



MISSION SWACHH PUNJAB - AN OVERVIEW OF ADMINISTRATIVE MACHINERY

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ABSTRACT

This study provides a comprehensive overview of the administrative structure and implementation mechanisms of Mission Swachh Punjab (Swachh Punjab–Swasth Punjab), aligned with the national Swachh Bharat Mission (Gramin) framework. It examines the multi-tier institutional arrangements—from national and state bodies to district, block, and village-level committees—highlighting the collaborative roles of governing institutions, technical units, and community-based organizations. The analysis underscores how departments such as the Department of Water Supply & Sanitation (DWSS), State Water and Sanitation Mission (SWSM), District Water and Sanitation Mission (DWSM), and Gram Panchayats collectively work to achieve Open Defecation Free (ODF) status and sustainable sanitation outcomes. The paper further outlines the financial provisions, monitoring systems, verification processes, and the capacity-building components essential for effective implementation. The study concludes that while Mission Swachh Punjab follows central guidelines, the strong state-level restructuring and coordination mechanisms enable tailored interventions based on Punjab’s socio-administrative context, making community participation, behavioral change, and multi-departmental convergence central to the programme’s success.

KEY WORDS: Mission Swachh Punjab; Administrative Structure; ODF Sustainability; Community Participation

INTRODUCTION

‘India being a developing nation has made remarkable progress in past few decades to register itself as an emerging economy that has made a name on the global platforms. India takes proud in being the largest democracy of the world and after its independence from the colonial rule, the country has taken several developmental steps to transform its society and to uplift the country’s progress through innovative and targeted schemes such as Antyodaya Anna Yojna, Ujjawala Yojna, Swach Bharat Abhiyan, UDAN scheme, National Gramin Awaas Mission, Pradhan Mantri Gram Sadak Yojana, Sampoorna Grameen Rozgar Yojana, Swarnajayanti Gram Swarozgar Yojana, Rashtriya Swastha Bima Yojana, and many more. SBM is the biggest cleanliness drive in the history of the world. Indian Government takes a initiative to change the Sanitary condition of India through this programme.’

Various departments and agencies play a pivotal role for the implementation of public policy but bureaucracy is mainly responsible for the execution of policy with equity, speed and without friction. Okafor (2005), acknowledged the critical role played by the bureaucracy in the development process of any country. He noted that though bureaucratic capacity is not a sufficient condition for development, but for sure, a necessary one. Traditionally, the primary concern of bureaucracies is the enforcement of laws made by the legislature and the policies decided by the political executive. However, bureaucracies (public administration) exert considerable influence in the entire policy process and thus, fulfill a number of key functions in any political system. The most important one are:

1. Basis of government.
2. An instrument for implementing Laws and Policies.
3. Participation in policy formulation.
4. A great stabilizing force.
5. Provides continuity.
6. An instrument of social change and economic development.

Research Methodology

This study adopts a theory-based qualitative research methodology to examine the administrative mechanism of the Swachh Bharat Mission (SBM) in Punjab, grounded in public administration and governance theories such as institutional theory, decentralization, and implementation theory. The research is based entirely on secondary data sources, including books, peer-reviewed journals, government reports, policy documents, official SBM guidelines, Census and National Sample Survey reports, newspapers, and authenticated internet sources such as official portals of the Ministry of Jal Shakti and the Government of Punjab. Content analysis and thematic interpretation are employed to critically analyze the structure, roles, coordination mechanisms, and performance of administrative institutions involved in SBM implementation at state, district, block, and village levels. The study also relates SBM's administrative framework with WASH principles and SDG-6 to assess alignment with national and global sanitation and hygiene goals, ensuring analytical depth and theoretical relevance.

Objectives of the Paper

1. To study the conceptual and theoretical framework of the Mission swachh punjab with reference to public administration and governance theories.
2. To examine the administrative mechanism and institutional structure of SBM in Punjab at the state, district, block, and village levels.
3. To analyze the implementation process of SBM in Punjab in relation to WASH components such as sanitation, drinking water, hygiene practices, and waste management.
4. To assess the role of various stakeholders including government agencies, local self-government institutions (Panchayati Raj Institutions and Urban Local Bodies), NGOs, and community participation in achieving SBM objectives.
5. To suggest policy recommendations for strengthening the administrative mechanism and improving sanitation and hygiene outcomes in the state.

Institutional Framework for SBM-G Implementation

The SBM has a 5-tier structure at the National/State/District/Block/Village level- with National Swachh Bharat Mission (G) – National SBM (G) at the center; the overall planning and implementation is the prerogative of State Water and Sanitation Mission (SWSM), District Water and Sanitation Mission (DWSM), Block Water Mission and Block Sanitation Mission (BSM) and Village Water and Sanitation Committee at the respective levels. But these units are assisted, supported and guided by a whole range of other units/institutions like Program Monitoring Unit & Sanitation Support Organization, Capacity and Communication Development Unit, Support Organizations, Technical Support Units/Cells, Resource Groups, Gram Panchayat, Gram Sabha and Ward Sabha.

Under the new guidelines, four key Ministries have a role to play in implementing the sanitation mission at the **national level**:

- (i) Ministry of Drinking Water and Sanitation for overall coordination which includes the National Resource Centre (National Swachh Bharat Mission Gramin, Communication Cell and M & E Cell)
- (ii) Ministry of Human Resource Development (Department of School Education and Literacy) for school toilets
- (iii) Ministry of Women and Child Development (ICDS) for anganwadi toilets
- (iv) Ministry of Rural Development for individual HH latrines

While in some states PHED was the nodal agency for implementation of Sanitation programs, with Swachh Bharat Mission guidelines, the mandate and overall responsibility is of the **Department of Rural Development and/or Panchayati Raj**. Public Health Engineering Department (PHED) works in coordination with Rural Development Department in the districts for provisioning of rural piped water supply to the panchayats.

National Swachh Bharat Mission (G)

The Swachh Bharat Mission will be set up at the Ministry of Drinking Water and Sanitation. Secretary DWS will be the Mission Director, to be assisted by Additional Secretaries, Joint Secretaries, Directors, Deputy Secretaries and Technical Advisors as is decided by the Government of India from time to time. At the national level, the Mission will have a Monitoring and Evaluation Cell which shall be responsible for carrying out relevant and suitable annual or biannual monitoring exercises of the implementation of the SBM(G) in States, in consultation with other agencies like NSSO, Registrar General of India. The Cell shall be responsible for coordination with States and districts on Monitoring. The Cell shall also monitor the reports and publications brought out by various agencies and organizations regarding the changing sanitation situation in the country. The Cell will also have the responsibility of monitoring the activities of all other Ministries of Government of India and individual States/UTs with respect to the Swachh Bharat Mission. The Cell will work towards developing the SBM(G)-MIS of the Ministry in coordination with the NIC. The Mission will have a Communication Cell that shall prepare and implement the Annual and long term Communication Plan for the Swachh Bharat Mission (G). The Cell will coordinate with the Ministries of I & B, DAVP, DD, AIR, NFDC and other communication agencies on the plan. The cell will also monitor the Communication Plan and

activities of States to ensure commonality of focus and purpose. The National Resource Centre (NRC), a group of experts in various aspects of sanitation and water supply, situated within the MDWS shall be a technical assistance unit to the Swachh Bharat Mission (G).

NATIONAL SCHEME SANCTIONING COMMITTEE

National Scheme Sanctioning Committee (NSSC) will be constituted under SBM(G) for specific periods to approve or revise the Perspective Plan called the Project Implementation Plan (PIP) for the States/districts, and the Annual Implementation Plan (AIP) as and when received the State/UT Governments duly approved by the State Level Scheme Sanctioning Committee (SLSCC) and finalized by the Appraisal Committee.

The constitution of the NSSC shall be as follows:

1. Secretary, Ministry of Drinking Water And Sanitation - Chairperson
2. Special/Additional Secretary/Joint Secretary & Financial Advisor, Ministry of Drinking Water and Sanitation
3. Secretary in-charge of rural sanitation of the State whose proposal is to be considered
4. Joint Secretary in-charge of Sanitation, Ministry of Drinking Water And Sanitation - Member Secretary
5. Two experts on rural sanitation as nominated by the Chairperson.

State Water and Sanitation Mission

As a step towards achieving coordination and convergence among State Departments dealing with Rural Sanitation, Rural Drinking Water Supply, School Education, Health, Women and Child Development, Water Resources, Agriculture, Publicity etc. a State Swachh Bharat Mission (Gramin) [SSBM(G)] - should be set up at the State/UT level. It shall be a registered society under the aegis of the Department/Board/Corporation/Authority/Agency implementing rural water supply and sanitation programme in the State.

While States shall decide on an appropriate structure, there should be an Apex Committee at the State level to aid and advise the State Mission. The Committee should be headed by the Chief Secretary with Secretaries in-charge of PHED, Rural Development (RD), Panchayati Raj (PR), Finance, Health, Information and Public Relations (I & PR) as members. Principal Secretary/Secretary of the Department incharge of Sanitation in the State shall be the nodal Secretary responsible for all the SSBM(G) activities and for convening the meetings of the Mission. Experts in the field of sanitation, hydrology, IEC, HRD, MIS, media, NGOs etc. may be co-opted as members.

The State Swachh Bharat Mission (Gramin) [SSBM(G)], may be located within the implementing Department of the State government with the Minister-in-Charge of the Department as the Chairperson of the Governing Body. The Principal Secretary/Secretary in charge of the implementing Department will be the Vice Chairman and the Mission Director, the Member Secretary.

The SSBM(G) Directorate headed by a senior State level official shall supervise implementation of SBM(G) in the project districts at the State, facilitate convergence mechanism between line departments, ensure preparation of the Annual Implementation Plan for each district as per requirement, consolidate the same into the Annual Implementation Plan of the State, share

and discuss the same with the MDWS/NSBM(G), receive Grant-in-aid from Centre and disburse to the DWSMs/ Zila Parishad/ DRDA as per requirement. States shall provide adequate administrative, technical and support staff for the State Mission. Remuneration of all government 32 employees in the Mission will be borne by the State. The SSBM(G) can engage technical experts as Consultants to be supported under the programme.

The State Level Scheme Sanctioning Committee (SLSSC) is a Committee comprising of representatives of various technical departments, institutions and organizations as decided by the State Government to examine and approve district projects and other proposals of technical nature at the State level. The Committee shall have following members.

- | | | |
|-------|---|------------------|
| i. | Secretary PHED/ Rural Water Supply Department | Chairperson |
| ii. | Engineer-in Chief, PHED/ Rural Water Supply Department | Member Secretary |
| iii. | Representative of Department of Drinking Water Supply, Government of India | Member |
| iv. | Representative of CGWB, State Representative | Member |
| v. | Representative of State and Central Water Commission/ Board | Member |
| vi. | Director, RD | Member |
| vii. | Director, SSA | Member |
| viii. | Director, NRHM | Member |
| ix. | Director, ICDS | Member |
| x. | Representative of State Technical Agency (STA) | Member |
| xi. | Technical Expert from reputed State and/ or National related institutions | Member |
| xii. | Chief Engineer, Planning PHED/ Rural Water Supply Department; | Member |
| xiii. | Director, Water and Sanitation Support Organization | Member |
| xiv. | Any other member nominated by the SWSM keeping coordination issues in view. | Member |

Water and Sanitation Support Organization (WSSO)/ Communication and Capacity Development Unit (CCDU) currently in place for sanitation shall be merged with the SSBM(G). In case drinking water supply and sanitation are being looked after by different departments, the WSSO (Sanitation) may be merged with the SSBM(G).

Accounting arrangements for the SSBM(G) shall be as existed for the SWSM, and as amended by the MDWS and State Government from time to time.

The administrative support component of the SSBM(G) shall ideally consist of the following human resources at a minimum:

- Director: 1
- State Coordinator: 1
- Consultants:
- HRD/Capacity Building Specialist: 1

- IEC Specialist: 1
- M & E Specialist: 1
- SLWM Specialist: 1
- MIS Specialist: 1
- Accountant: 1
- Data Entry Operator: 2

States are to decide on the specializations and emoluments of all Consultants. However, States should keep parity with the emolument structure of other programmes like MGNREGS and NRLM.

District Swachh Bharat Mission

[DSBM(G)] is to be formed at the district level with suitable changes in the existing District Water and Sanitation Mission/Committee (DWSM/C). As the line departments will play catalytic role in implementation of the programme, the role of the District Collector/Magistrate/CEO Zilla Panchayat shall be pivotal.

While States shall decide on an appropriate mechanism, the suggested composition of DSBM(G) is as follows:

- DSBM(G) shall be headed by Chairman of Zila Parishad. The District/Deputy Commissioner/Magistrate/CEO Zila Panchayat shall be the Executive Vice Chairman.
- The members would be – all MPs/MLAs and MLCs of the district and Chairperson of the concerned Standing Committees of the Zila Parishad or their representatives; CEO/AEO of the Zila Parishad; District Officers of Education, Health, Panchayati Raj, Social Welfare, ICDS, PHED, Water Resources, Agriculture, Information and Public Relation;
- NGOs can be identified by the DSBM(G) and co-opted into the Mission as members.
- CEO of the District Panchayat/Parishad; the Executive Engineer of PHED/District Engineer of the ZP/ any other officer approved by SSBM(G) shall be the Member Secretary.
- The Mission shall meet at least once a quarter.
- DSBM(G) should plan and advise on implementation of the SBM (G) in the district with appropriate IEC strategies and convergence mechanisms with all line departments.

District Swachh Bharat Mission Management Committee (DSBMMC)

District Water and Sanitation Committee (DWSC) chaired by the District Collector/Magistrate and comprising of all district level officers of relevant departments and all BDOs/ Block level officer in charge of sanitation, shall be formed and shall meet once a month to plan and monitor the implementation of the Mission. The Committee will carry out regular Block and GP level reviews. The District/Deputy Commissioner/Magistrate/CEO Zila Panchayat shall be the nodal officer responsible for the implementation of the Mission. Remuneration of all government employees in the Mission will be borne by the State. The DSBMMC/DWSC can engage technical experts as Consultants to be supported under the programme.

Accounting arrangements for the DSBM(G) shall be as existing for the DWSM, and/or as amended by the MDWS and State Government from time to time.

At the implementation level of the district, the following human resources shall ideally be ensured in the DSBM(G):

- District Coordinator i/e of SBM(G): 1
- Assistant Coordinator (Tech.) 1
- Consultants:
- IEC/Equity/Social and Behavioural Change
- Communication: 1
- HRD/Capacity Building: 1
- M & E cum MIS: 1
- Technical expert-Sanitation & Hygiene: 1
- SLWM: 1
- Accountant: 1
- Data Entry Operator: 2

States are to decide on the specializations and emoluments of all Consultants. However States should keep parity with the emolument structure of other programmes like MGNREGS and NRLM.

Programme Management at Block Level

The role of Block level intervention in the rural sanitation sector needs to be significantly strengthened to provide guidance, support and monitor sanitation status in GPs. The Block level is the ideal unit for providing support to a GP or a group of GPs. States should finalise the Block level arrangements as per requirements.

Ideally, State may set up a Block Programme Management Unit (BPMU). The BPMU shall work as a bridge between the district and the GPs, and provide continuous support in terms of awareness generation, motivation, mobilization, training and handholding of village communities, and GPs. The BPMU could serve as an extended delivery arm of the District Mission in terms of software support and act as a link between [DSBM(G)] and the GPs/ village communities.

The State Governments are expected to post a Government officer as a full time Block Sanitation Officer (BSO). Till such arrangements are made, the State may designate a senior block level official as the BSO. He may be assisted by a Block Coordinator and a Data Entry Operator engaged on contract who shall be provided emoluments to be decided by States. This Block level arrangement shall be tasked with handholding, supervising and monitoring of the programme and the quality of toilets being constructed and their usage every GP. Social Mobilisers may be needed at the Block level to assist village level workers or Swachhata Sena. States can also set up a sub-block i.e. cluster level units in places where there are a large number of GPs in a Block. A team of Social Mobilisers and/or Swachhagrahis may be engaged for 20-30 GPs. States are to decide on the emoluments of all persons engaged at the Block and Cluster levels.

Capacity building and generating awareness including Triggering demand among the community on various aspects of sanitation will be taken up by BPMUs though the designated

CSO/Swachhagrahis etc. It will also help the GPs in achieving ODF status, sustaining and building on it with effective motivation and low cost management of solid and liquid wastes.

Expenditure towards these personnel may be incurred from the Administrative head of the SBM(G).

Gram Panchayat/ Village Water and Sanitation Committee

The Gram Panchayats have a pivotal role to play in the implementation of the programme. States may decide to channel the fund flow for activities at the GP level through the Gram Panchayat institution. All Institutions and Committees working within the GP framework have to prioritize sanitation within their programmes.

A Village Water and Sanitation Committee (VWSC) may be constituted as a sub-committee of Gram Panchayat, for providing support in terms of motivation, mobilization, implementation and supervision of the programme. The VWSC should play a crucial role in the comprehensive and saturation approach to ODF Grams. The membership of a VWSC may have representation from each Ward of the GP and 6 more members. Women should form 50% of the members. There should be representation from SCs and STs and poorer sections of the society. This committee should function as a Standing Committee on Water and Sanitation of the Gram Panchayat and should be an integral part of the Village Panchayat. The composition and functions of the VWSC can be determined by the State Government.

A separate account where needed may be opened at village/GP level and “Sarpanch/Pradhan” of the GP should be the Chairperson of each VWSC. The Swachh Bharat Funds may be routed through the account of the GP. The account shall be subject to audits held from time to time including Social Audit.

The GPs and the VWSCs shall endeavor to make their GPs ODF and Swachh at the earliest. States should recognize and confer awards to such GPs.

While the participation of the local bodies is advised, there shall be flexibility at the State and district levels to decide on the methodology of the implementation of the programme depending on local conditions and the role that the GPs and the VWSCs shall play.

COMMUNITY BASED ORGANISATIONS/ NONGOVERNMENTAL ORGANISATIONS/ SELF-HELP GROUPS/ SUPPORT ORGANISATIONS

CBOs/ NGOs/ SHGs/ other organizations can have a catalytic role in the implementation of SBM(G). The outreach and ground level connect that such organizations can deliver can be tapped in the Programme to achieve positive results. They can be for active involvement in the IEC activities including in Triggering leading to demand generation and sustained use of the facilities, in capacity building, assistance in construction and ensuring sustained use of sanitation facilities.

Ideally, every GP should have one Support Organization (S.O.) associated with it for assisting in furthering the sanitation programme. The State and district Missions may take necessary steps to provide for an S.O. to each GP.

Awareness generation and information dissemination: These organizations can generate mass awareness of the community against open defecation, hygiene and environmental sanitation, safe drinking water, etc. planning and implementing diverse, effective and multiple evidence based participatory communication strategy.

Capacity building: These organizations can be effectively engaged for capacity building process as National, State and District level Key Resource Centers. After ensuring their credentials and past records, they may be engaged for preparing modules for functionaries (i.e. District Coordinators, Block Coordinators, Cluster Coordinators, BDOs, PRI, grassroots level workers like Swachhagrahis, ASHA, Anganwadi workers, SHGs, PRI, teachers, members of VWSCs, masons etc.

**Financial Assistance for different components
Under SBM (G) Phase-II are in Table No. 1.1**

Components	Financial assistance		
Incentive for construction of IHHLs (BPLs and Identified APLs)	Rs. 12,000/- (including provision for water storage facility for hand washing and cleaning to maintain hygiene)		
SLWM activities	Village size	Financial support	
	Village Level SLWM activities	Upto 5000 population	Solid Waste Management: Upto Rs. 60 per capita. Grey water Management: Upto Rs. 280 per capita
		Above 5000 population	Solid Waste Management: Upto Rs. 45 per capita. Grey water Management: Upto Rs. 660 per capita
	Note:- 1. 30% of this amount will be borne by the GPs from their 15 th Finance Commission grants. 2. Each village can utilize a minimum of total Rs. 1 lakh based on their requirements for both solid waste and grey water management.		
	District level SLWM activities	Plastic Waste Management Unit (One in each Block)	Upto Rs. 16 lakh per unit
		Faecal Sludge Management (FSM)	Upto Rs. 230 per capita
GOBAR-Dhan Projects		Upto Rs. 50 lakh per District	
Community Sanitary Complex (CSC)	Rs. 3 Lakh Note: 30% of this will be borne by GPs from 15 th FC		
IEC and Capacity Building	Up to 5% of the total funding for programmatic components (up to 3% to be used at State/ District levels and up to 2% at Central level)		
Administrative Expenses	Up to 1% of the total funding for programmatic components		
Revolving Fund	Up to 5% of Project outlay subject to max. Rs. 1.5 crore district		
Flexi Funds	The States can use flexi funds as per Ministry of Finance guidelines issued in this regard from time to time for innovations/ technology options at the State level to meet the local needs and requirements within the overall objective of the Scheme.		

Source: SBM-G Guidelines Phase-II pdf. accessed on 24 Sept. 2020.

Table No. 1.1 shows the financial assistance for different components such as toilet construction, solid liquid and plastic waste management, Gobar dhan projects. The table also shows that this financial is provided to the gram Panchayats by government according to their village size. State / UT Governments will have the flexibility to provide higher incentive / additional funding from other sources such as 15th Finance Commission grants, MPLAD / MLALAD / CSR funds or through convergence with MGNREGS or other schemes of the State or Central Governments, etc.

Implementation mechanism of mission Swachh Punjab

Rural sanitation is a state subject in India due to this Punjab government launched the mission swachh Punjab in 2015 under the guidelines of central government and now captain Amrinder Singh government restructured this programme into swachh Punjab swasth Punjab. Department of water supply and sanitation is playing the most prominent role to implement this program.

SWSM is the highest policy making body in this sector. It is chaired by the Chief Secretary and Principal Secretary, DWSS, is the Member Secretary. The other members of the Mission include: a representative of the Department of Drinking Water, MoRD, GoI; Secretaries of other relevant GoP departments and three sector experts. The SWSM will continue to provide policy guidance for the sector and review in line with the guidelines/notifications under which it was established. An Executive Committee (EC) for rural sanitation will be constituted under the SWSM, chaired by the Principal Secretary, DWSS with Head of DWSS as the Member Secretary. The EC membership will include the state departmental heads like health, education, child development and key persons of sanitations sector. The EC should ideally meet once in three months and its role is as follows:

- Develop the strategy for achieving the goal of ODF Punjab, including milestones and timelines.
- Review and approve action plans and financial sanctions for sanitation programs.
- Review progress toward the goal of ODF villages and rural Punjab.
- Facilitate convergence of various programs and projects to accelerate achievement of sanitation goals.
- Constitute task force (as and when needed) for the subject of total sanitation and finalize the modalities of the functioning of the task force.

Department of Water Supply and Sanitation (DWSS) (Head Office):

Head-DWSS Qualifications: The Head -DWSS shall be selected by GOP out of serving/retired Chief Engineers or an IAS officer not below the rank of Special Secretary. Role: The Head -DWSS will be the sole point of contact for the Principal Secretary for all matters related to the Project and for the Principal Secretary. All the unit heads in the headquarters would report to the Head. The roles and responsibilities of the Head of DWSS are presented as follows:

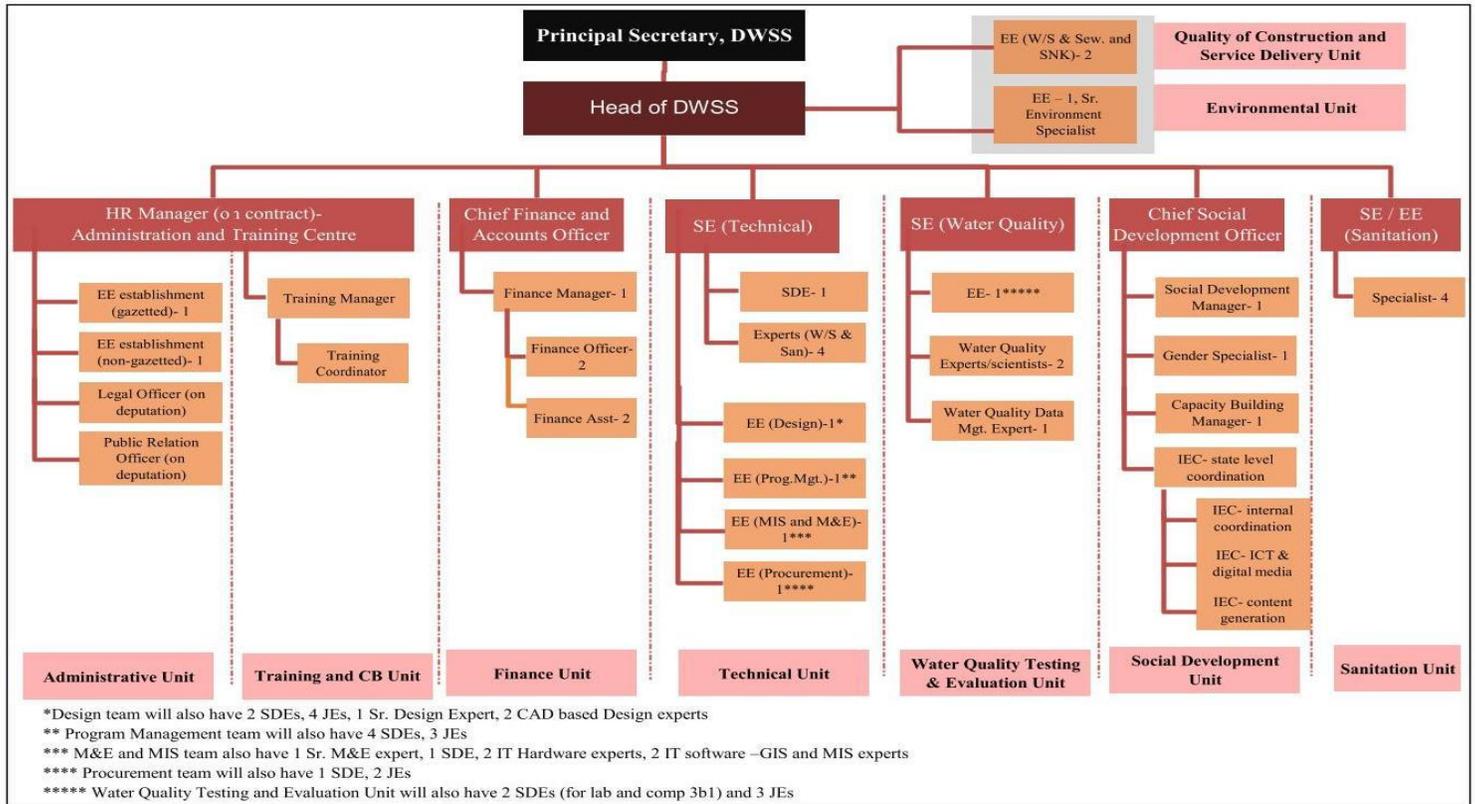
- To act as the administrative and functional head in context of the project.
- To guide, lead and review the performance of the various units in the department such as technical unit, quality unit, etc.

- To co-ordinate with state level stakeholders and liaison with World Bank, Govt. of India.
- To meet of departmental targets set for various programs.
- To ensure smooth functioning and coordination of the activities of the various units and territories within the department for the purposes of achieving the project objectives.

DWSS Structure - State Level - Head Office

Chart-1.1

DWSS Structure - State Level - Head Office



Source: Department of Water Supply and Sanitation Punjab, Patiala

Chart 1.1 shows that the structure of head office of Department of Water Supply and Sanitation Punjab. This department is divided into various units such as Administrative unit, Training unit, Finance unit, Technical Unit, Water quality Testing unit, Social development unit, Sanitation Units the most important unit for the Mission Swachh Punjab. The chart also shows that every unit has specialised staff which is responsible for the implementation of the program.

Functions of Sanitation Unit of Department of Punjab Drinking Water Supply and Sanitation

The Sanitation Unit will be headed by a SE/EE and will focus on working towards the goal of ODF Punjab to compliment SBM-G IHHL and the unit will have the following responsibilities:

- Primary responsibility is to provide strategic direction and be responsible for implementation of the rural sanitation program through district, block, and village level organizations; play a mentoring role; and provide guidance to the district teams on GP level

implementation in line with the overall goal of 100 percent toilet coverage and usage at the collective level. For selected initiatives, especially new approaches and innovations, the SSU can develop models for piloting and approaches for scaling up the activity at district and state levels.

- Continue to update strategy and operational guidelines to facilitate districts, blocks, and GPs in implementation of the sanitation program. Periodic monitoring will be undertaken at district level to ensure quality implementation of activities and suggest remedial measures, if required.
- Identify resource agencies and consultants to support capacity building at different levels.
- Identify and train master trainers and resource persons at state level who can be made available to support districts in building capacity to implement a participatory approach to rural sanitation.
- Under behavior change communication (BCC), identify the broad messages to be communicated for different target audiences and develop materials that can be used for a state-wide campaign.
- Specify and disseminate principles for engaging support organization/individual experts at district level as a part of the District Sanitation Cell.
- Develop guidelines for safe technology options for household sanitation at the state level.
- Monitor results, including behavior change and achievement of ODF status of villages and GPs.
- Develop guidelines for a state-wide competition among GPs, blocks, and districts to be recognized as the cleanest and the modality for implementation of the competition.
- Develop case studies of successful implementation experiences and innovations for cross-learning.
- Appoint an independent verification agency for monitoring utilization of toilet grants to individuals and quality of construction.

Associated Staff:

The SE will be supported by four specialists related to Communication, capacity building, planning and monitoring and technology options etc.

Finance and Accounts:

The Finance and Accounts unit will be headed by a Chief Finance and Accounts Officer (CF&AO), who will be on deputation from the Finance department or on contract. The roles of the unit will be to:

- Guide Divisions and field units in preparing annual plans and budgets •
- Consolidate the state level annual budgets from the division plans
- Consolidate periodic reimbursement claims from all divisions and submit to GoP/ GoI/ World/ Bank
- Liase with GoP for timely release of funds
- Prepare and submit periodic financial management reports, annual financial statements etc.

- Disbursement of salaries and other allowances to staff, payment to Consultancies, Service Agencies etc.
- Be responsible for auditing of Divisions and monitor auditing of GPWSC
- Design and guide implementation of social accountability and transparency framework

Associated Staff:

CF&AO (of the rank of JCFA) will be assisted by 1 FM (Finance Manager), 2 FO (Finance Officer), 2 FA (Finance Assistant), and other support staff. Administrative Unit The role of this unit would be to support the Head of DWSS in his administrative responsibilities as well as handling of legal issues.

Training Unit

The DWSS is planning for a new Training Centre/Institute as a part of the Project. The Director (Training Institute), who will head the unit be the Senior HR Manager (rank of SE). The Director will preferable have sufficient exposure and experience in rural water supply and sanitation sector. The Training Unit will coordinate the activities of regular training as well as development of the new premises for the institute / centre. Specifically the unit will responsible for following activities:

- Develop a Trainer Pool: identify suitable experienced officers and institutions for conducting training sessions on relevant issues.
- Development of technical IEC material and modules etc.
- Prepare a training schedule as per the approved budget and selected training programmes
- Review the post training feedback and recommend improvements in the curricula and methods of imparting training sessions.
- Prepare and review training modules.
- Monitor training costs for the purpose of ensuring services are provided in compliance with department's budget objectives and guidelines.

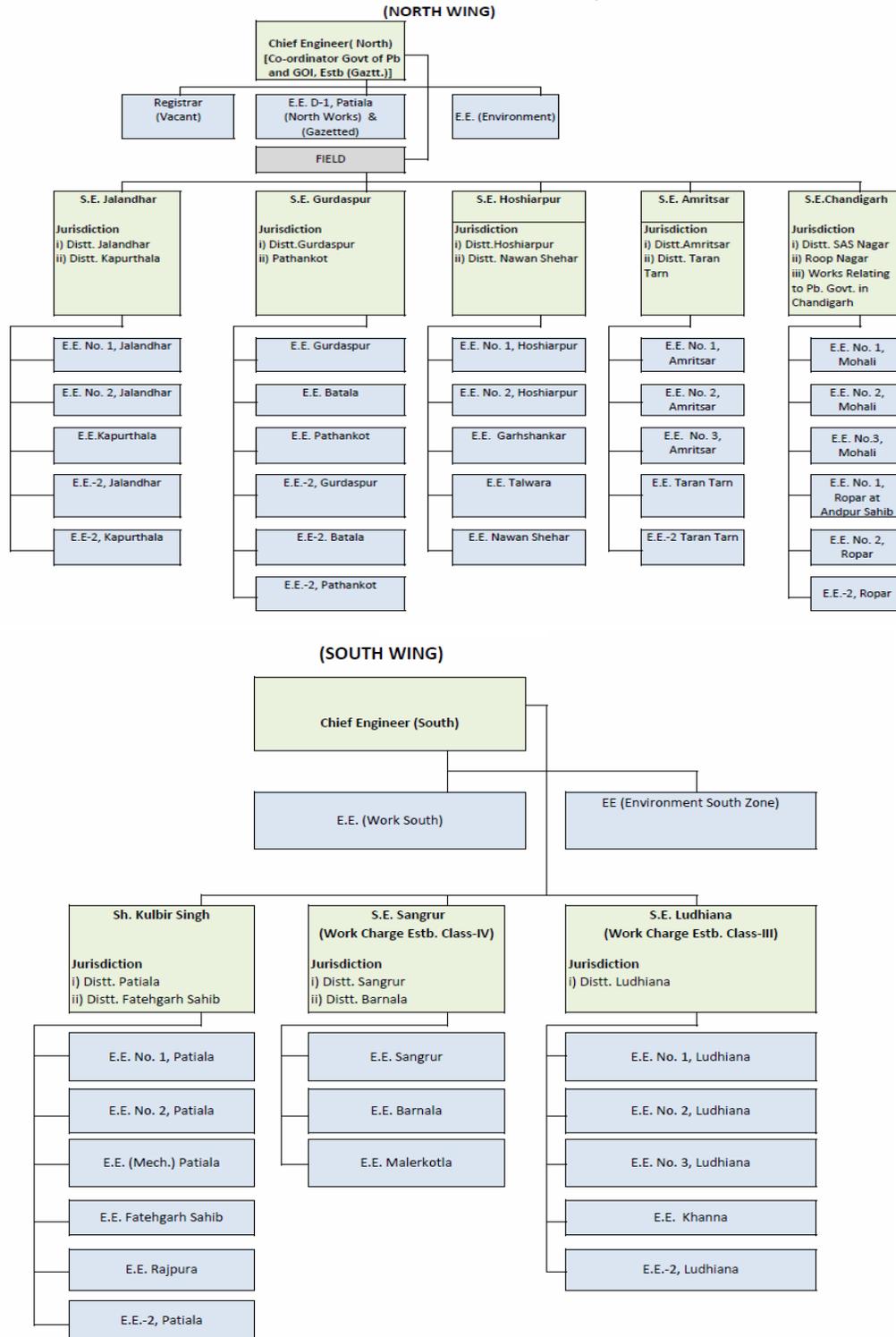
Associated Staff:

The Unit head (Senior HR Manager) will be assisted by 1 Training Manager & 1 Training Coordinator. Training Manager will be assisted by support staff on contract. Guest faculty will also be engaged for training activities and will be provided assistance of support staff.

Zone level:

In the restructured DWSS setup, the three Chief Engineers (CE) will be the head of each of the three zones. Each Chief Engineer will be assisted by 1 EE for operational works. In addition, in each of the three zones, there will be 1 regular EE for Environmental Management assisted by 1 SDE (on contract).

The structure of three Zones is given below in **Chart No. 1.2**



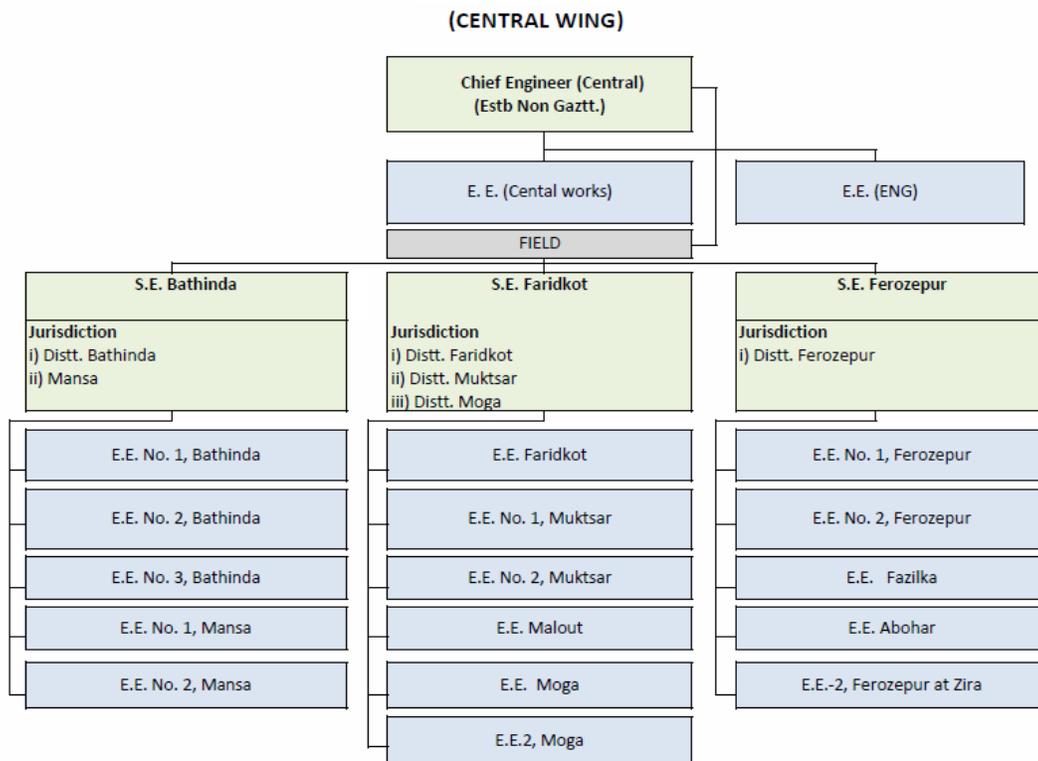
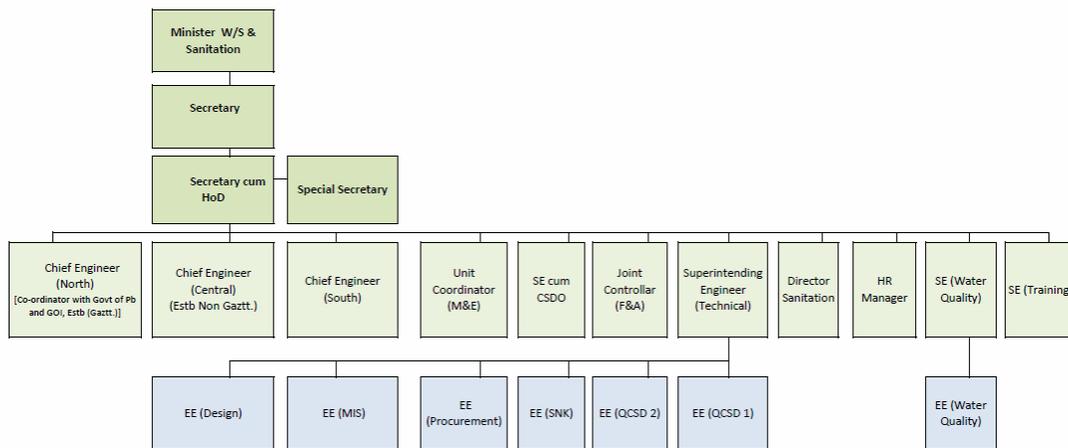


Chart 1.2 shows that the whole Punjab is divided into three wings such as North, South and Central wing. Each wing has one Chief Engineer and other associated staff. Moreover, the districts of Punjab are included into these three wings according to their geographically location. Each district has one executive engineer and one Superintendent Engineer.

Circle level:

In the restructured DWSS setup, the 11 Superintendent Engineer (SEs) will be the head of each of the 11 circles. At the circle level, there will be an Accountant Assistants to assist the Superintendent Engineer in finance and accounts related matters. There would be an Environment Specialist at each circle and will be on contract.

District Level- including District and Division

District Water and Sanitation Committee (DWSC): SWSM's counterpart at the district level will continue to be the District Water and Sanitation Committee (DWSC), chaired by Chairman of the Zilla Panchayat and the Superintending Engineer of the District will be the member secretary. Its other members will include Deputy Commissioner (or his representative), heads of other departments in the district, and representative of NGOs and 3 sector experts. The roles of the DWSC will include:

- Selection of villages for programme implementation
- Approval of District Annual Plans
- Provide an enabling environment including co-ordination with other district level agencies for the implementation of sector programme and achievement of sector objectives
- Coordinate the district-wide ODF campaign and give focused thrust to sanitation

District Level:

One of the Division Engineers in a District will be nominated to be the District Nodal Sanitation Officer under whom the District Sanitation Cell will function. The EE will be responsible for monitoring IEC and sanitation activities in his jurisdiction as follows.

- Implement the sanitation program in the district with the focus of achieving 100 percent ODF status by developing a strategic approach suitable for the district, which includes working with communities and the DWSS.
- Identify and train members of the district/ block resource group and motivators at GP level, provide incentives to resource persons, and motivators based on results.
- Organize and facilitate behavioral change communication and awareness campaigns through interpersonal outreach and mass media channels.
- Continuously monitor program implementation and achievement of community-wide toilet use/ ODF at village level.
- Ensure linkage with related project components Associated Staff for Sanitation: There will be four specialists related to Behaviour Change Communication, Monitoring and Capacity Building etc.

DWSS Division:

The Executive Engineer heading a Division will be responsible for managing the project level activities at the division level in the proposed restructured DWSS setup. The Division is responsible for:

- Achieving the Project development objectives are fully achieved at the division level, in a timely manner,
- Management of sector funds,

- Capacity building of all mission partners,
- Managing statewide IEC campaigns, ensuring appropriate community empowerment and participatory framework,
- Ensuring appropriate procurement practices and high quality of engineering designs and construction,
- Implementing enhanced transparency and disclosure Action Plan, and
- Regular monitoring and evaluation of the sector performance at the division.
- Monitor sanitation activities including progress with respect to achieving ODF status in their villages under their purview. The Division is also responsible for reporting progress to Head of the DWSS through the concerned SE and CE. There would be 1 Divisional Accounts Officer (Finance Officer) supporting the Executive Engineer. In addition, 1 Community Development Specialist will be positioned in each division. For IEC activities, there will be 1 IEC specialist positioned in each division. The SDEs and JEs in the division will be trained on environment aspects and will be responsible for environmental management.

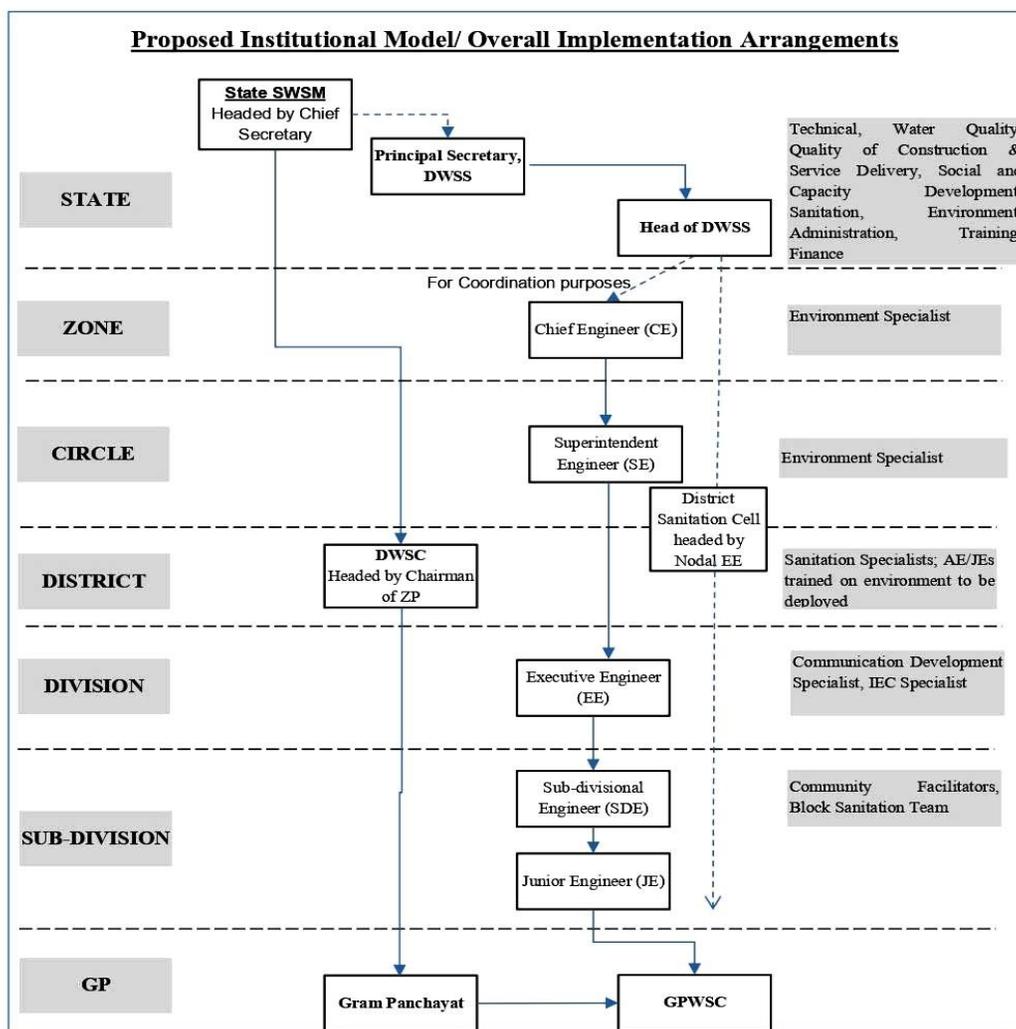
Village Level

GPs will be mainly responsible for seeking project assistance following a self-selection process, constituting a GP level GPWSC representing the user communities and empowering the GPWSCs to take responsibility for project implementation on its behalf. During the post implementation phase, the GPs will monitor the sustainability of scheme operations and ensure that the GPWSCs satisfactorily discharge their O&M management function including levying and collecting user charges from the beneficiaries. For MV schemes, GP will be responsible for payment of bulk water charges to DWSS. GPWSC: GPWSCs have been formed in previous schemes under the first program as standing committee of the GPs. Existing GPWSCs are managing SVS as well as intra village infrastructure in MVS. In the project also, GPWSCs will be formed for new water and sanitation schemes and the existing GPWSCs will continue to function for O&M of schemes. The key functions of GPWSC are:

- Planning, and technology selection
- Partial user financing of capital costs
- Procurement and construction,
- Management and full financing of O&M, including levying and collecting sufficient user charges. The composition of GPWSCs, their functions, and method of selecting members, bylaws, legal framework and relationship with the GPs has been agreed (included in PIP). The project would make vigorous efforts to maximize women's role in the GPWSCs. For Multi Village schemes, Scheme Level Committees (SLCs) which has representatives from participating GPWSCs will perform the same functions. For sanitation/IHHL, at the GP, the forum for interaction will start with the GPWSC. This forum will be used for planning, monitoring and any financial decisions. A Monitoring (Nigrani) committee will be formed from the community members that come forward for attaining ODF, after the triggering events. The GP role is as follows:

- Involve people in awareness campaigns
- Identify natural leaders/resource persons in the village who will take the campaign forward
- Identify masons and suppliers of different sanitary materials. Note – the GPWSC should not construct toilets, this should be done by the household themselves, its role is to facilitate the supply of masons and materials, if required
- Actively participate in outcome based competitions
- Monitor usage at village level At Panchayat level, Swachhdoots/ Community Mobilisers will be engaged to work closely with the panchayat and villagers. The project will encourage the field work to be carried out through NGOs and similar support organizations/ agencies.

The proposed Institutional Framework for the mission swachh and swasth Punjab is given in the **Chart No. 1.3**



Source: Drinking water supply and Sanitation department Punjab, Patiala

Chart 1.3 indicates the institutional mechanism of Mission Swachh Punjab Swasth Punjab. At State level supervised this mission by the Chief Secretary, Principal Secretary and head of DWSS. Moreover, at Zone level, Circle and district headed by Chief Engineer, superintendent engineer and chairman of Zila Parishad. After this, division and sub-division supervised by executive engineer and junior engineer. At grass root level GPWSC is responsible for the success of this program.

Verification for ODF Status

After completion of construction of toilets in the village, the motivators/ along with Nigran Committee should monitor the usage of toilets and patrol the village in the morning for two months and in case some households are still found indulging in open defecation, they may be motivated to stop it. GPWSC should also be motivated to pursue constant usage of toilets to make ODF sustainable. They should also encourage third party inspection of construction and usage of toilets.

Inter Block Cross Verification at District Level

The District Sanitation Nodal Officer in consultation with the Deputy Commissioner should cross verify the ODF status by deputing inter block verification teams. The team may comprise of District Officials, GP representatives, Media persons and representatives of NGOs. After successful verification, the District Sanitation Nodal Officer should recommend the village to HOD, DWSS for declaring it as an ODF village.

Verification by State Head Quarter

The Department of Water Supply & Sanitation should depute inter district cross verification teams comprising of officers from state head quarter, representatives of leading NGO and Media persons . The State Level Teams should visit the villages and cross check the ODF status. After successful verification, the Department of Water Supply & Sanitation should declare the village as ODF and give it wide publicity. The GP should declare it publically by organizing a small celebration in the village. The DC/SDM/Local community leaders and Media should be associated with such celebrations.

Validation by Third Party Verification Agency

DWSS should appoint an independent third party agency to validate outcome (usage) and out puts (construction) on sample basis. Such a sample should not be less than 10% of total villages.

Sustainability of ODF status

The villages declared ODF may slip to non ODF status with the passage of time, therefore, it is crucial that villages declared ODF should be visited once in every quarter at least for one year by the teams to be deputed by District Sanitation Nodal Officer in consultation with the Deputy Commissioner. In case some slippage is detected, the block sanitation teams may be deputed to initiate awareness campaigns to restore the ODF status. The constant monitoring of ODF villages should help to sustain their status and the expected outcome of the program and make this Mission successful.

SUGGESTIONS

1. Strengthen Coordination Mechanisms across All Tiers

Better coordination is needed between State, District, Block and GPWSC levels to avoid duplication and delays. A unified digital dashboard and regular inter-departmental review meetings can streamline communication and accountability.

2. Enhance Technical and Human Resource Capacities

Dedicated technical staff and a State Sanitation Cadre should be established for specialized support. Regular training in IEC, community mobilization and technical supervision will improve overall implementation quality.

3. Strengthen Monitoring, Supervision, and Third-Party Verification

Monitoring should be made more reliable through GIS tracking and geo-tagged evidence. Annual third-party audits and quarterly ODF sustainability checks will ensure accuracy and long-term compliance.

4. Improve Financial Management and Resource Mobilization

Performance-linked budgeting can motivate better delivery at district and block levels. Transparent GP-level dashboards and convergence with MGNREGS, CSR and Finance Commission funds can strengthen financial flows.

5. Strengthen Community Participation Structures

Nigrani Committees, SHGs and Swachhagrahis should be empowered through clear roles and small incentives. Inclusive village sanitation micro-plans with strong women and SC/ST representation will deepen community ownership.

6. Ensure Adequate Recruitment of Staff

There is a need to fill all vacant positions across State, District, Block, and GPWSC levels to ensure smooth programme implementation. Adequate recruitment of trained technical, administrative, and field staff will strengthen service delivery, monitoring, and community engagement under the mission.

Conclusion

SBM(G) is a centrally sponsored scheme but states can implement this programme according to their conditions Ministry of Drinking Water and Sanitation is the nodal agency of this mission at central level. Under this mission Punjab government launched Swachh Punjab Swasth Punjab. In Punjab Drinking Water Supply and Sanitation department is implementing this Programme. Concerned departments are implementing this mission through different channels such as, District Block & Village level. Moreover, NGOs corporate bodies, Motivators, Nigran Committees are playing significant role to execute this mission.

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