Chapter 1

Introduction
**Introduction**

Most of the countries in the world today are involved in development process. Early thinking of the subject of development placed heavy reliance on economic factors with emphasis on industrialisation, urbanisation and modernisation. After independence, a lot development has been taken place in industrial sector. It has provided humanity with many material and social benefits. At the same time it has brought in its wake many material and social problems. One of the major problem is the pollution of the environment as the Stockholm Declaration (June, 1972) has enunciated, man is both the creator and moulder of this environment, which gives him physical sustenance and offers him the opportunity for intellectual, moral, social and spiritual growth.¹

In India, the rapid growth in population has put immense pressure on geological infrastructure and has accentuated strain on its environment. The biological, ecological and atmospheric environmental degradation has direct impact on the quality of life, living organisms and depletion of natural resources. Apart from this and still worse complicacies growing are no doubt attributed to industrialisation, urbanisation, rampant deforestation and a host of other factors.² Among these, industrialisation and urbanisation have played a significant role in the deterioration of Indian natural, built up and cultural environment.

Cities are dynamic, economic and social entities which play a driving role in the development of regional, national and international economics. They act as centres of population, production and consumption. At their best, they embody all the positive advantages of economics of proximity scale and concentration. At their worst they can produce a high land contamination and the generation of considerable amount of wastes. These factors taken together as in isolation, significantly diminish the quality of life for urban residents and clearly indicates that cities are not making their full potential contribution to achieving global sustainable development.3

Sustainable development is a model which can sustain itself for all time to come. It cannot be a static but a dynamic process and will be applied by different countries in tune with their own cultural, political and economic perspectives. Sustainable development has become necessity today at local, regional, national and international level.

The challenge posed by this concept of necessity requires urban-rural areas individually and collectively to contribute to sustainable development. They must, therefore, always frame their short term policies in this long term perspective of evaluating whether and how initiative contribute to the future development of global environment.4

Urban areas specifically are experiencing air, water, noise, and waste material problem due to ever-shifting population and establishment of industries.

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3G. Pathak and J. Jha. op. cit., p.109
4Ibid., p 110
In the rural areas, environmental problems are due to unlimited harvesting of natural resources by the local people and also due to excessive use of fertilisers by the farmers spoiling the land and also causing the health problems to the user end.

Migration

Throughout history, millions of people have moved in search of place to live and work. Traditionally, such migrations are mostly from the rural to urban areas. The type of migration can be i) Recurring or repeated involving multiple entry and exit; ii) Periodic and one-shot movements for specific purposes with residence for a longish time to avail better infrastructural facilities such as hospital services or higher education facilities; and iii) Long-term or permanent where the aspiring migrant gives up his residence at his place of birth or domicile and begins a new life.⁵

The first two types are casual visitors and not recognized as migrants though their influence on the growth of settlements at both ends of the journey could be device. Geographical and occupational movements of workers are considered by the classical economists to promote rapid growth. But in the experience of the developing countries, employment generations in the secondary and tertiary sectors of the cities have not been enough to absorb the surplus labour from the rural areas effectively. Besides, rural skills often prove incompatible with the urban demands. These coupled with differences

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in the quality of life between the rural areas and the urban fringes, where the migrants normally coverage, create acute stress in the psyche of the migrants. Public investments in urban areas focus mainly on improvements of infrastructure. Thus, in turn, attracts secondary and tertiary sector investments creating employment opportunities. The rural migrants who are attracted by these prospects of employment are mostly not equipped for the same, both by training and aptitude. They crowd the urban centres, none the less and create heavy demands for more public investments. At the same time, the migrations rob the rural areas of their talents since it is the relatively enterprising among the rural people that venture to migrate. This vicious cycle of mismatch in fitments and pressure on public goods has haunted the rural urban interface in India for long years.\textsuperscript{6}

However, it emerged from the study of census data that percentage share of the emigrants to the total population showed a decrease between 1961 and 1971 though it showed slight increase in absolute terms. A sort of reverse migration or urban to rural was also noted for the first time in 1971 census. The net rural-urban migration registered considerable decline even in absolute terms during the period 1981-91. Around 19.73 million were estimated as net migrants in 1971-81 which decreased to 12.73 million during 1981-91 through the incremental increase of urban population during these two decades were 49.45 million and 56.45 million, respectively. Simultaneously, with these fall in rural urban migration and Expert Group reported a decline in the incidence of rural poverty from 1983 to 1988 by 6.5 per

\textsuperscript{6} Ibid. pp 15-16
cent as compared to the urban counterpart (about 2%). While a part or this may be due to shifting of the rural poor to the urban areas but fall in net migration indicates this not to be the whole story. Despite the acceleration in the value added growth in the industrial sectors during the eighties, adoption of capital intensive technologies has led in the growth of demand for workers in the industrial sector during this period. The high productivity segment of the tertiary sector with the demand for higher skills also had only limited scope for the rural migrants. The low productivity tertiary segment, which provides for the majority of such migrants is also getting technology oriented with washing machines and other domestic labour saving gadgets. This sector is largely dominated by supply push rather than demand pull and, thus operates at too low a wage level to make it attractive for fresh migrants. Simultaneously employment increased significantly in the eighties and nineties and improvements in transport infrastructure has made commuting easier. Urban pollution and the recent stress on quality of environment is also leading slowly to the dispersal of industries to the rural hinterlands. So employment opportunities are moving near home for the rural areas adjacent to the being cities leading to phenomenon of rural-urban continuum.7

In Himachal Pradesh, the migration of rural people to urban centres has shown the same trend as in national level. People moved towards cities for employment, better education and for other amenities available only in urban areas. The trend of migration of people of different rural areas to urban centres in Solan district is not far behind

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1bid. p.16
as rapid growth has taken place in industrial sector in the district since last decade. This has created lot opportunities to professionally skilled and non-skilled persons. Thus, the migration of people in shape of employment seekers has been taken place to the industrial sites. It is not necessarily to urban centres but to the places where industries are established. For instance, Gujrat Amjuba Cement Limited has established its plant at Darlaghat in Arki tehsil of Solan district which is totally rural and about 8000 persons are associated with direct or indirect employment in the unit and its peripherals. Himachal Futuristic Communication Limited at Chambaghat in the same district falls in the urban area has generated direct and indirect employment for about 2000 persons. This type of migration i.e. in shape of employees irrespective of rural-urban areas, further increase the population at local level. These industries and consequent migration of people create social and environmental problems at least respective localities.

Decennial growth of urban population during 2001 is +32.45 per cent as compared to +37.80 per cent in 1991. While, annual exponential growth rate of urban population is 3.24 per cent as compare to 3.78 percent during 1991. Per cent growth in urban population during 2001 is 9.79 percent as compared to 8.69 per cent during 1991.

**Rural-Urban Continuum**

The settlement system in the developing countries of Asia is witness to a new and different kind of development – a sort of ‘settlements’ transition which differs in significant ways from the
experience both in the other developing countries and in the developed world. The transition involves complex regional system comprising central cities, fringe areas, satellite towns and extensive intervening areas of dense population and intensive agricultural land uses. The landscapes in the latter areas closely resemble those of decades or even generations ago. Most people live in villages usually agglomerated, and most of the land is under cultivation. However, for many of the families a major part of the family income comes from agricultural sources. Local ancillary industries, usually, linked with larger city based enterprises provided major non-farm employment, other commute to the cities or temporarily stay there remitting portions of their salaries back home. Farm production frequently shifts from subsistence mode to the urban market orientation. Further rural-urban integration results from the younger family member attending urban schools and colleges, employees go for their duties- the entire system made possible by a transportation revolutions. Thus, road transportation, revolutions, particularly bus service and commercial vehicles, creates a web of connectivity, which has markedly extended the out reach of the cities into the rural areas that continue to be dominated by sector land uses. The gradually emerging result in an ‘urbanisation’ of the countryside around the large cities which is remarkably stable in terms of landscape qualities. Beside, the flow of migration from non-urban areas and small towns has largely been slowed though not stemmed altogether. These developments allow the cities to exercise more direct relationships with the surrounding rural communities helping to create closer ties between the city and the
countryside. The cities could have better access to agriculture and rural products as well as land which promotes the city's economic and physical developments; the countryside, in turn, has more economic, technical and cultural support from the cities.\textsuperscript{8}

**Sustainable Development - A conceptual framework**

The concept related to sustainable development came into prominence in 1980 and evolved itself as one of the mainstream developmental paradigm by late eighties. Today sustainable development has assumed prominence as an important concept and philosophy to guide economic development and environmental management. To take up the issues of sustainable development, the World Commission for Environment and Development was called upon by the General Assembly of the United Nations to draw up a global agenda for change in our patterns of Environmental use. The report touched the sensibilities of many people on the imperative of sustainable development. Moreover all human activities bring about environmental change, but the expansion of industrial and economic activity has brought the scale of actual and potential harmful impacts to unprecedented levels and intensity. As the pace and scale of environmental damage has increased, social concern has grown in response. This raised the question of appropriate conceptual framework for analyses aiming to take the environment into account through the sustainable development. The idea of sustainable development continues to be the focal point of the environment. Rural

\textsuperscript{8}Ibid., p 16
and Urban interface on different aspects viz., Agriculture, poultry, livestock, urbanization and industrialization has direct impact on the sustainable development. It must include a major transformation of society.

In terms of usage, the concept of sustainability does not possess any single meaning or definition. In order to structure our thoughts and discussions on sustainability, it will be useful to classify in as simple a way as possible. At least five alternative conceptualization can be identified:

1(a). A sustainable state is one in which utility is non-declining through time.

1(b). A sustainable state is one in which consumption is non-declining through time.

2. A sustainable state is one in which resources are managed so as to maintain production opportunities for the future.

3. A sustainable state is one in which the natural capital stock is non-declining through time.

4. A sustainable state is one in which resources are managed so as to maintain a sustainable yield of resource services.

5. A sustainable state is one which satisfies minimum conditions of ecosystem stability and resilience through time.

In the present study, concept related to resource management and their impact on ecosystem has been covered.
Objectives of Sustainable Development

The objectives of the sustainable development strike a balance between short-term interests and long term benefits by conserving all the natural resources of ecosystem. The resource availability, environmental consequences of resource exploitation and the relationship between the environment, poverty and economic change, have given rise to a new approach which seeks to reconcile human needs and the capacity of the environment to cope with the consequences of economic system. This approach is called sustainable development. More categorically the ecological, social and economic objectives of sustainable development can be defined as under:

A) Ecological objectives:
   i. Ecosystem integrity
   ii. Carrying capacity
   iii. Biodiversity
   iv. Global issues

B) Social Objectives:
   i. Empowerment
   ii. Participation
   iii. Social mobility
   iv. Social cohesion
   v. Cultural identity
   vi. Institutional development

C) Economic Objectives:
   i. Growth
2. Equity
3. Efficiency

Scope of Sustainable Development

Sustainable development is a very vast field. With the change in global environment its scope expands to almost all sectors. The basic elements of the study under sustainable development are population stabilization, new technologies/technology transfer, efficient use of natural resources, waste reduction and pollution prevention, integrated environmental system management, determining environmental limits, refining market economy, education, perception and attitude changes (paradigm shift) and social and cultural changes.

Administration and Sustainable Development

Administration is now so vast an area that a philosophy of administration comes close to being a philosophy of life. Administration consists in the systematized ordering of affairs and the calculated use of resources, aimed at making those things happen which we want to happen and simultaneously preventing developments that fail to square our intentions. The role of administration has also been changed with the formation of modern type of institutions, organisation and skills necessary for sustaining modern technological civilization which would grow in the wake of heavy industrialisation.

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Administration, here, has to play crucial role in nation building, man
power planning and human development.

Today, the public administrator dealing with developmental
issues cannot be immune to environmental consideration. The public
administration, directly in charge of environment, has also to promote
sustainable development and to keep his ears close to the ground to
hear rumblings both at home and abroad about what is environmentally
going wrong and where. In fact, it is to the administration to see what
is required and needed at administrative and public level to maintain
the sustainability at all level.

Sustainability means commitment to future whereas
development has various interpretations. Development varies in terms
of its process, objectives, contents and context. Dudley Seers views
development as an inevitably normative concept, almost a synonym for
improvement. But he elaborates the concept of development to
incorporate three issues of poverty, inequality and unemployment,
besides the national income. Hettne interprets development as a
means to strengthen the material base of the state, mainly through
industrialisation while adhering to a replicable pattern. Thus,
industrialisation or at least shift from the agrarian economy to the

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11R Rajmani, 'Sustainable Development: Imperative of Public Administration', (Ed. T.N.
Chaturvedi), The Indian Journal of Public Administration, Vol. XXXIX, No. 3, 1993, pp. 331-
340.
p. 34.
occupations in the secondary and tertiary sectors adds yet another dimension to the development process.\(^{14}\)

As early as 1927, Mahatma Gandhi has warned against indiscriminate industrialisation which destroys nature. Nature is no doubt the proverbial goose that lays the golden eggs for man. but man’s greed to collect all the nature’s golden eggs can destroy the goose itself. Moreover, development for short term gains can have dangerous consequences in terms of destroying, depleting or degrading environment. This can threaten the ‘life supporting system’ of nature on which the entire façade of development is based.\(^{15}\)

Development like road construction, establishment of industries, new housing colonies, construction of dam, tunnels, power houses undoubtedly help in the socio-economic progression of the state. But as a consequence of these developments, degradation of natural resources and ecological imbalances cannot be over sighted. There is a great need of integration of environment and development to achieve sustainable development. As such over all development cannot be achieved unless ecological system is sustained.

Over the years, sustainable development has emerged as a strategy designed to improve the economic and social upliftment of the people. It involves optimum utilization of the natural and human resources of a particular area for the enrichment of the quality of life of the people. The concept of Sustainable Development emerged as an


\(^{15}\)P R Dubhashi, ‘Development and Environment’, Environmental Challenges and the Universities. Association of Indian Universities, New Delhi, 1994, p 100
important theme in the year 1987 all over the globe. The World Commission on Environment and Development (WCED) defined sustainable development as a type of development which meets the needs of the present generation without jeopardizing our ability to meet the needs of the future generations. It would lead to an economic system in which the number of people and the quantity of goods are maintained at some constant level, which is ecologically sustainable over time, and meets at least the basic needs of all members of the population. The strategy to ensure sustainable development has at least four important elements: it has to be ecologically harmonious and economically efficient, and must aim at local self reliance and offer equity with social justice.

Himachal Pradesh has involved in ambitious industrial as well as other development plans. The present form of development leads to the environmental problems which have been treated as externalities. Now there is need to internalize these and treat these as a negative resources. A major fault in the present system is that pollution and ecological degradation are caused by one set of people and clean-up and restoration is done by another set. Both involve heavy expenditure. Administration here plays a judicious role in minimising the negative impact of environmental hazards. The survival is threatened on account of population growth (both human and livestock in rural and

urban areas), resource depletion, pollution, land degradation, general eco-degradation, high energy costs, climate change and high debt burden. This leads to worsening of economic and social conditions and affects health of ecosystems and human beings. "In order to achieve sustainable development, environmental protection constitutes an integral part of the development and cannot be considered in isolation from it" says Principle 4 of Rio Declaration on Environment and Development. Hence, need is felt for the Administration to lay down certain norms for safeguarding the sustainability of resource base for the future generations. In India, the Constitution lays down the foundation of sustainable development through Article 48A and 51A(9) in addition to other policies and laws. Ironically, the efforts made in this direction could not achieved much so far. Being a welfare state, Himachal Pradesh Government has taken up developmental activities viz., afforestation, watershed management, eco-tourism, recycling of waste materials, etc. for making this hilly state eco-sustainable. The public administration is playing a vital role to promote sustainable development and its efforts are supplemented by a number of agencies outside Government. It has been seen that there is still some lacking concern on the part of Government as well as general public that hampers the sustainable development. As sustainable development can be looked at from a variety of perspectives, such as environmental, economic, social, political, cultural and technological, therefore, in the present investigation the aim is focussed on to study the Administration and Rural-Urban Interface for Sustainable Development with reference to Solan district of Himachal Pradesh.
Problems of Sustainable Development in Himachal Pradesh

Sustainable development is a Herculean task especially in difficult terrain of Himachal Pradesh. The exponential growth of people, production, power, place and pollutants are having their impact on the water, air and land cycles of nature to the detriment of mankind. Apart from this, the industries especially are responsible for environmental havoc in the state. One of the reasons for environmental degradation is Government's policy of industrial liberalisation, privatisation and globalization. Presently there are 191 medium and large scale industries and 29,200 small scale units in the state. In the recent past the Government has approved some mineral industries in addition to other, which are directly or indirectly responsible for environmental problems. Rural communities because of their close affinity and interaction with the nature, have direct impact on the natural resources. Due to the growing population pressure and relative poverty in rural areas, the common natural resource like village forests, pastures and ponds face severe threat of degradation. Urban concentrations intensify the deficiencies of housing, transport capacity and food storage and distribution which in turn magnify crowding, noise, insect and rodent populations, air pollutants and street filth. The overall problem is of total management of the resources of the environment viz., solid wastes, slumps, to prevent impairment of health, to promote efficiency and comfort and to safeguard the balance of natural

ecosystem for maintaining the sustainable development. Better management practices are needed for conserving these resources at rural and urban level. There is a need to conceptualize public administration, not in the routine sense of administration, but rather as a dynamic interactional process that engulfs every sphere of societal activity. The administration retains the centre place in politico-administrative set up of the country. In the national workshop on Energy and Environmental issues in Mountain Development held in 1991 at Shimla (HP), it was recommended that urgent steps be taken by all the hilly states to evolve and strengthen the legal and administrative aspects of energy and environmental issues from time to time in order to keep pace with new challenges and complexities that may arise over time.

**Environment Degradation**

Industries and explosive urbanisation trends are some factors among others which are responsible for environment degradation. Rapid growth of population and a revolution of rising expectations sweeping through the population has put tremendous pressure on our natural resources. Development activities further imbalance the ecosystem. Deforestation caused by development processes such as construction of road, colonies, dams, industries particularly mineral,
have great impact on destabilizing environmental order. Heavy increase in motorised transportation due to ever-rising urban population has created conditions of heavy pollution in India. Himachal Pradesh is not far behind in despite its hilly nature. During 2001-02, the nationalized social transport vehicles were 1836.\textsuperscript{24} Whereas, the total vehicle in the Solan district during 2000-01 were 2892 and were responsible for polluting the air. Besides, toxic effects of various ingredients used in industry and discharge from factories such as effluents, gases and solid wastes have created health hazards and polluted the environment. The environmental degradation varies from place to place depending upon the density of population, nature of industry, consumption behaviour of the inhabitants and availability of natural resources in that specific region. Darla area of Solan district where the mining and cement plant of Gujarat Ambuja Cement Limited is situated, has shown great impact on environment of the surroundings. The same is the case with an electronic industry, Himachal Futuristic Communications Limited, established at Chambaghat in Solan which has also caused environmental problem not directly but indirectly.

Selection of Problem

Solan district with the population of 4,99,380 is one of the major industrial centres of Himachal Pradesh. The total small and large industrial units in the district are 2762\textsuperscript{25} which is the highest in any


district of the state. People from different parts of the country are turning to this district due to heavy industrialisation and easy accessibility to the major business centres. In the recent past it has been observed that environmental problems in the district have risen due to two basic reasons i.e. industrialisation and urbanisation. These have clearcut impact on rural-urban interface.

Since 1950s, the primary responsibility for providing basic infrastructure and services in developing countries has rested with the public sector. But, governing elites are immune to the lures of earthly existence and dedicated to serving only the common good. Whereas an important area in public administration is the erection of a supportive scientific structure to enhance scientific understanding and give scientific backing to environmental appraisals - environmental impact assessment etc. Hence, the need was felt to study those aspects of governing elites which are mainly responsible for the deteriorating process of sustainable development. With this idea special interest was taken to study the environmental and administrative problems in the district selecting purposely two development blocks (Solan and Kunihar) in context to the industries, M/s Himachal Futuristic Communication Ltd., Chambaghat (Solan) and M/s Gujarat Ambuja Cements Ltd., Darlaghat (Kunihar). The study of these development blocks on different aspects of administration and rural-urban interface for sustainable development will provide a comparative account of environment related problems in a systematic manner. Though the term environment and sustainable development (subject matter) are very vast and it is very difficult for the researcher
to study all aspects within the stipulated study period and within limited financial resources. Therefore, the main thrust of the study was to find out the causes for un-sustainability as affected by the industries and to recommend the necessary measures for sustainable development. The findings in the shape of a document will add new dimensions to the discipline of Public Administration. It will help the administrators in formulating and executing the policies and plans for future sustainable development. The society as a whole will be benefited from the outcome of the study and will definitely watch the interest of future generations by contributing to sustainable development.