for residents and tourists alike on known and unknown heritage trails with the help of trained guides and volunteers.

| Staffing Levels | 9 |
| Professional, technical, Maintenance | Philosophical & Ethical Input: |

The Chandigarh College of Architecture has in its permanent employment professionals trained/experienced in theoretical aspects of conservation, including requirements of the World Heritage Convention. The Administration also proposes to augment this number as and when the Masters course in Architectural and
Urban Conservation is started and the "Chandigarh Heritage Conservation Centre" becomes fully functional. Non-technical staff, students and all resources of College of Architecture is deployed and temporary staff is hired whenever needed.

| 10. **Technical and Maintenance Staff** | The Engineering Department of Chandigarh Administration has adequately staff to look after the day-to-day maintenance and repair of the nominated buildings and areas. The responsibility of each such area/building is given to a dedicated team headed by a senior, qualified engineer. Similarly, a dedicated team, headed by a Senior Architect from the Department of Urban Planning is responsible for all architectural work that may be required. |
| **Tourism Staff** | The Tourism Department has in its cadre about 25 professionals who are responsible for manning its Information Centres, engaging in promotion activities, organising events, running the website, and producing maps, brochures and mementoes. Tourism calendar is printed annually courtesy the department of Tourism highlighting the forthcoming events for tourism promotion. |
| **Museum and Archives** | The various museums of the city, including the Chandigarh Museum of Architecture (City Museum) is looked |
after by a trained team, headed by the Director. The Le Corbusier Archives, being set up in the “Old Architects’ Office”, is currently being managed by the Department of Urban Planning. The Fine Arts museum, Panjab University, Chandigarh recently held an exhibition on the later works of Le Corbusier, ‘Le Corbusier-From Marseilles to Chandigarh 1945-65’.

Management Plan for Chandigarh (HUL)-Managing Change in Chandigarh

The architecture of the Modern Movement was always future-oriented, with a firm and optimistic belief in the possibilities of progress. Nowadays, the achievements may still appeal to us, but in fact the buildings of the twentieth century belong to the past and have become eligible for listing and preservation. This evolution has created the paradox of the Modern monument and it has raised questions of principle concerning the issues of conservation, renovation and transformation of Modern buildings. This necessitates the revisiting of the ideals and key concepts of the Modern Movement – ideals and concepts that cannot always be matched with the acts of reconstruction that are part and parcel of the practices of conservation, renovation and transformation. Thus a management plan for a twentieth century historic urban landscape—Chandigarh, in order to be practical, needs to be framed keeping in view and performing a balancing act between the ideals and precepts of its creation and the ground realities of a living working city.

In today’s urban age more and more historic cities adopt strategies and policies that assign an important role to heritage in the city’s social
and economic development. Heritage is perceived as an economic propeller, siphoning in funds from international and national bodies, infrastructure development, employment generation and an overall improvement in the quality of life in the historic city. A well managed historic urban landscape is a strong competitive tool as it attracts not mere tourists but capital and residents as well. A city is then branded by its urban spaces and historic buildings which add value and are the character defining elements of the city. They are an asset to the city’s quality of life as well as securing a substantial market value for properties around them. Apart from these tangibles, the intangible values including community pride, links with local history, educational value and symbolic role of heritage are indicators for measuring the benefits of built heritage and contribute to what is called ‘cultural capital’. With investment understood by international accounting standards as expenditure with potential long-term benefits, heritage protection and management constitutes exactly that. Experts agree that heritage conservation can be extremely profitable, as long as it takes place in a context of long-term analysis. Management plans for the future must concern urban regeneration, there necessitating an active and more equal partnership between conservation and development including ways and means of community consultation and public participation (to instill a sense of belonging, responsibility and pride). Impact Assessments of proposals for urban regeneration need to be carried out for concerns of environment, visual, social and economic, so that conservation and development can grow symbiotically. In a continuous process to understand the changing conditions in which we live and value our environment, and to transmit this to future generations through education and proper training, this partnership is an essential principle for consideration if historic cities and their urban landscapes are to foster economic, social and cultural
development in mutually inclusive ways, as they have done in the past years.

In India, writes Neera Chandhoke, there have been five major interventions of civil society in the form of national campaigns - Right to Food, Employment, Healthcare, Education and the most recent Right to Information. In this backdrop the following section analyses the role the State – Chandigarh Administration can play vis a vis its civil society—the citizenry in order to manage the city once it has been granted a World heritage status by UNESCO. In the first place it must be clearly established that the state party is the only player which can manage the city in its entirety since it is the custodian of the city as per the edict of Chandigarh given by Le Corbusier. A management plan for the future of the city must include the collective action around shared interests, purposes and values of its civil society. This is a mechanism, which can bring about public private partnership, where the interests of the citizens and their city can be safeguarded and yet a development plan for future development be charted out. Once the city is imparted this status, a world attention will be drawn towards Chandigarh and regulation of international standards for various aspects such as heritage conservation, tourism development, urban infrastructure, increased physical connectivity, physical and social access to public and semi public and even private properties will become mandatory.

In recent times however, civil society has come to be identified almost exclusively with the NGO sector. The reasons for this development are complex but in short the increasing visibility of NGOs in collective life has to do with what can be called the pluralisation of the state, or the state sharing responsibility with civil society organisations in the delivery of social goods. We however need to keep in mind that the

larger objective of democracy as enshrined in the making of Chandigarh is to enable citizens to participate in decisions that affect their collective and individual lives. Democracy is about creating the conditions that allow human beings to make their own histories, even if the histories they make are not the histories they chose to make. Chandigarh is now set to chart the course of its future and for this the voice of the people (the civil society) is of equal importance, and unless their needs are met with, a heritage management plan will be of little circumstance. It cannot be forgotten that Chandigarh was realised for a certain class of people – the government officials; the middle class, for a certain population and most important a certain geographical boundary (setting). The inscription on the WHL rests on these prime determinants and even if one of these is removed or modified the inscription loses its criteria for inscription.

Liberal democratic theorists, always suspicious of the proclivities of the state to expand power at the expense of the freedom of the citizens, and equally skeptical of the ability of political parties to discharge their fundamental obligation; that of representing the popular will, have argued that citizens have to exercise constant vigilance on state power. This is the basic precondition of a thriving democracy, because the best of democracies degenerate in the absence of participation and accountability. The space of participation and demands for accountability is civil society or the public sphere\textsuperscript{448}. Here citizens come together in voluntary associations to engage with, to monitor and to hold the state accountable on the one hand, and to create a shared discourse on what a good society should look like, and how this can be achieved on the other\textsuperscript{449}.

\textsuperscript{448} Chandhoke, Neera. 2001. \textit{The “Civil” and the “Political” in Civil Society Democratization}. Vol. 8, no. 2, pp 1-24. The civil in civil society does not imply the absence of politics. What the term civil does imply is that the space of civil society lies outside the sphere of formal party politics, though arguably the two spheres and that of the market constitute each other.

One way of achieving this in the city of Chandigarh can be through the increasing visibility (active involvement) of NGOs in collective life, which will through their networking represent the voice of the public. Neera Chandhoke has described these NGOs as bodies which effectualise the pluralisation of the state, or the sharing of responsibility between state and civil society organisations in the delivery of social goods\(^{450}\). Social goods include besides the earlier mentioned five campaigns of basic needs, urban infrastructure, amenities and facilities that make living in the city comfortable and humane. Even the five year plans (the tenth plan) have suggested the inclusionary role of NGOs, non profit organisations corporate bodies, cooperatives, and trusts be strengthened in social and economic development, making them thereby partners in development. The tenth plan follows the logic of the Seventh Five-Year plan [1985-1990], which had heralded a perceptible shift from government to civil society organisations and to the market in matters of service delivery. In 1994 the Planning Commission, after a meeting with almost 100 NGOs, cabinet ministers, and high ranking government officers, issued a document titled an ‘Action Plan to Bring about a Collaborative Relationship between Voluntary Organisations and Government’. The document stated that the objective of NGOs should be ‘to mobilise and organise the poor with a view to empowering them, breaking the culture of silence and dependence and converting the lowest strata of society from passive recipients of doles, to active participants in the process of planned development’. It is not surprising that the NGO sector expanded dramatically in the wake of these developments, particularly because the government offered large funds to organisations. A recent study by PRIA has calculated that the total number of non-profit organisations in India is more than 1.2 million
and that 20 million people work for these organisations either in a voluntary capacity or for a salary\textsuperscript{451}.

The establishment of representative institutions to serve as ‘proxies’ for deliberative spaces in which citizens participate in the making and remaking of rules for society, constitutes the rationale as well as the justification of modern democracy. These institutions, it is expected, will try to, as faithfully as possible, capture the intent and the nature of the popular will through a variety of means: consultation, authorisation, and accountability. That is why anxious questions about the adequacy of representation are almost always concerned about the fundamental question of how democracy can be deepened. The late 1980s which witnessed the emergence of civil society as a dominant sphere of collective life heralded an overriding preoccupation with the deepening of democracy. The irony is that these concerns might have nothing to do with anxieties about participation and representation. Do we see in modern democracies a disjunction between participation, representation, and democracy?

It has been seen that in major part the disjuncture has resulted from the incapacity of representatives to represent the popular will, and by the degeneration of political parties. It is worthwhile noting that across the world, issues relating to civil liberties, gender justice, ecology, the fight against war, for peace and non-nuclearisation, the rights of alternative sexualities and ethnic minorities, and struggles for justice, have been raised by civil society activists. We cannot dismiss these issues simply because the organisations do not focus on representing the democratic will. But we cannot also dismiss representative democracy as being of little

\textsuperscript{451} PRIA (Participatory Research in Asia) and John Hopkins University. 2002. \textit{Invisible Yet Widespread: The Non-Profit Sector in India}. Delhi, PRIA, p.5-11.
consequence, because unless citizen aspirations are articulated through policy, policies can be imposed on the citizens. What we can do is to think of how the context of representation can be strengthened, so that representation can be made more effective and more democratic. Civil societies, we need to recognise, are plural, the members of this sphere speak in many tongues, and a number of agents engage in all manners of projects, not all of which sit very easily with each other. Some projects challenge the manner in which state power is exercised, other projects seek to expand the obligations of the state, and yet other projects put forth alternative notions of politics. Civil society emerges as the theatre where these projects articulate or negotiate, supplement, or challenge each other in order to strengthen and deepen democracy. Democracy is about recognizing the political competence of the public to set agendas, to put forth alternative visions of what a desirable society looks like, about engaging with the state, about the right to protest, about the right to participate in the political domain, about the right to choose representatives and about the right to withdraw mandates from representatives. Democracy is more than just delivery of social goods as the prerequisites of a good life, so that citizens freed from the necessity of eking out a bare subsistence can participate as full members of civil society. In Rawlsian terminology, “though men’s rational plans do have different final ends, they nevertheless all require for their execution certain primary goods, natural and social...whatever one’s system of ends, primary goods are necessary means.”452 The nature of these primary goods is well known by now: a right to work, to nutrition, health, education, shelter, self-respect and basic rights.

of a survey carried out to arrive at principal determinants which need to be strengthened in order to manage Chandigarh both as a Living City for its future generations as well as a World Heritage Site.
The only way in which both participation and representation can be strengthened is that like-minded groups connect with deliberative spaces in civil society, so that at some point citizens have an opportunity to participate in these debates. We need to look at those areas in Chandigarh where such platforms for public opinion can be provided. It is also important that civil society groups connect with established modes of representation. At some point public opinion has to feed into policy and policy rendered accountable. This really means bringing the sphere of participative and democratic politics closer to the domain of policy making via the representative. For despite all the reservations about political parties, parties possess two advantages: firstly, representatives are authorised in and through procedures of elections, and secondly representatives are held accountable to constituencies through elections. The representative still stands squarely at the centre of democracy. For this reason the links between civil society actors and representatives needs to be strengthened, and the domains of civil and political society have to be seen not as alternatives to each other but as companion concepts. It is only then that the disjuncture can be transformed into conjuncture and conditions for building, ‘substantive democracy’, can be created and fostered.

The custodian of history is the heritage industry, and it has succeeded in packaging history and making it seem yet another theme park, a quaint escapist fantasy lacking any relevance to the concerns of today’s society. Paradoxically, the heritage industry has cut us off from our past. We are less aware of our roots than ever before. Nowhere is history more important than in the city. This is not only a matter of conservation and heritage, of preserving old buildings and designing new ones that are not carbuncles. It is also a matter of understanding where we have come from in order to see where we are going now. The next chapter highlights the results