

## NOTE ON KHARAR-CHANDIGARH

I regret that I am unable to agree with the recommendations which my colleagues propose to make about Kharar tehsil including Chandigarh. In my view, Kharar tehsil as a whole, with the exception of Kalka Police Station, should be merged with the proposed Punjabi State; the area of Kalka Police Station should be merged with Himachal Pradesh. I give my reasons below.

2. Kharar is a tehsil of Ambala district with a total population of 332,361 according to the 1961 Census, of whom 183,453 (55.2 per cent.) are Hindi-speaking and 148,908 (43.9 per cent.) are Punjabi-speaking. The total rural population of the tehsil is 200,425 of whom 112,723 (56.2 per cent.) are Punjabi-speaking and 86,777 (43.3 per cent.) are Hindi-speaking. The urban population totals 131,936—25.1 per cent. Punjabi-speaking and 73.3 per cent. Hindi-speaking. The majority of the urban population belong to Chandigarh Capital Project area (89,000). The other three towns are Kharar with a population of 3,216, Kurali (6,390), Manimaira (9,901) and Kalka (18,668). It will thus be seen that while in the whole of Kharar tehsil the Hindi-speaking people are in a majority (55.2 per cent.) in the rural areas the Punjabi-speaking people hold the majority (56.2 per cent.).

3. Under the Sachar Formula of 1949 Kharar tehsil was placed in the Punjabi region. It did not then include Pinjore Police Station which in 1961 had a population of 28,635. Pinjore, which formerly formed part of the Pepsu, was included in the Kharar tehsil after Pepsu's merger with the Punjab. Under the Punjab Regional Committees Order, 1957, Chandigarh was made bilingual and therefore it was not included either in the Punjabi-speaking or in the Hindi-speaking region. The rest of the Kharar tehsil was divided between the two regions. Indeed, Kharar is the only tehsil in Punjab which was divided between the Hindi and the Punjabi regions under the Regional Committees Order. The Hindi area of tehsil Kharar consists of 17 villages in Zail Mubarakpur and the areas of the Pinjore Police Station and Kalka Police Station; the rest of the tehsil exclusive of the Chandigarh Capital Project area forms part of the Punjabi-speaking region. Both the language areas of the tehsil are contiguous with the Chandigarh capital, but it appears that the latter is surrounded on three sides by the areas included in the Punjabi region and on the remaining side on the south-east by the area included in the Hindi region. A further point needs to be mentioned. Although Chandigarh Capital Project is bilingual, for the purpose of election to the Legislative Assembly it forms part of the Chandigarh Assembly Constituency. This Constituency includes, besides Chandigarh, the area of the Kharar tehsil in the Punjabi region. One consequence of the constitution of the Chandigarh Assembly Constituency in this manner is that the Member of the Assembly representing this Constituency sits with the Regional Committee for the Punjabi region. It is clear, however, from the First Schedule of the Punjab Regional Committees Order, 1957, that the arrangement is to last only so long as Chandigarh Capital Project does not become a full-fledged constituency on the strength of its own population,

4. It is not known on what basis Kharar tehsil was included entirely in the Punjabi-speaking region under the Sachar Formula in 1949 and was later divided between the Hindi and Punjabi regions under the Punjab Regional Committees Order of 1957. Language figures of the respective areas were not available in 1949 or 1956-57. Census Reports of 1961 do not contain language figures for areas less than a tehsil in size.

5. Under the terms of its reference the Commission in recommending adjustments of boundaries of the Punjabi and Haryana States are enjoined to ensure that ordinarily an existing tehsil should not be broken up. However, this restriction could not strictly apply to the Kharar tehsil which already stands divided between the two linguistic regions. Accordingly it may be considered whether in the final demarcation of boundaries of the Punjabi State and the Haryana State the present line of demarcation between the Hindi-speaking tehsils should be turbed. Any such proposal would encounter an immediate difficulty. What is to happen to Chandigarh? The Commission's terms of reference preclude any recommendation that a particular area should be bilingual. Chandigarh cannot therefore remain bilingual and has to be merged either with the Hindi-speaking State or with the Punjabi-speaking State. And since Chandigarh is part of the Kharar tehsil, it has to form part of either the Hindi-speaking area of the tehsil or of the Punjabi-speaking area, if the tehsil area is to be divided between the two new States.

6. In considering the merger of Chandigarh with either area of the tehsil and indeed in considering the merger of the tehsil as a whole, the future of Chandigarh as a capital will have to be borne in mind. Under Sub-Section (1), Section 3 of the Punjab New Capital (Periphery) Control Act, 1952, the Governor of Punjab has declared 282 villages of Kharar tehsil, 17 villages of Naraingarh tehsil, 8 villages of Sirhind tehsil and 67 villages of Rajpura tehsil as controlled areas for the purposes of the Act. Within this controlled area a number of restrictions have been imposed on the construction of buildings so that the future expansion of Chandigarh would not be hampered. Chandigarh is yet in a process of development and in demarcating the boundary of the two new States, regard must be paid to possibilities of future expansion of the Chandigarh Capital Project, for, to whichever State Chandigarh is allotted, it is bound to be the capital of the State. Having regard to the geographical situation of Chandigarh, it is obvious that the development of Chandigarh would be seriously hampered if the present line of division of the Kharar tehsil were to be maintained as the boundary between the two new States. There is, therefore, no escape from the conclusion that Kharar tehsil inclusive of Chandigarh Capital Project area should not be divided between the Punjabi and Haryana States.

7. We have next to consider the merger of Kharar tehsil as a whole. It has been urged on behalf of the Shiromani Gurdwara Parbhandhak Committee and other protagonists of the Punjabi State that the majority of the population of Chandigarh is floating with no permanent attachment to the capital and the 1961 linguistic composition of the population of Chandigarh should not determine the permanent merger of Kharar tehsil including Chandigarh with one State

or the other. The Commission's attention has been drawn to the figures in the Census Report of India 1961, Vol. XIII, Punjab Pt. II, (P) (i). According to these figures, out of the total population of Chandigarh 34,149 were workers and 54,172 were non-workers or dependents of the workers. The distribution of these workers is as follows:—

Construction	..	9,997.
Transport	..	1,479.
Other Services	..	16,914.
Trade and Commerce	..	2,625.

It is urged that the persons employed in the construction of the capital or in Government and other services should not be treated as permanent residents of Chandigarh. Leaving out trade and commerce, the total number of persons in the first three categories is 28,390. On a proportionate basis the non-workers connected with these categories are nearly 42,000. If this number were to be left out of account altogether and the Hindi and Punjabi percentages of the urban population of Kharar were to be applied to the balance of such population (132,000—70,000 i.e. 62,000) the number of Hindi-speaking and Punjabi-speaking population of Kharar tehsil as a whole would be as follows:—

Hindi-speaking		
Rural	..	86,777
Urban (balance)	..	47,500
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		134,277
Punjabi-speaking		
Rural	..	112,723
Urban (balance)	..	15,500
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		128,223

The two linguistic groups would then be almost evenly balanced in strength.

8. A calculation on this basis would not be entirely accurate. There is no definite evidence as to the origin or home/districts of the workers in the aforementioned categories, nor is it possible to say that all such people are temporary residents of the capital. However, it is common knowledge that the construction workers usually come from Rajasthan and other non-Punjabi-speaking areas and it would be reasonable to presume that they and their dependents form a part of the purely temporary population of Chandigarh. Similarly, the assumption that a proportion of the population employed in Government and other services is non-permanent would also be valid. On the whole, therefore, if the floating population of Chandigarh is left out of account, the difference between the number of Hindi-speaking people and the number of Punjabi-speaking people in Kharar tehsil will be greatly reduced.

9. Chandigarh is a developing capital and its population has not been integrated with the population of the surrounding rural areas of the tehsil or district in the same manner as, say, the population of Ambala, Jullundur and Patiala and other large towns has been with the population of neighbouring rural areas. I therefore think that on this ground also there is some justification for disregarding the non-permanent residents of Chandigarh in considering its merger with one of the two new States.

10. Chandigarh is at one end of the Hindi-speaking region and is connected with the rest of the region by a high-way which passes in the immediate south through the Punjabi State. It is also connected by rail with the Hindi region in the south. On the other hand, Chandigarh is connected with the principal towns of the Punjabi State by a network of good roads. The rest of the Ambala district which is to fall within Haryana State is contiguous to Kharar tehsil only through the Morni hills of Naraingarh and it would be difficult to establish a good road communication between Haryana districts in the south and Chandigarh without passing through the Punjabi State in the immediate vicinity. While it is true that national highways in India cannot be confined within the limits of a single State and there is no reason to think that the Punjabi State would impose unfair restrictions on communication of Chandigarh with the Haryana State, there can be little doubt, I think, that Chandigarh is more centrally situated with respect to the Punjabi State than with respect to the Haryana State.

11. Several arguments have been adduced on both sides in favour of Chandigarh's merger with either the Punjabi State or the Haryana State. The protagonists of the Punjabi State urge that Punjab has lost its capital at Lahore and should not be deprived of its new capital at Chandigarh. In reply to this argument it is only fair to say that Lahore was lost not to the Punjabi-speaking people only of the present Punjab State but to the people of the Punjab State as a whole, irrespective of the language they might speak. On behalf of the protagonists of Haryana State it was contended that Punjabi State has a number of large towns e.g., Patiala, formerly the capital of Patiala State and later of the Pepsu Union; Kapurthala, Jullundur, Amritsar, etc., where a new capital could be easily established. There is no such town of similar size or importance in the Hindi region and if Chandigarh is not merged with Haryana the new Haryana State would find it extremely difficult to function. It has also been urged by the same protagonists that if Chandigarh is merged with Haryana, the two States will each have a fair share of the existing Universities, Medical and Engineering Colleges, Law Colleges, Arts and Science Colleges and High Schools and Higher Secondary Schools etc. Otherwise, Haryana would start with serious handicaps in respect of education, medical and other facilities. I doubt, however, whether in recommending adjustments in the boundary of the proposed Punjabi and Haryana States, the Commission would be justified in considering factors of this kind.

12. On a balance of the considerations mentioned above, I would recommend that the whole of Kharar tehsil minus Kalka Police Station but including Chandigarh should be merged with the Punjabi State.

13. Kalka Police Station is contiguous with Simla district. Kalka town provides the main gateway to the Himachal Pradesh for the rest of India and the economy of the township and surrounding area is closely connected with that of Himachal Pradesh. 73.2 per cent of the Kalka urban area is Hindi-speaking and there is no doubt about the linguistic affinity of Police Station Kalka with that of Himachal Pradesh. Large sections of population in Kalka and the adjoining areas of Himachal Pradesh have a common cultural background. The area of the Police Station is situated in the sub-montane area of the hills comprising the Simla district of Punjab and it can be regarded, to all intents and purposes, as a hill area. It seems to me eminently fair, in the interest of administrative convenience and economic well being of both Himachal Pradesh and Kalka area that the Police Station Kalka should be merged with Himachal Pradesh; for this purpose the detachment of the Police Station from the rest of Kharar tehsil would be justified. I recommend accordingly.

14. If Chandigarh is merged with the Punjabi State, Haryana will be faced with the immediate problem of finding a capital or headquarters from which the new Government can function. It is for serious consideration whether for the first year or so in any case Chandigarh might not serve as the joint capital of the two States by mutual agreement among the parties concerned.

Sd/- S. DUTT,

Member,

Punjab Boundary Commission.

MAY 31, 1966.