

Political and Executive Governance of Rural water Supply and Sanitation in Haryana: an Overview

Dr. Brij Pal

Head, Department of Public Administration, S.A. Jain (P.G.) College, Ambala city, Haryana, India

*Corresponding Author

Dr. Brij Pal

Email: drbrijpal@yahoo.com

Abstract: Wise utilization of water resources and the proper sanitation has become the need of the hour as the whole world is facing water crises and problem of improper sanitation facilities. The present paper analyzes administrative technical and political organization at national and state level; powers and functions of the officials at secretariat, directorate and local level. An attempt has been made to discuss the disposal of legislative, judicial, financial, technical and other matters.

Keywords: Water Supply, Plans, Administration, Sanitation.

INTRODUCTION

The problem of rural water supply and sanitation is a complex affair and there is need of an appropriate political and administrative set up to tackle it. It is expected that with the help of strong political will and efficient machinery, the problem of rural water supply and sanitation can be resolved and the socio-economic and living standard of the villagers can be increased to a great extent. Present paper is an attempt to discuss the administrative and political organization of Rural Water supply and sanitation at the union level in general and in the State of Haryana particular.

The organization for implementing the programme of water supply in the First Five Year Plan in the States was under the head of Local Development Works and Community Development Works. In 1953, the Union Health Ministry took up the matter with the States and raised various problems faced by them in regard to water supply schemes. As a result, the Union Health Ministry announced the National Water Supply Programme in August 1954 as a part of the health schemes under the Plan and made specific provisions to assist the States in the implementation of their urban and rural water supply schemes. The States and UT governments were also requested to set-up their own Public Health Engineering Departments and were forced to appoint the adequate number of trained personnel. The National Water Supply and Sanitation Committee (1960-61) constituted by the Union Ministry of Health also emphasized the need of independent Public Health Engineering Department in all the States. As a result, many States established their Public Health Engineering Departments[1].

Union Level Organization

The Union Ministry of Drinking Water and Sanitation, formerly under the Ministry of Rural Development as Department of Drinking Water and Sanitation, is presently headed by the Cabinet Minister, Drinking Water & Sanitation. The Accelerated Rural Water Supply Programme (ARWSP) was the first major intervention in the water sector that started in 1972-1973. A Technology Mission on Drinking Water was launched in 1986. In 1991-92, this mission was renamed 'Rajiv Gandhi National Drinking Water Mission', and in 1999, the Department of Drinking Water Supply (DDWS) was formed under the Ministry of Rural Development to focus the attention on drinking water and sanitation. The first major Sector Reform Project (SRP) was started in the same year and later it was renamed as Department of Drinking Water and Sanitation in 2010. In 2011, it was conferred the Ministry status, keeping in view the extreme importance given to the sector by the government. The Ministry of Drinking Water and Sanitation is the nodal department for the overall policy, planning, funding and coordination of programmes of drinking water and sanitation in the country.

The Ministry of Drinking Water and Sanitation at the union level is headed by a union cabinet minister assisted by a state minister. The Ministry is under the direct control of a Secretary, who is assisted by an Addl. Secretary and Financial Adviser in the hierarchy. There are two Joint Secretaries i.e. Joint Secretary (Water Supply) and Joint Secretary (Sanitation). The Joint Secretary (water supply) controls the activities of Directors of (water, Administration & coordination) and Advisers. There is provision of

Deputy Advisor and Under Secretary for water quality, and consultants from UNICEF in the department. Joint Secretary (Sanitation) controls over the activities of deputy advisors and director. Apart from this, three consultants from UNICEF with the help of under secretaries and section officers are working to implement the policies of Ministry.

The Department of Drinking Water Supply (Paya Jal Poorti Vibhag) is mainly responsible for the followings:

- Rural Water Supply (subject to overall national perspective of water planning and co-ordination assigned to the Ministry of Water Resources), sewage, drainage and sanitation relating to rural areas; international co-operation and technical assistance in this field.
- Public co-operation, including matters relating to voluntary agencies in so far as they relate to rural water supply, sewage, drainage and sanitation in rural areas;
- Cooperatives related to the items in this list.
- Coordination with respect to matters relating to drinking water supply projects and issues which cover both urban and rural areas[2].

Administrative Organization in Haryana State

The organization and working of rural water supply and sanitation in Haryana is divided at Ministerial Level to discuss the policy matter; Public Health and Engineering Department and the office of Engineering-in-Chief to discuss the technical matters.

The rural water supply and sanitation programme in Haryana State is implemented by the Public Health Engineering Department (PHED) under the Ministry of Public Health. The PHED is headed by an Engineering-in-chief who is the in-charge of rural water supply and general administration in the state, and also looks after the construction work of toilets in rural areas. Chief Engineer being the in-charge of Urban Water Supply and Sanitation also works for government buildings and governments works. Three superintending Engineers (S.Es.) are assisting the Chief Engineer, one for rural water supply planning and design; another for government and deposit work and third for planning and design of rural water supply works. Superintending Engineers working in the field are in-charges of execution and maintenance of rural water supply and urban works. One SE is exclusively executing the World Bank aided Rural Water Supply Works. Each SE is assisted by Executive Engineers. These include two Executive Engineers working in field investigations of various schemes; one Executive Engineer for ground water development and another for mechanical engineering works.

For the implementation of rural sanitation programme in the State of Haryana, there is a separate wing under the control of a Chief Engineer (Panchayati Raj) in the Department of Panchayats. Chief Engineer is assisted by the Superintending Engineers and Executive Engineers. At the District level, there is provision of Executive Engineer who is assisted by Sub Decisional Officers and Junior Engineers working at the block level[3]

Public Health and Engineering Department in Haryana

It comprises three tier structures having political head at the top, Secretariat and Engineer-in-Chief.

The Political Head

There is Office of the Minister at the apex in the State to get the policies and programmes relating to water supply and sanitation formulated and implemented under Public Health and Engineering Department in Haryana. . Being the political head of Public Health and Engineering Department he is responsible to the State legislature for proper functioning of the department. Matters pertaining to the Public Health Department which are to be submitted for order to the Minister-in-charge are as described here:

Legislative Matters

All matters pertaining to Vidha Sabha questions, resolutions, and motions; such replies to assurances, promises made by the Minister on the floor of the house which are not based on decision already taken by Government or which do not give merely factual information; replies to such questions tabled in Lok Sabha and Rajya Sabha, where information is to be given is not merely and wholly factual; all legislative measures including framing of Acts, Rules thereunder or any amendment therein and all preparation of Draft Bills, issuing of Ordinance, conversion of Ordinances and President Acts into the State; and all cases relating to PAC.

Administrative Matters

Framing of Acts, Amendments and service rules of gazetted and non-gazetted officials; all matters pertaining to Engineer-in-Chief, PWD, Public Health excepting those relating to routine matters like approval of tour programme, casual leave etc; all cases relating to HES-I Class-I officers; Annual Confidential Reports of Administrative Secretary, Engineer-in-Chief, and such other Gazetted Officers as is necessary in accordance with the Government instructions on the subjects; creation of posts; institution or withdrawal of civil or criminal proceedings against Gazetted officers and payment from the State Revenue of damages in suits brought by or against Gazetted Officers; reference to

Vigilance Department of all cases relating to gazetted officers; representations against adverse remarks made by Class-I and class-II officers and such cases of pay fixation of Class-I & Class-II officers; all cases pertaining to disciplinary proceedings against class-I and class-II officers; memorials submitted by the employees that are not withheld by the Administrative Secretary in case of class-I and class-II officers and in the case of class-III and IV staff for Engineering-in-Chief, PWD, Public Health; all cases of appointment/promotion, fixation of seniority, compulsory retirement, confirmation, suspension, reservation, disciplinary action, punishment, re-employment, extension in service, extension of probationary period, cut in pension gratuity, cases relating to postings and transfers of gazetted officers; all cases required to be submitted to the Chief Minister vide rule 28 of the Rules of Business of Haryana; cases relating to acquisition of land; claims of contractors; purchase of tools and plants; schedule of rates and contracts tender; and important cases to be referred to Finance Department and Legal Remembrance.

Financial Matters

Such cases of grant of withdrawal of special/personal pay to gazetted officers generally or to anyone of the particularly as are not otherwise covered by the Rules or government instructions; reports of Public Accounts and Estimates Committee when ripe for final decision; proposals/schemes involving new expenditure; matters involving loss of government stores or money; financial irregularities of serious nature; and waiving off any claim or recovery of substantial amount against an officer of Class-I or II.

General Matters

Any case not mentioned in this annexure which the Secretary may consider important enough for submission to the Minister or which the Minister may himself like to see; all cases to be submitted to the Cabinet or to Chief Minister or to the Governor; important plan scheme; important and policy references received from or made to the Government of India; constitution of Advisory Committees/Boards; important cases involving question of policy or principle not expressly provided for anywhere in this annexure; communications from the Ministers of the Government of India and other important cases involving inter-state disputes; annual administrative reports; delegation of powers to Engineer-in-Chief, Superintending Engineers and Executive Engineers; cases regarding private water connection from the water supply schemes; water supply schemes and drainage and sewerage schemes; and training of gazetted officers in India and abroad as also deputation of gazetted officers to Central and other State governments etc. except such training courses

where necessary powers have been delegated to the Secretary and Joint Secretary/Under Secretary.

Thus, according to this standing order, powers i.e. legislative, administrative, financial and general are given to the Minister of Public Health Department. He is responsible for the new legislations which are to be put on the table of the Vidhan Sabha and to answer the queries regarding water supply[4].

Organization at Secretariat Level

At the Secretariat level, the Public Health Department is headed by Additional Chief Secretary to the Government of Haryana who is from amongst the senior IAS officers. There is provision of Joint Secretary from senior scale, Under Secretaries, Superintendents and other ministerial staff to assist him. There are Assistants, Clerks and Steno to provide clerical assistance in the Secretariat.

The Additional Chief Secretary to Government of Haryana, PWD, Public Health Department is given the following powers:

The cases relating to the HSE Class-I in respect of casual leave and earned leave for 30 days or less except that in the case of Engineer-in-chief, Public Health all concerned leave, or any other leaves will only be sanctioned by the Minister; sanctioning of tour programme/casual leave to Engineer-in-Chief, Public Health; cases relating to recommendation of estimates Committee where the orders of the Minister are not required by the rules; oral examination by the PAC and the Estimates Committee or any other Committee of the legislature except cases where he delegates this work to Deputy Secretary/Joint Secretary; cases regarding budget estimates/supplementary estimates; matters involving loss of Government stores of money; sanction to attendance by Class-I officers in conference seminars, training courses etc. and where the same is/are held either in Haryana or at Chandigarh or at Delhi and does not involve in absence of more than 10 days from the headquarters and which the Engineer-in-Chief, has recommended sanction; review of the meeting of the department; waiving of departmental charges; Public Health and recording of remarks on the ACRs of the Chief Engineer and Superintending Engineers; matters regarding such leave cases of Class-I and Class-II officers which are referred to Government by the Engineer-in-Chief, Public Health; cases of TA beyond 30 days to Class-II officers; cases of Class-I and II officers relating to completion and extension of probationary period; cases not involving any major change in policy; sanctions of reimbursements of Medical and Advances from General Provident Fund and time barred cases of Class-I officers; and exercising of Quasi-Judicial powers of appeals and revision vested

in the State government under various Acts/Service rules.

The Additional Chief Secretary, Public Health Department may submit to the Minister any case which he/she considers important enough for submission to him. Some cases are also disposed of by the Joint Secretary/Deputy Secretary/Under Secretary of Public Health department.

The above mentioned powers clearly show that the Minister is directly responsible for the policy matters and answerable to the questions raised in the Vidhan Sabha. The Additional Chief Secretary, the Joint Secretary and the Under Secretary are empowered for the disposal of administrative matters.

Office of Engineer in Chief

In Haryana, the office of the Engineer-in-Chief is at the apex to dispose of the matters. The State has been divided into circles and each circle office is headed by a Superintending Engineer.

The office of the Engineer-in-Chief is divided into various sections, each under the supervision of a Superintendent or a Deputy Superintendent. The Superintendent is normally required to supervise the work of Assistants and the Deputy Superintendent. The various sections of the office are under the supervisory control of branch officers who may have one or more sections under them and may be Superintending Engineers, Executive Engineers or Registrar. In addition, the Registrar is normally the drawing and disbursing officer in charge of the clerical establishment and routine work of the office. Engineer-in-Chief distributes the work among various sections and branches. However, a clear office order is issued from time to time giving distribution and defining the duties of various Superintendents, Registrar or Branch Officers.

The Engineer-in-Chief is the administrative and technical head of the branch of the Department in his charge, and is responsible for the efficient working of his branch; is responsible to sanction the purchase of live stock and the purchase, manufacture and repair of articles included under the minor head "Tools and Plant" except the purchase of motor vehicles; to convey administrative approval to estimates of expenditure on works in connection with existing residential buildings to meet the requirements of all the departments; power to accord technical sanction to estimate for maintenance and repairs; power to authorize execution of deposit works subject to the rules; full power to sanction the importation of labor by a contractor for employment on contract or piece work and payment of importation charges thereof; and has some power to create posts of

work-charged establishment per month with some conditions.

Powers of the Superintending Engineer

The Superintending Engineer (S.E.) is responsible to the Engineer-in-Chief for the administrative and general professional and technical control of public works in charge of officer of the Department within his circle of superintendence.

He can transfer and post all members of Establishment within his circle, except Divisional Officers, Assistant Engineers, Circle office Superintendent, Circle Head Draftsman and Accountants. S.E. may, however, arrange among themselves, for transfer of non-gazetted establishment not borne on circle cadre, between their respective circles and submit mature proposals to the Chief Engineer for approval. Such proposals may be made in respect of gazetted officers also; shall exercise close supervision over the works of the officers subordinate to him and shall impart instructions from time to time and guidance to them in the discharge of their duties; should ensure that all the periodical reports and returns due to Engineer-in-Chief are submitted in time; is required to write annual report of the Divisional officers working in his circle and his own office establishment and to submit the former along with the RR of the technical staff and his office superintendent to the headquarters office; shall see that the instructions in regard to matter of general administration issued by him or by the Engineer-in-Chief from time to time are faithfully complied with by the officers and officers under him; during his stay at the headquarters of a Division; the SE should with the Executive Engineer concerned, review the position of the divisional accounts and ensure that the records are being kept in good order. He should pay particular attention to the items under various suspense heads like purchase; stock, miscellaneous advances etc., and should also examine the contractor's ledger to see if sufficient effort is being made to clear these items as quickly as possible. In case he notices any serious delay or negligence on the part of the Divisional Staff, he should send a report to the Engineer-in-Chief; and should call a meeting of the representatives of the contractors and labour cooperatives societies, working in a particular Division, at the Divisional Headquarters once in every six months. In this meeting, he should ascertain the upto-date position of running and final bills of the contractors and societies and should give patient hearing to their difficulties which he should try to solve. If any serious points come to the notice of the S.E. during these meetings, he should send a self-contained report to the Engineer-in-Chief[5].

Position of Sub Division Officer

Sub Divisional Officer is mainly responsible: to maintain all initial accounts for expenditure in respect of works in his charge and to submit them every month to the Divisional Office punctually and also take measurements of works and to check measure works, measured by his sectional officer. SDO should remain in constant and close touch with the day to day work of the Sectional Officer and should see that measurements are taken in due time, and got checked. To ensure measurements being checked at the proper time each measurement work should be initialed and dated by the Sub Divisional Officer at intervals not exceeding 3 months; to see that their subordinates thoroughly understand and strictly adhere to the details of the estimates for work on which they are engaged. Detail instructions should be freely and patiently imparted on all points regarding which a subordinate has any doubts and he should be encouraged to ask for information on such points; to report immediately to the Divisional Officer any serious accident or unusual occurrence resulting in serious injury to or death of any person or damage to any work or crop in his charge; to keep a vigilant control over expenditure and to report progress of work periodically as may be ordered by Divisional Officer, or higher authorities; to personally examine all the standard measurement books of the Sub-Division once a year; will personally check all the stores in his Sub Division twice a year, and to exercise proper care over safe custody of the Government cash, etc. stored in the government chest or held as a temporary imprest.

CONCLUSIONS

On the basis of the above discussion, it is clear that the Ministry of Drinking Water and Sanitation, Government of India is at the union level is to provide drinking water in the country. In the state of Haryana, Minister of State is to deal with all the legislative, administrative, financial and general, matters of both the programmes. Office of the Engineer-in-Chief provides technical help and

implements the programmes at the grass root level. The office of the Additional Chief Secretary in Haryana state works as a link between the office of Minister and the office of Engineer-in-Chief. Although the Minister can take advise of the office of Engineer-in-Chief in the technical and implementation matters. The decisions are mostly taken by the top level officials. Proper coordination among the three level of administration i.e., political, administrative and technical can play vital role for better services of water supply and sanitation. Legislature can work effectively by taking into consideration the views of the officials at the lower level. There is enough scope of improvement and strengthening of administrative organization.

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