



# Sanitation Work with Safety and Dignity

The Garima Story



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# **Sanitation Work with Safety and Dignity**

The Garima Story

PUBLISHED BY

**Housing & Urban Development Department, Govt. of Odisha**

TECHNICAL SUPPORT & KNOWLEDGE PARTNERS

**Urban Management Centre**

January 2024

# Messages

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H&UDD, Government of Odisha

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**DEPUTY DIRECTOR**

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# Mr. G. Mathi Vathanan

PRINCIPAL SECRETARY

H&UDD, Government of Odisha



It is with deep pride that I extend a heartfelt welcome to all readers of this book, taking you on a journey through the transformative Garima Scheme – a compelling testament to social empowerment and human dignity. This narrative illuminates the visionary leadership of our Hon'ble Chief Minister, Shri Naveen Patnaik, pivotal in the conception and execution of a scheme dedicated to ensuring the safety and dignity of sanitation workers. It also stands as a testament to the empowering principles of the state's 5T governance model, magnifying the positive impact on the lives of the most marginalized in our cities. As we look back on the journey that brought us to this important moment, there's a heartfelt commitment to humanity and justice that drives our efforts forward.

In the relentless pursuit of progress in our cities, sanitation workers stand as unsung heroes, toiling behind the scenes to safeguard the health and harmony of our communities. Despite being the backbone of sanitation service delivery, their contributions have been marginalized and stigmatized for generations. It is incumbent upon our society to acknowledge the inherent dignity of every individual, irrespective of their occupation. Implementing a scheme that champions their safety resonates deeply with our core values of compassion and equity.

The Garima Scheme stands as a manifestation of Odisha government's human-centric approach to sustainable and inclusive development. Our strategy unfolds in two dimensions – the provision of sanitation infrastructure and the training of skilled sanitation workers for its operation and maintenance, forming the cornerstone of our enduring sanitation policy.

This book offers a window into Odisha's journey, showcasing our experiences and successful approaches in uplifting the dignity of sanitation workers and bringing positive changes to their lives through socio-economic benefits. I hope fellow policymakers and WASH practitioners can draw insights from our experiences and apply our strategies in their regions. By adopting an inclusive cities lens, we aim to create environments where diverse communities can truly thrive.

I dedicate this book to the unsung heroes, our sanitation workers, who form the backbone of sanitation services, ensuring the functionality of our cities. A heartfelt thank you to our partners, the Urban Management Centre and The Bill and Melinda Gates Foundation, for their invaluable support in bringing this book to fruition. Together, we are committed to crafting a safer environment for those tirelessly maintaining the cleanliness of our cities.

Let us collectively work towards a future where no sanitation worker faces peril, fostering a cleaner, healthier, and more compassionate urban landscape.



## Ms. Sakshi Gudwani

SENIOR PROGRAM OFFICER

Bill & Melinda Gates Foundation

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It gives us great pride to partner with the Government of Odisha in support of the sanitation workers' scheme, Garima.

Given the vulnerability of their occupation, sanitation workers are marginalized. They deserve the same rights and value as any other mainstream profession. It is disturbing that their enormous contributions to society go unnoticed and they are barely recognized for their labour.

The Garima Scheme places a spotlight on the safety and dignity of sanitation workers through tangible actions, aiming to create a conducive environment for them to thrive in their occupation. As we reflect on our partnership with the Government of Odisha in implementing the scheme, it reinforces our shared dedication to equity, humanity and justice.

Since its launch in 2020, the scheme has made significant progress in the last three years, making tangible strides in bringing visibility to sanitation workers and ensuring their occupational safety. This has been accomplished through the thoughtful integration of technology, personal protective equipment (PPE)/ safety devices, and social benefits/entitlements.

This publication is a testament to the dedication of the entire team—grassroots workers navigating challenging conditions, ULB officials, allies of workers' safety, the Government of Odisha, and the Urban Management Centre, to collectively create a safer environment for those who keep our cities clean.



**Ms. Manvita Baradi**  
**FOUNDER & DIRECTOR**

**Ms. Meghna Malhotra**  
**DEPUTY DIRECTOR**

## Urban Management Centre

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**T**he journey of the Garima Scheme has been close to our hearts and we would love to share this book with you. As we embarked on facilitating our continued support to the Government of Odisha in implementing the scheme, we reflected on the urgency with which we need to recognize the underserved sanitation workers who selflessly contribute towards our society.

This publication outlines the conceptualization and implementation of the Garima Scheme, emphasizing the safety and dignity of sanitation workers. Reflecting on the path that led us here, we are reminded of our collective commitment to humanity and justice, fueling our efforts.

The Garima Scheme stands out as an innovative initiative and a distinctive State Administration-driven program dedicated to addressing the concerns of sanitation workers, aligning with the broader vision for the comprehensive development of the state.

Launched in 2020, the scheme has made substantial progress within three years, achieving tangible advancements in visibilizing the workers in the sanitation service ecosystem, and providing them with occupational safety through the design and implementation of technology, PPE, and safety devices.

Amid the rush for progress in our cities, sanitation workers, often overlooked heroes, selflessly contribute to safeguard our communities' health and harmony. Despite being the backbone of sanitation service delivery, their services have been marginalized and stigmatized for generations. As a society, we must recognize the inherent dignity of every individual, regardless of their work. It has been our honor to support the Government of Odisha in implementing this scheme dedicated to their safety, resonating with our core values of compassion and equity.



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1

# Background



**T**he plight of sanitation workers in India, rooted in centuries of social ostracization and stigmatization, highlights the persistent challenges embedded in their circumstances. While they face risks and hazards regularly in their work environment, often with little to no protective equipment, resulting in frequent accidents causing injuries or even loss of life. Although sanitation workers contribute to the local economy, public health and safety, and environmental sustainability, they bear stigma on multiple fronts due to the nature of the work, low wages, low social status, deplorable living conditions, and lack of societal support.

Despite Article 17 of the Indian Constitution, which notes the abolishment of "untouchability" and declares its practice in any form as "forbidden," manual scavenging remains a reality for many. To eradicate this issue, the Government of India (GOI) introduced acts such as the Civil Rights Act, 1955, and the Employment of Manual Scavengers and Construction of Dry Latrines (Prohibition) Act, 1993. However, sanitation workers continued to engage in unsafe, undignified hazardous cleaning even after two decades of such acts coming into play. Recognizing this ongoing issue, the Government of India enacted the Prohibition of Employment of Manual Scavengers and their Rehabilitation Act, 2013 (PEMSR Act, 2013), to ban the engagement of sanitation workers as manual scavengers across the country and focus on their rehabilitation and that of their families. The Act outlines guidelines for conducting surveys to identify manual scavengers and initiate rehabilitation. It also provisions for each identified manual scavenger to be given one-time cash assistance, identification card, livelihood skill training, loan subsidy for alternate livelihood, residential plot/ house/financial assistance to construct a house, scholarship for their children as per the relevant central or state scheme, and legal and programmatic assistance. The Act has established an institutional framework detailing the roles and responsibilities of various implementing authorities and the penalties applicable in case they are found employing workers in scavenging activities.

Due to the taboo and stigma around sanitation work, accurate data collection becomes challenging, leaving the actual number of sanitation workers in India unknown. According to the 2011 Census data on "Socio-Economic Caste," approximately 18,80,657 workers were engaged in sanitation work, and the survey conducted by the Ministry of Social Justice

and Empowerment in 2018 identified 63,246 manual scavengers across 17 states and 172 districts of India. No further surveys have been conducted to update or provide a current count of sanitation workers in the country.

In 2018, a report revealed that approximately five million sanitation workers operate across India, out of which about two million are engaged in urban India. Despite their significant numbers, the workforce remains largely "invisible." Notably, nearly two million sanitation workers are engaged in "high risk" work (Dalberg, May 2021)<sup>1</sup>. Sanitation work that is crucial for achieving SDG 6, i.e., Clean Water and Sanitation for All, poses significant hazards like toxic gas exposure and contact with fecal matter, exacerbated by the informal nature of the profession. This undermines SDG 3, i.e., Health and Wellbeing, and SDG 8, i.e., Decent Work and Economic Growth.

The issues surrounding sanitation workers are fivefold:

- 1. Invisibility of workers in the sanitation service ecosystem**
- 2. Occupational hazards, due to inadequate design of technology, PPE, and safety devices for providing occupational safety**
- 3. Weak enforcement systems due to the high informality of work**
- 4. Lack of financial safety net, wages, insurance cover, risk, and hardship allowances.**
- 5. Lack of social safety nets**

The Government of Odisha, while pioneering several sanitation improvements, recognized the imminent need to ensure the safety and dignity of Core Sanitation Workers (CSWs). Thus, in September 2020, the H&UDD launched the Garima scheme with the technical support of UMC and with support from the Bill & Melinda Gates Foundation.

1 ["Sanitation Workers in India - An urgent call for action, May 2021"](#)

# 2

## Garima Scheme - Sanitation Workers' Safety and Dignity







Hon'ble Chief Minister of Odisha, Shree Naveen Patnaik launching the Garima Scheme in 2020

## 2.1 Historical Context of Odisha Sanitation Initiatives

Goal 6 of the SDGs demands universal access to clean water and sanitation. Within this, Target 6.2 aims at achieving access to adequate and equitable sanitation and hygiene for all and ending open defecation, paying special attention to the needs of women and girls and those in vulnerable situations. Within this context, the Government of Odisha has proactively taken measures to improve the living and working conditions of sanitation workers and their families. In 2011, Odisha became the first state in India to notify an urban sanitation policy and strategy, to strengthen the vision of transforming urban areas into sanitized, safe, and healthy settlements through community-driven processes managed by the ULBs. This policy underwent a revision in 2017, evolving into the Odisha Urban Sanitation Policy (Ousp), broadening its focus beyond Solid Waste Management (SWM) and networked sewer systems. The revised policy addressed shortcomings in both solid and liquid waste management, with a particular emphasis on managing Fecal Sludge and Septage Management (FSSM). The Ousp 2017 envisioned Odisha as open-defecation and open-discharge free, ensuring the safe handling, treatment, and disposal of solid waste, sewage, septage, and liquid waste. This prioritization of the sanitation sector was reflected at the national

level, with the initiation of the Swachh Bharat Mission (Urban) and the Atal Mission for Rejuvenation and Urban Transformation (AMRUT). Over the past two years, the Government of Odisha has increasingly focused on City-Wide Inclusive Sanitation (CWIS) and gender transformative outcomes, prompting a revision of the Odisha Sanitation Policy to not only reflect the inclusive approaches adopted in the sanitation interventions but also incorporate an inclusive lens into its policy framework.



An advisory meeting to conceptualize the Garima Scheme

## 2.2 Conceptualization of the Garima Scheme

Recognizing the pressing need for uplifting the working conditions of sanitation workers and rectifying the longstanding injustices they have endured, the Government of Odisha, led by its visionary Chief Minister Shri Naveen Patnaik, conceived a transformative initiative. Guided by Additional Chief Secretary Mr. G Mathi Vathanan, IAS, the scheme aimed to identify core sanitation workers, enhance their working conditions, and ensure a life of dignity for them.

To achieve this vision, the government collaborated for technical assistance with Urban Management Centre (UMC), an organization deeply engaged in governance and policy. This collaboration resulted in the inception of the Garima Scheme, where "Garima" translates to "dignity" in Odia and Hindi. The scheme's goal is to achieve "zero fatalities of sanitation workers and the creation of an accident-free work environment" in urban Odisha, while fostering an inclusive atmosphere that prioritizes the safety and dignity of sanitation workers.

Introduced under the 5T Governance framework (Transportation, Technology, Teamwork, Time, and Transformation) by the Housing & Urban Development Department (H&UDD), Government of Odisha, the

Garima Scheme garners substantial financial and political support from the state government.

The Garima Scheme is built on a three-pronged approach of providing occupational, financial, and social safety to sanitation workers. To develop the contours of the scheme, the H&UDD formed an advisory committee under the chairpersonship of Mr. G Mathi Vathanan, which included national activist Mr. Bezwada Wilson, convener of Safai Karamchari Andolan (SKA); Mr. Ashif Shaikh from Jan Sahas, a community and survivor-centric nonprofit organization; sector experts from UMC, Prof. Manvita Baradi, Founder-Director, Urban Management Centre and Ms. Meghna Malhotra, Program Lead and Deputy Director, Urban Management Centre, and representatives of ULBs and WATCO. After several rounds of discussion, the components of the Garima Scheme were finalized.

The scheme was launched by the Hon'ble Chief Minister of Odisha, Shri Naveen Patnaik, in September 2020 and is being implemented in all 115 ULBs of the state. A dedicated initial corpus fund of Rs. 50 crore has been assigned to extend financial support for the implementation of the scheme.



**A meeting with govt. officials to discuss the components of the Garima Scheme**

The components of this scheme are categorized into three main areas:

- 1. Technical modalities that address ensuring safe service delivery; setting up ERSUs; and provisioning for PPEs and safety devices.**
- 2. Service benefits that ensure assured minimum wages; risk and hardship allowance; health and life insurance; reduced working hours; health and safety; issuance of caste certificates; post-service and retirement benefits.**
- 3. Social security benefits that assure pucca houses; mobility support; mobile phones; education of children; empowerment of women family members; and livelihood opportunities.**

The first step envisaged under the Garima Scheme was to create a database of sanitation workers through an extensive enumeration covering both formal and informal sanitation workers. The scheme recognizes sanitation workers engaged under five roles: (i) desludging of onsite sanitation systems; (ii) maintenance of sewerage network; (iii) cleaning of drains; (iv) operation and maintenance of Sewage Treatment Plants (STPs) and FSTPs; and (v) cleaning, operation, and maintenance of public and community toilets.





ULB-level committee discussing the formation of the Garima Scheme

## 2.3 Establishing the Institutional Framework for Implementation of the Garima Scheme

### 2.3.1 Formation of committees at 3 levels

The Garima Scheme is implemented and reviewed through the Implementation and Review committees at state, district, and city levels. A total of 30 District-Level Coordination Committees (DLCCs) and 115 ULB Committees have been mandated under the scheme. The technical support teams provide assistance and follow up to ensure that the committee members meet regularly to steer the progress of the scheme implementation and fulfill their responsibilities.

The State Implementation and Review Committee (SIRC) has been constituted at the state level for periodic review, monitoring of implementation of the provisions of the scheme, and coordination with all relevant departments and bodies for the smooth implementation and furtherance of the scheme. The SIRC is chaired by the H&UDD, Government of Odisha and includes members from Labor and Employees State Insurance Department; Odisha Water Supply and Sewerage Board; Finance Department, ST&SC Development & Minorities and Backward Class Welfare Department; Health and Family Welfare Department;

and national- and state-level NGOs.

The District-Level Coordination Committee has been constituted to implement provisions of the Garima Scheme at the district level and is chaired by the District Collector.

The ULB Committee has been constituted at the ULB level under the chairpersonship of the Commissioner/ Executive Officer of the ULB.



ULB-level committee to institutionalize the occupational and financial safety of CSWs

## 2.4 Institutional Support

The Garima Scheme has successfully established convergence with several relevant departments within Odisha to ensure social security and improved health of sanitation workers; for instance, the collaboration with the Labor Department is aimed at recognizing sanitation work as “skilled” and “highly skilled” and thus, to raise the minimum wages. On the other hand, convergence between the H&UDD and the Labor & ESI Department (LESI) was facilitated to pay risk and hardship allowance to skilled workers. Finally, convergence established with the Health Department is aimed at ensuring regular health check-ups and subsidized treatment of workers and their families. The Odisha H&UDD set up the Odisha Urban Academy (OUA) to provide practical training to ULB officials, parastatal agencies, private service sanitation organizations (PSSOs), and CSWs.

3

Components







Enumeration using the SHWAS mobile app at doorsteps

## 3.1 Identification and Recognition of CSWs

### 3.1.1 Digital Enumeration of Core Sanitation Workers (CSWs)

Identifying workers involved in any of the five sanitation roles, whether through formal or informal means, was a crucial first step in implementing the Garima Scheme. While formal workers directly engaged by ULBs or parastatals, as well as those employed through contractors, could be accounted for through camps at ULB offices, the challenge lay in enumerating informal workers, who often remained unseen. Thus, a comprehensive survey of workers at their residences was deemed essential to ensure that all sanitation workers could benefit from the Garima Scheme.

A detailed list of settlements where sanitation workers reside was meticulously compiled across cities. Meetings were conducted with community leaders in these settlements to explain the survey's purpose and ensure the identification of all sanitation workers. To facilitate this process, UMC developed a robust digital tool named SHWAS (Sanitation Workers Health Welfare and Safety), designed to aid digital surveys, conduct quality checks, validate workers, and track entitlement coverage for each validated worker.

The digital survey tool called BMS incorporates a snowballing methodology to ensure comprehensive coverage. The survey tool was broadly divided into four parts: enumeration, quality error flagging, quality check, and validation.

In the pilot phase across six cities (Bhubaneswar, Puri, Cuttack, Berhampur, Sambalpur, and Rourkela), community organizers from the SKA, an organization dedicated to the identification and rights of manual scavengers, were trained and enlisted to conduct surveys. After the surveys were completed, closure meetings were held with each settlement's community to update them and seek their assistance in reaching out to any workers inadvertently omitted from the survey.

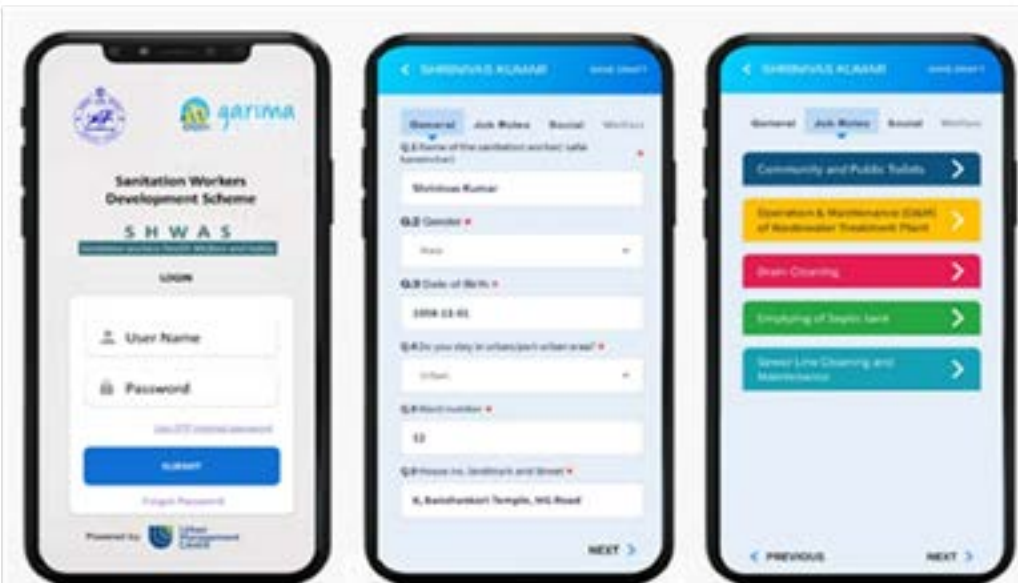
SKA volunteers received training on utilizing the survey tool, coordinating with local authorities, engaging with sanitation worker communities, and raising awareness among community members to encourage survey participation.

Subsequently, the survey was expanded to encompass the remaining 109 ULBs within the state. These surveys were facilitated by Swachh Saathis, who are members of self-help groups (SHGs) enlisted by ULBs to support door-to-door solid waste collection

### BMS Web Portal



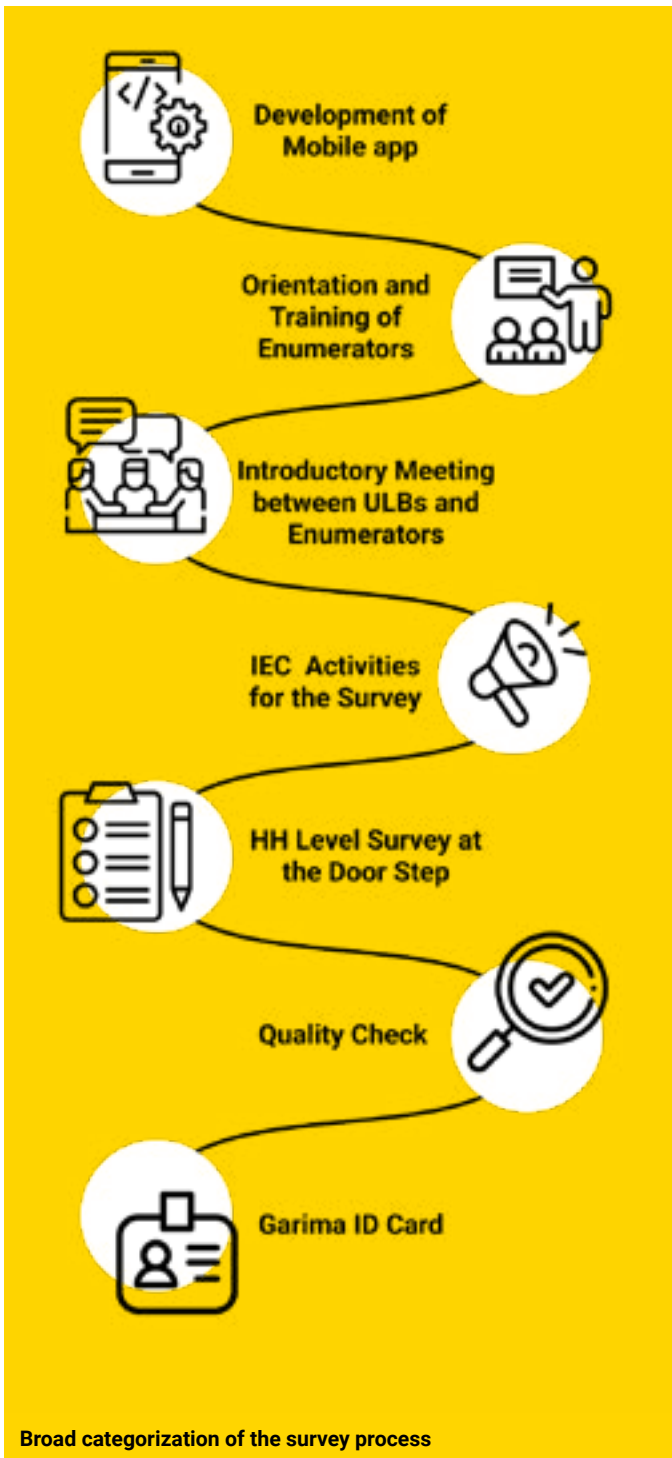
### BMS Mobile Application



BMS web portal and mobile application interface

#### 3.1.1.1 Beneficiary Management System (BMS)

The Beneficiary Management System (BMS) is a platform meant for profiling of sanitation workers where it helps in efficient identification, enumeration and tracking of potential beneficiaries. Vital information like contact details, work-related details, linkage to existing entitlements etc. are collected through the BMS mobile app and stored on the BMS web portal. The system utilizes data-driven methods to accurately pinpoint individuals who qualify for benefits and registers them in the system. Once registered on the platform, it becomes efficient for the system to track, monitor and ensure that the beneficiaries get timely access to entitlements provided by the government under their respective schemes.



initiatives. Recognized as a digitally literate community cadre of the government, Saathis played a pivotal role in the scaling up of the survey.

Garima-TSU established a Technical Support Cell in the six pilot cities as well as at the state department level. Sanitation teams across all ULBs, alongside Swachh Saathis, initiated the enumeration process in every city. Following the completion of the surveys, the compiled lists underwent physical validation by community organizers in each city. Furthermore, validated workers were issued Garima ID cards as part of the implementation process.

### 3.1.2 Setting up Garima camps and provision of Garima ID cards

The Garima ID card holds paramount importance for workers as it confers upon them a formal government-recognized identity, rendering them eligible for a range of entitlements under the Garima Scheme. To facilitate this process, Garima Camps were organized across ULBs.

These camps served as comprehensive hubs for gathering additional information crucial for linking sanitation workers and their family members to





**Ms. Jhunulata Naik and Ms. Laxmi Naik with their work orders as cesspool vehicle operators**

## CASE STUDY

Enumeration and recognition of sanitation workers have empowered them. A notable story is that of Ms. Jhunulata Naik and Ms. Laxmi Naik, who lived in a slum near Bose Campus, SCB Medical College Cuttack, Odisha. Ms. Jhunulata Naik worked as a toilet cleaner in a nursing home, while Ms. Laxmi Naik worked as a temporary cleaning staff at the city's SCB Medical Hospital. They each earned only Rs. 5,000 for 12 hours of rigorous work, with no safety gear or job security.

The TSU team in Cuttack interacted with them over a period of 1.5 years through the Garima ID card camps. Eventually, this continued interaction fostered in them a sense of trust for the team, and they submitted a written application to the Commissioner of the Cuttack Municipal Corporation (CMC) for employment opportunities.

The case was discussed with the Deputy Commissioner for available employment opportunities. A tender procurement for two new 1,500 liter cesspool vehicles was initiated by the

Deputy Commissioner, CMC, who took up the idea to employ two women as cesspool operators, a first-of-its-kind initiative in Odisha.

Ms. Jhunulata Naik and Ms. Laxmi Naik were trained by the TSU team and the ULB to operate cesspool vehicles. They were also educated on the usage of PPE and safe practices for cesspool operation. They were thrilled to take up this new employment.

With the help of the Commissioner, CMC, the TSU team approved the latest highly skilled wage and an additional 15% "risk and hardship" allowance for these workers, as an added incentive. On October 13, 2023, both workers were engaged by the ULB through the Swagat MSHG as cesspool operators and are efficiently working with other members and helping the septic tank de-sludging services to function at CMC. After two months of employment, the two are doing well and drawing a monthly remuneration of approximately Rs.17,000, which is three times what they were earning previously.





**Sanitation workers with their Garima ID cards**

various entitlements. Aadhaar kiosks were set up to assist workers in updating their Aadhaar IDs, bank kiosks were set up to facilitate the opening of bank accounts for workers, and a dedicated health kiosk was set up to record the blood groups of the workers. These initiatives aimed at enhancing the overall accessibility and inclusivity of the Garima Scheme by providing essential services and information to the sanitation workforce.

As of November 2023, 8,595 workers have been provided with Garima ID cards across urban Odisha. A national toll-free number – 14420 – has been established so that new workers entering the workforce each year can reach out to their respective ULBs, where their survey will be conducted.

### 3.1.3 Nominating Garima Supervisors among CSWs

The H&UDD conceptualized the role of “Garima Supervisors” as trained and experienced sewer entry professionals (SEPs) to be engaged as peer monitors who will regularly monitor and report on all mechanical and manual cleaning activities in their respective jurisdictions. Through Garima Supervisors, WATCO Supervisors and Duty Supervisors have gained an enhanced level of oversight in the field.





Sanitation workers receiving Garima ID cards at a Garima camp



A trained and experienced sewer entry professional engaged as a Garima Supervisor





CSWs adorned in their PPE

## 3.2 Occupational Safety

### 3.2.1 Ensuring access to appropriate and adequate PPE and safety devices

Ensuring the safety of sanitation workers is imperative due to the inherent risks associated with their tasks, which include exposure to biohazards, sharp objects, toxic chemicals, and physical hazards. PPE plays a vital role in safeguarding these workers. Essential items such as gloves, masks, goggles, and coveralls provide a protective barrier against direct contact with pathogens and chemicals, mitigating the risk of infections and respiratory issues. Additionally, safety devices such as helmets and reflective vests enhance visibility and protect against head injuries and accidents, especially when working on busy streets. Well-equipped sanitation workers not only safeguard their own health but also contribute to the cleanliness and hygiene of our communities while minimizing occupational hazards.

To optimize the effectiveness of PPE, a rapid assessment study was conducted to understand the requirements of sanitation work, and feedback was sought from the workers. The study delved into

ergonomic considerations such as sweating, fitting, and ease of movement during tasks. It also focused on human-centric and gender-inclusive PPE design, maintenance, and the level of protection offered against various risks and hazards leading to physical injuries. Insights gathered from this study were used to provide valuable feedback to manufacturers for ongoing improvements.

Following consultations with workers, engineers, and PPE manufacturers, the H&UDD released an advisory<sup>1</sup> specifying the PPE requirements for different sanitation roles, including standards and frequency of provision. A standardized uniform for Garima Core Sanitation Workers and Supervisors was designed, building upon the advisory from the Ministry of Housing and Urban Affairs (MoHUA) under the Safaimitra Suraksha Challenge. The UMC team surveyed the market, bringing in PPE manufacturers to modify the designs. Regional vendors have been empaneled for supplying PPE, and a standardized procurement mechanism has been implemented to ensure quality and standardization. A review committee oversees the entire process.

Identification and quantification of PPE and safety

<sup>1</sup> [Advisory - Prohibition of Human Entry](#)



**A drain cleaner in a thigh wader**

devices were based on parameters set by the Safaimitra Suraksha Challenge and the Central Public Health and Environmental Engineering Organization (CPHEEO) calculator. Furthermore, PPE usage is regularly monitored through WhatsApp groups, with geotagged photos and updates on cleaning activities provided by the Responsible Sanitation Authorities (RSAs) of respective cities. This comprehensive approach aims to ensure the continuous improvement of safety measures for sanitation workers.





The Jeevan Jyoti SHG engaged by the Rourkela Municipal Corporation

## CASE STUDY

The Jeevan Jyoti SHG was engaged in the Operation and Maintenance (O&M) of the FSTP at Balughat, by the Rourkela Municipal Corporation (RMC) in 2020. However, earlier the agreement provided no specific guidelines for PPE procurement or usage, only mentioning that PPE may be procured by the SHG and the ULB would reimburse the amount.

It was observed that the team did not have a complete set of PPEs

The ULB issued a tender for comprehensive safety gear and PPE for all core sanitation workers. The items were procured and distributed to all workers, including Jeevan Jyoti members. The RMC team trained the SHG members on the usage and maintenance of the equipment, during the first session of the "Safaimitra Suraksha Challenge." Thereafter, the PPE guidelines were regularized.

"We had moved to sanitation work from our older profession as it seemed like a better financial opportunity at the time. We had limited knowledge of sanitation work. We were not aware of the dangers of sanitation work on our health. Over time with our interaction with the Garima team, we realized that we have made mistakes. We were looked down upon by our communities due to the nature of our work, and today we wear our uniforms (PPE) with pride. It has reduced the frequency of illnesses that we face. We have never had a case of workplace injury or accident. We are thankful to the Garima team and the ULB for their continued effort to reach out to us for feedback and guidance."

Soudamini Meher  
President, Jeevan Jyoti SHG

## COMMAND CERTIFICATE

[Name of the Office.....]

### FOR MECHANISED CLEANING OF SEWER NETWORK

**A: Complaint details**

S.No	Complaint received date	Nature of complaint (Please refer to the specified code as mentioned)	Work No.	Location/Area
1				
2				
3				
4				
5				
6				

**B: Nature of complaint**

Code	Nature of complaint
1	Over-flowing of manholes/sewer lines
2	Blocked sewer lines
3	Repair/maintenance/working of sewer lines
4	Repair/maintenance of sewer lines
5	Frang/tearing of cover lid or any other part of manhole/sewer line
6	Any other (Please specify)

This is to certify that \_\_\_\_\_ [Name of the authorized person] \_\_\_\_\_ [Name of the Municipal Corporation/Service Organisation (PRO)] is hereby authorized to carry out **Cleaning / Maintenance of Sewer Network [WITHOUT HUMAN ENTRY]** at the above stated locations on the mentioned date(s).

This certificate ascertains that a site inspection has been done by the Duty Supervisor (the undersigned) and it has been found that all necessary equipment, safety devices needed for conducting the operation mechanically (without human entry) are available at the site.

The issue of this certificate makes the organisation/individual liable for compliance to the following conditions:

### COMPLETION REPORT FOR CONFINED SPACE ENTRY

#### Mechanical cleaning

Date/Time of Operation: \_\_\_/\_\_\_/\_\_\_ 8:00 PM

ALL INFORMATION MUST BE WRITTEN AND FILLED AT THE TIME OF OPERATION

Site Area/Location: \_\_\_\_\_  
 Name of Duty Supervisor: \_\_\_\_\_  
 Problem identified: \_\_\_\_\_

MEPs: 1) \_\_\_\_\_  
 2) \_\_\_\_\_  
 3) \_\_\_\_\_

Details of entry procedures followed		PPEs used by the MEPs at the site	
	Y	N	
Isolated & decontaminated			Safety Helmet
AD chemical, utility and outlet lines isolated			Safety Goggles
Lockout/Tag out procedures deployed			Particulate Mask with a nose clip
Covers lifted 8 hour prior to entry			Wrist gloves - length 18"
Work area barricaded and O2 sign posted at machine			High ankle length safety shoes with steel toe
			Body protective clothing
			Any other (Please specify)
<b>Safety Devices/ Equipment used (Owned/rented)</b>			
Gully sumpster ( suction machine)			Bandicoot
Hydro jetting machine			Sewer cleaning bucket machine
			Grabber
Rolling Machine with Flexible Street Rods			Any other (Please specify)
Problems resolved: Yes <input type="checkbox"/> No <input type="checkbox"/>			
If no, please mention the reason:			
Please specify the further intervention required:			
<b>Declaration by the PSD</b>			
I have personally documented the above information, monitored the operation and verified that the cleaning operation has been successfully conducted mechanically and hereby, certify that the space is ready to return to service.			
Signature		Date/Time	

### Institutionalizing ERSU through command certification to ensure safe cleaning

## 3.2.2 Institutionalization of Safe Cleaning System

In sanitation work, there are often extreme situations such as when a sewer line or septic tank gets blocked, or the area is inaccessible by machines due to narrow roads, or mechanical cleaning is unable to resolve blockages. Recognizing these situations, Emergency Response Sanitation Units (ERSUs) were established that ensure the provision of a professional, well-trained, motivated, and appropriately equipped workforce for the maintenance and management of sewers and septic tanks. The goal was to eliminate deaths caused by the entry of workers into sewers and septic tanks without proper PPE or training and nonadherence to security protocols at a city level.

In the same light, the Ministry of Housing and Urban Affairs (MoHUA) issued an advisory<sup>2</sup> in 2019 on Emergency Response Sanitation Units (ERSUs) suggesting setting them up at the district level. However, in recognition of practical challenges and the time required to reach out to a Responsible Sanitation Authority (RSA) in case of emergency manual cleaning, the State has established ERSUs at each urban local

body. This decision aims to streamline response times and ensure quicker action during emergencies. Moreover, there might be instances where the RSA might not fully comprehend the situation, making it challenging to grant manual entry permission. Therefore, a Standardized Operating Procedure (SOP) was formulated and disseminated to all 115 Urban Local Bodies. Additionally, a dedicated helpline number, 14420, has been established at each ERSU, and one call operator has been assigned by each ULB to register call requests and facilitate subsequent actions. The entire process of manual cleaning strictly adheres to the ERSU protocol, ensuring the efficient handling of the situations as given above:

Considering the situations, the State has designated Responsible Sanitation Authorities (RSAs) to operate the ERSU as follows:

- 1. In sewer cities such as Bhubaneswar, Cuttack, Sambalpur, Rourkela, and Puri, the General Manager of the Water Corporation of Odisha (WATCO) is designated as the RSA.**
- 2. In non-sewered cities (the remaining 110 cities), the Executive Officer of the ULB is designated as the RSA.**

2 [MoHUA's advisory on ERSUs](#)



**Request from Service Seekers**  
(Citizens, Institutions, Establishments)  
Registered Helpline Number at FSTP



**Receipt of Request**  
Call Operator selected from SHG, records the request

**Sewer & Septic Tank Cleaning**

Call operator will inform the Duty Supervisor to issue command certificate and assign the task to PSSO



**Mechanical Cleaning**  
Duty Supervisor ensures availability of required list of equipment, safety devices needed at work site and assign registered PSSO and trained SEPs for the task



**Manual Cleaning is unavoidable**  
Duty Supervisor conducts a site assessment to determine weather mechanical cleaning is possible or human entry is required



**Issuing of Command Certificate**  
by Duty Supervisor to PSSO or to Desludging Operator (in case vehicle is owned and managed by ULB)



**Submission of Hazard Assessment Report**  
by Duty Supervisor to RSA



**Geo-tagged photo from Mechanical Cleaning Site**  
Shared by PSSO / Desludging Operator



**Written Permission for Manual Cleaning**  
RSA analyse the matter



**Inform Ambulance, Police, Fire Service**  
Duty Supervisor informs Call Operator at 14420 helpline



**Monitoring of Process**  
Duty Officer personally ensures all ERSU protocols are adhered



**Submission of Completion Report**  
by Duty Supervisor to RSA

The process of sewer and septic tank cleaning





A Sewer Entry Professional (SEP) engaged in manual cleaning of a sewer line





**Training for Sewer Entry Professionals in Bhubaneswar and Puri**

### 3.2.3 Training and Setting up a Robust Ecosystem

To ensure the effective and timely implementation of the Garima Scheme, building the capacity of all engaged stakeholders has been a pivotal undertaking. This comprehensive training initiative extends beyond the CSWs, encompassing duty supervisors, 14420 telephone operators, elected officials, engineering staff of ULBs and parastatal bodies, private contractors, and enumerators responsible for surveying workers.

**Training of Enumerators:** The foundation of this training ecosystem began with the training of volunteers from SKA, who conducted surveys in six pilot cities, followed by the training of the Swachh Saathis across 109 ULBs. Close to 1400 Swachh Saathis have been trained across the state for conducting surveys. A live demonstration of the BMS was given to the Swachh Saathis, and the team kept in touch with them through WhatsApp groups and phone calls to clear doubts and address any technical difficulties faced by them.

**Training of Duty Supervisors and Sewer Entry Professionals:** A standardized training curriculum,

grounded in adult learning pedagogies, was developed for duty supervisors and SEPs, considering the semi-literate or illiterate status of many sanitation workers. UMC, with support from WASH-I, conducted SEP training for workers in Bhubaneswar and Puri at the OUA, designated as the nodal agency for statewide CSW training. Simulation models of maintenance holes and septic tanks were utilized for practical demonstration of the use of evacuation and safety devices and to measure gases. As of December 2023, two more such regional training centers have been established at Sambalpur and Rourkela. All these training centers have the requisite PPE and safety devices.

To scale up training efforts, a cadre of master trainers was established. They were selected based on their prior experience in delivering sanitation-related training in Odisha. OUA is conducting a specialized five-day training program for master trainers on "confined space entry for manual cleaning of sewer lines and septic tanks." This program included pre-training assessments and post-training evaluations, covering theoretical knowledge, verbal communication skills, and practical demonstrations. Nineteen participants



**Training for Sewer Entry Professionals in Bhubaneswar and Puri**

– four females and fifteen males – successfully completed the training and are now certified master trainers. They are actively conducting training sessions for SEPs in different regions of the state.

In addition to these trainings, there have been several rounds of training for elected representatives and engineering and sanitation staff of the ULBs.





Pre Assessment being carried out for SEPs in Bhubaneswar and Puri



Training for Sewer Entry Professionals in Bhubaneswar and Puri

"The Garima Scheme is a pioneering initiative of the Odisha government which is a unique State Administration-led program dedicated to addressing the needs of sanitation workers, aligning with the broader vision for the comprehensive development of the state."

**Mr. Sangramjit Nayak,**  
IAS, DMA, and Ex-Officio Additional Secretary  
& Mission Director, Swachh Bharat Mission  
(Urban)

"The Garima Scheme stands as a testament to the Odisha government's commitment to ensuring the safety and dignity of sanitation workers who deserve equitable rights. The scheme's primary objective is to uplift these workers by formalizing and professionalizing their workplace".

**Ms. Durgesh Nandini Sahoo,**  
OAS, Additional Secretary Mission Director,  
Swachh Bharat Mission (Urban)

"Building a robust training ecosystem is not just about imparting skills; it's about empowerment, pride, and creating a culture of safety. In the context of the Garima scheme, our commitment is to transform the lives of sanitation workers whilst ensuring their safety and dignity at every step of their essential service."

**Shantanu Rath,**  
Director, Odisha Urban Academy

"I have worked in the sanitation sector for over 13 years. I moved to the city to support my family.

While working in the field for over 13 years now, after returning from my hometown, I have experienced a strong social stigma, neglect, and invisibility. My family never felt a sense of pride or honor in disclosing the nature of my work to my kin and connections back in my hometown. However, I have always believed in the idea of "work is worship" and have never been embarrassed by my work.

I am very happy to see that in the past couple of years, the society and the government authorities have also recognized the importance of my work and started to give me the desired recognition.

Through regular training and monitoring protocols of the city administration, we are now more aware of our rights and safety precautions."

**Babuli Naik**  
WATCO, Bhubaneswar



Name of the Disease	Frequency of Check-Up	
	Grade-I CSWs	Grade-II CSWs
1 General consultation	Quarterly	Quarterly
2 Chronic skin disease	Quarterly	NA
3 High blood pressure	Quarterly	Quarterly
4 Asthma, bronchitis, or a shortness of breath on exertion	Quarterly	Quarterly
5 Deformity or disease of the lower limbs limiting movement	Quarterly	NA
6 Serious defects in eyesight	Quarterly	Quarterly
7 Lack of sense of smell	Quarterly	Quarterly
8 Back pain or joint trouble that would limit mobility in confined spaces	Half-Yearly	Half-Yearly
9 History of heart disease or disorder	Half-Yearly	NA
10 History of fits, blackouts, fainting attacks	Half-Yearly	NA
11 Meniere's disease or disease involving loss of balance	Yearly	NA
12 Deafness	Yearly	Yearly
13 Claustrophobia or nervous or mental disorder	Yearly	Yearly



**CSW accessing a healthcare service**

### 3.2.4 Ensuring access to government health care services

Sanitation workers face numerous occupational health hazards, manifesting in various reported physical and medical conditions directly linked to their line of work. These include headaches, dizziness, fatigue, asthma, gastroenteritis, cholera, hepatitis, typhoid, eye and skin burns, as well as other skin irritations. Additionally, sanitation workers are susceptible to musculoskeletal disorders, contributing to issues such as back pain, wounds, cuts, trauma, and even fatalities. These occupational hazards are exacerbated by the living conditions of sanitation workers, characterized by inadequate access to Water, Sanitation, and Hygiene (WASH) facilities and poor access to nutritional food.

To ensure that all CSWs undergo health check-ups regularly, the H&UDD issued guidelines with the Health and Family Department of the Odisha government to conduct half-yearly health camps for sanitation workers. An SOP was issued, mapping out the diseases/specialists and tests to be carried out under the NIDAAN Scheme.

The SOP was based on the CPHEEO advisory<sup>3</sup> for ERSUs. The guidelines map out the fitness tests that SEPs have to go through to be declared fit for

manual entry, as well as health issues such as high blood pressure, claustrophobia, asthma, and limited joint movement that should disqualify a candidate from carrying out manual entries in high-pressure environments. A list of specialist consultations for Grade-I and Grade-II CSWs was developed and health check-ups were conducted for all workers. A detailed list with the mandated frequency of consultations is provided in the table below.

Camps are organized in a decentralized manner for full body check-ups of CSWs. Sanitation workers are tagged to their nearest Primary Health Centers (PHCs), and provided with health files and cards, which are used to attach prescriptions and test reports. These documents are placed with the NUHM team and the ULB to monitor the overall health of sanitation workers. If any worker is diagnosed with or suspected of a major health problem, they are then referred to local government hospitals for a follow-up.

These health cards have enabled the government to track regular vaccinations and the health status of sanitation workers. At the same time, it helps workers access their nearest government health centers for seeking health services.

<sup>3</sup> [Advisory for ESRUs](#)





CSWs with a health passbook to enable tracking of their health status

## CASE STUDY

**T**unu Chaudhary works as a sanitation worker under a PSSO in Rourkela. He received his health checkup at the Mahatab Nagar UPHC. The Rourkela Municipal Corporation had also organized specialist checkups by ENT specialists, orthopedic specialists, and cardiologists.

“We received a complete check-up and we were given complete blood tests including a HIV and Hepatitis scan. We were also given tetanus and hepatitis shots. We were given free medicines by the UPHC. There were some sanitation workers who were detected with hepatitis in the screening and were further referred to Rourkela Government Hospital and their entire family received free screening and medication. I have worked in RMC for almost 5 years, and with the launch of Garima Scheme, our schedule of check-ups has been regularized. It is heartwarming to see that our contribution to the city is now recognized and respected.”

Tunu Chaudhary  
Sanitation worker, PSSO Rourkela



Garima Griha constructed for CSWs in Bhubaneswar

### 3.2.5 Garima Grihas: ensuring access to resting lounges for sanitation workers

CSWs deal with hazardous waste in difficult settings, including extreme weather conditions, and are therefore mandated to wear the prescribed PPE. However, initial discussions with sanitation workers revealed that they faced severe challenges due to a lack of washrooms to wash themselves after performing their jobs as well as lack of any dedicated space to store their PPE. Furthermore, they often do not have

access to a decent space to rest between jobs or have their meals. To address these challenges, the H&UDD issued an advisory to establish Garima Grihas in all ULBs. The Garima Grihas serve as restrooms for the workers and consist of seating spaces; facilities to wash, dry, and store PPE; bathing rooms; and toilets. As of now, 33 Garima Grihas have been constructed and are being used by CSWs in five cities in Odisha.

An SOP has been prepared to standardize the design as well as the O&M of these Garima Grihas.



CSWs in resting lounges of a Garima Griha

## CASE STUDY

**G**arima Grihas have been established in all pilot cities and were constructed to provide a dedicated space for sanitation workers to change and bathe after finishing a day of work. The Garima Grihas have air-conditioned rooms, lockers, and washing areas.

“We have worked in sanitation for years. After finishing work, we would change into a set of clothes we brought from home. We relied on community toilets or found private places to change. When we were handed over the Garima Griha, we were amazed that the Garima team had been allotted a wonderful room for our dignity. Now, we start our workday by putting our essentials in our lockers, and at the end of the day, we come to the Garima Griha to wash our uniforms, take a bath, and relax before returning to our homes. Garima Griha has truly given us the dignity we never received. We are thankful to the Garima team who have taken care of our needs.”

Hemanta Kumar Nayak  
Sanitation Staff, WATCO





**Trained and skilled workers engaged in cleaning of sewer line**

## 3.3 Financial Safety

### 3.3.1 Recognising sanitation workers as highly-skilled workers and ensuring increased wages

Sanitation work, by its nature, is a risky and complex occupation. Septic tank cleaners and sewer line cleaners often have to enter into confined spaces with low visibility and lack of oxygen to identify and rectify damages to critical infrastructure or clean sludge deposits accumulated over as long as 15-20 years. The skills and knowledge required for this are highly specialized, even without considering the tremendous hazards they experience while performing their profession. The constant risk of contact with feces and contaminants, falling or drowning, and inhaling hazardous gases that build up in pipes and tanks are recognized in almost all other industries as representing a severe threat to life.

However, despite these risks, no state in India had recognized the profession of sanitation work as "skilled." Consequently, the workers are relegated to receiving minimum wages, with no focus on building their capacity through focused training programs. Minimum wages' provision across other states of India as well as in other hazardous job roles like

mining, construction and sanitation was researched. Sanitation work was not included in the schedule list of employment in the majority of states. Generally, sanitation roles dealing with liquid and solid waste were bundled together as "unskilled labour", without taking into consideration the different skills required to perform the jobs and the variety of hazards involved in each jobrole. Additionally, sanitation workers often do not receive any support or allowances for insurance, healthcare, and counseling. They are also not entitled to any hazard allowances for the high risks they undertake.

While sanitation in India is largely the responsibility of the state urban development departments, the mandate of modifying the Scheduled Employment rests with the state labor departments. The H&UDD advocated with the Labor and Employees State Insurance (LESI) Department of the Government of Odisha to recognize sanitation work that involved directly dealing with fecal matter as "skilled" and "highly skilled" job categories under its Scheduled List of Employment. As a result of this, on July 5, 2021, LESI included sanitation work into the list as a separate item, in accordance with the Minimum Wages Act, 1948, making Odisha the first state in India to acknowledge that sanitation work of this nature requires specific skills.


**ROURKELA MUNICIPAL CORPORATION, ROURKELA**  
E-mail ID - rourkelamunicipality@gmail.com Tele - 0661 2500388 PIN - 769012

No. 7023 dt 27.05.2022

**ORDER**

In pursuance of Notification No.14368 HUD dt 13.08.2021 and Notification no.3940 HUD/ dt 18.02.2021 the manpower engaged for maintenance work of sewerage network /manhole chambers of Koelnagar, Ward No 34,35 under Prabhat Charan Bhol, Outsourcing contractor are hereby allowed to draw High skilled, Grade-I wage rate with 15% allowance of the wages (inclusive of VDA) as "Risk & Hardship allowance" as Core Sanitation worker w.e.f 01.04.2022

By Order of Commissioner



Deputy Commissioner

Rourkela Municipal Corporation

Memo No. 7024

Dt. 27.05.2022

Copy to Sri P.C.Bhol, Manpower Contractor for information and necessary action. He is directed to raise wage bill of sanitation worker at the above revised rate w.e.f 1<sup>st</sup> April '2022. He is directed to make payment of the wages to the workers at the revised rate and submit wage acquaintance roll to this Office at the time of submission of monthly bill.

Deputy Commissioner

Rourkela Municipal Corporation

Memo No. 7025

Dt. 27.05.2022

Copy to Audit Officer/Accountant/Area Junior Engineer for information and necessary action.

Deputy Commissioner

Rourkela Municipal Corporation

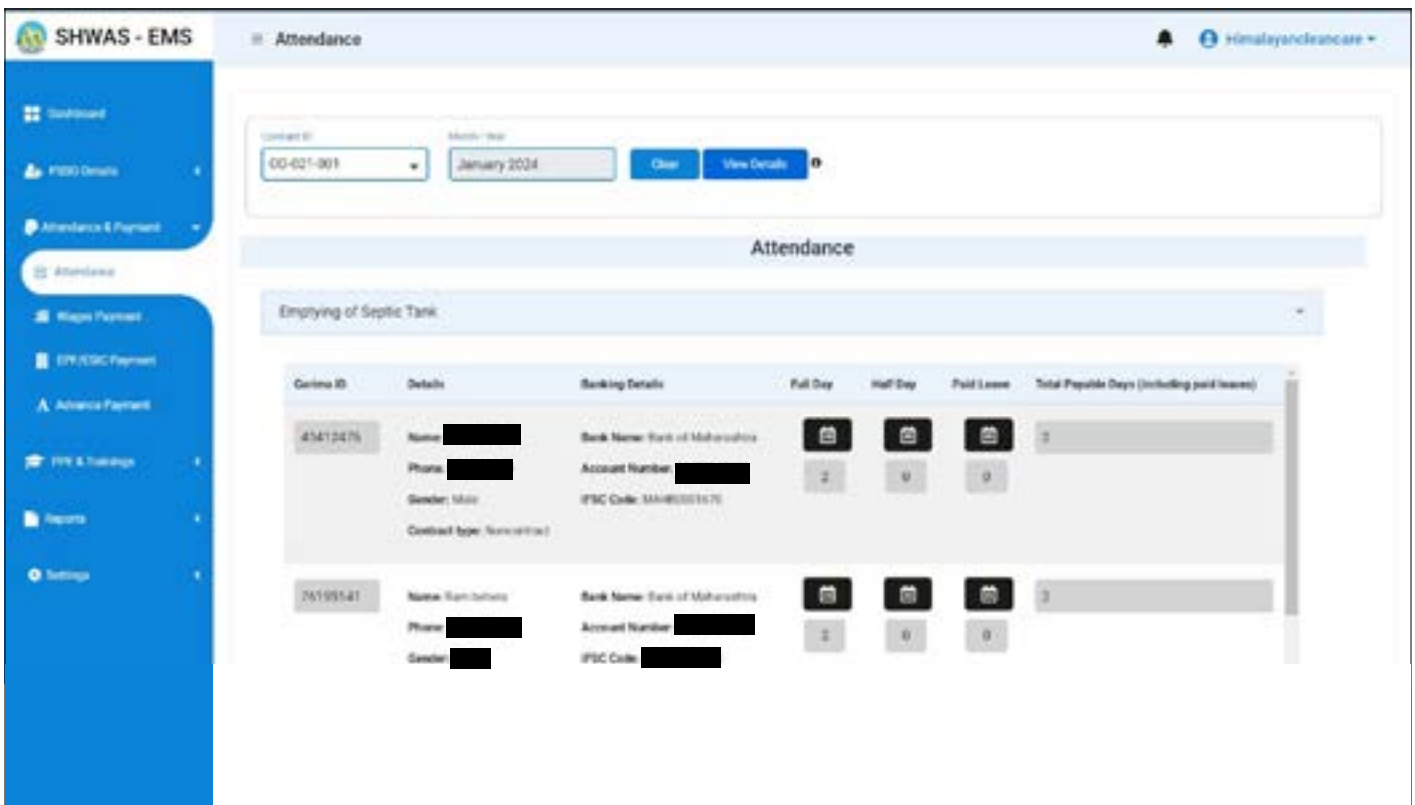
*Received  
Prabhat Charan Bhol*

**Government order of Rourkela Municipal Corporation for paying Grade-I sanitation workers according to the highly skilled pay grade, with 15% "risk and hardship" allowance.**

Before this landmark decision, sanitation workers were entitled to a minimum daily wage of INR 303 as unskilled laborers. The amendment increased the minimum daily wage allowance to INR 483 and INR 423, for highly skilled and skilled CSWs respectively. Subsequently, the minimum wages were further revised to INR 502 and INR 442 per day for highly skilled and skilled CSWs, respectively. Overall, this change in the employment categorization has increased the wages of sanitation workers by approximately 50%.

Recognizing the extreme hazards faced by highly skilled sanitation workers, the H&UDD issued an order to WATCO & PSSOs that both formal and informal highly skilled workers engaged in the cleaning of septic tanks and sewers are entitled to a risk and hardship allowance, amounting to 15% of the minimum wages.





A snap of the Employer Management System interface

### 3.3.1.1 Development and Tracking of Employer Management System (EMS)

To enable ULBs and parastatals to ensure that all employers fulfill their responsibilities toward ensuring the safety of sanitation workers, UMC has developed a digital portal to help track private sanitation service organizations (PSSOs) known as the Employer Management System (EMS). It allows these bodies to:

1. **Ensure accountability and transparency in counting the days of work for CSWs;**
2. **Simplify the process for ULBs and RSA to empanel PSSOs;**
3. **Collect relevant information from employers to ensure compliance with the Garima Scheme;**
4. **Make the compliance process streamlined, transparent, and simple for contractors, workers, and the government; and**
5. **Ensure convergence across the sanitation value chain for sanitation workers' safety.**

The EMS has provisions for registration and empanelment of all employers; tracking attendance of CSWs; enabling payment to CSWs through EMS for monitoring compliance to wage norms, risk, and hardship allowance; tracking of provision of PPE; and training of CSWs.

The attendance feature of the EMS is uniquely designed to capture the number of days CSWs perform their jobs, including half days. This data is used to automatically calculate the minimum wages and the risk and hardship allowance that the CSW is eligible to receive. Further, the EMS enables digital payment of wages directly to the bank account of the CSWs. This will enable ULBs to monitor that all CSWs receive minimum wages and that they are not exploited or underpaid by their employers. After the EMS was tested with PSSOs of five cities in Odisha over a period of three months, the PSSOs reported the benefits and also requested the inclusion of additional features such as a payroll system to enable them to further use the EMS for providing other entitlements to CSWs.



**Grade-I sanitation workers employed by RMC**

## CASE STUDY -

In 2020, around nine members employed by the Rourkela Municipal Corporation were being paid according to the unskilled labor category, calculated based on their attendance. At the time, each person was earning approximately INR 7,000 and had no knowledge about the usage of PPE and safety gear. Moreover, these workers were engaged in the cleaning of old sewer lines in Koel Nagar.

With the launch of the Garima Scheme, Rourkela Municipal Corporation procured suction-cum-jetting machines with help from the District Mineral Foundation (DMF), which changed the quality of work for these nine sanitation workers by mechanizing the cleaning process. They were also provided with a complete set of PPE for their safety. This was followed by the revision in their minimum wages.

Ranjit Das and the other sanitation workers have expressed their happiness with the improvements in terms of safety and reported complete adherence to safety guidelines as instructed by the ULB. Additionally, they noted that the wage revision had improved the quality of their life significantly and given them dignity in their field of work.

“I have been working in this sector for over 10 years. Before working in Koel Nagar, I worked at NIT Rourkela as a sanitation staff. We were treated as unskilled workers due to the nature of our work. I worked under Rourkela Municipal Corporation for 7 years and we were paid Rs.7000 per month. But with wage revision under the Garima Scheme, we are being paid wages of highly skilled workers, with a 15% hike, which adds up to 13,000 to 15,000 rupees, based on the attendance in the said month. This increase in wages has improved the quality of our lives. We are able to give better education to our children. We have also invested in life insurance to secure the future of our family.”

**Ranjit Das**  
Sanitation Staff, Rourkela Municipal Corporation





CSWs upgraded to Cesspool vehicle operators

### 3.4 Ensuring linkages with Social and Financial Entitlements

Sanitation workers, who predominantly come from the most marginalized and underprivileged castes in India, primarily the Scheduled Caste (SC) and the Scheduled Tribe (ST) communities, face social ostracism and often lack fair access to education, health, land, housing, livelihood opportunities, and financial security. Acknowledging the social and financial vulnerabilities as well as discrimination faced by sanitation workers, the Government of India as well as state governments have launched numerous programs and schemes to incorporate social protection measures specifically designed for sanitation workers. However, many of these initiatives remain out of reach for sanitation workers due to a lack of awareness, limited understanding of the process to access these entitlements, and insufficient documentation to avail of the benefits from these schemes.

The Garima Scheme aims to address these gaps and provide CSWs with social security benefits. The analysis of the enumeration data showed a promising penetration of social schemes, particularly towards providing ration cards and Aadhaar cards.

Subsequently, the team identified CSWs who were not

able to avail of the existing social security benefits and focused on facilitating their access to benefits such as food security, Aadhaar cards, the Pradhan Mantri Jeevan Jyoti Bima Yojana (PMJJY), and the Pradhan Mantri Suraksha Bima Yojana (PMSBY). The Garima Scheme also aims to provide CSWs with the following social security benefits: mobile and two-wheeler allowance, food security, Biju Swasthya Kalyan Yojana (BSKY), accidental and life insurance, linkages with microfinance for self-employment, land rights or housing support, and support for education.

The effective convergence between the H&UDD and the Civil Supply Department (CSD) led to the issuance of ration cards for eligible CSWs. Meetings were conducted with Garima Nodal Officers, COs, and the Assistant Civil Supplies Officer (ACSO) in pilot cities to outline the process for collecting necessary documents that would be needed for ration card applications. Access to ration cards made CSWs and their family members eligible for accessing benefits under the BSKY. The Garima State and City teams are working on increasing the quota of ration cards in their cities and districts to absorb all the CSWs left out during the preceding phases of the ration card



Sanitation worker Jhunulata Naik with her Garima ID card

enrolment. The team was also successful in extending other benefits to the CSWs.

In order to ensure secure tenure and a pucca house to CSWs, the H&UDD is making efforts to converge with the Odisha Livable Habitat Mission (OLHM) - "JAGA" Mission., JAGA mission specific data collection

exercise was conducted for all CSWs. aimed at transforming slums into livable habitats, providing all necessary infrastructure and services to slums, and providing land rights to eligible candidates.





Aman Mukhi's Garima ID card

## CASE STUDY

**T**wenty-year-old Aman Mukhi, son of Akshya Mukhi, was a permanent resident of the Balisahi Harijan Basti, Ward No. 10 of the Puri Municipality, Odisha. His father is employed as a sanitation worker in a cremation center (Swarga Dwar). Since his mother passed away 12 years ago when he was just eight, Aman has lived with his sister and father. Owing to financial constraints, in 2017, Aman joined sanitation work to support his family and worked in hotels near the Puri beach.

Under the Garima Scheme, Aman was identified as a CSW in 2021. He was issued the Garima ID Card (ID Number – 25246803), as a CT/PT worker, and was also provided with other facilities by the Puri Municipality.

In 2023, Aman's health deteriorated due to a liver disease, and he was admitted to the Tulasi Hospital in Cuttack, Odisha. Despite the best efforts of the medical staff of the hospital, he passed away on February 25, 2023, after 18 days of rigorous treatment. Swachh Supervisors intimated the incident to the Puri Municipality. The city coordinator of the Garima

Scheme, along with the Swachh Supervisors visited Aman's family to pay their condolences and inform them about the PMJJBY scheme, under which Aman was enrolled. The Swachh Supervisors guided the family through the claims process post the death rituals. First, the death certificate was obtained in coordination with the birth and death registration office. Next, they had a detailed discussion with the manager of the Indian Bank, Mochi Sahi Chhak branch, Puri, where Aman had a savings account. With joint effort and coordination, all the requisite documents were deposited for further processes, including the duly filled claim format by the nominee, death certificate, legal heir document, bank account details and photocopy, Aadhaar and PAN card of the deceased, and the Aadhaar card photocopy of the nominee.

After careful verification, the required information was filled in by the concerned bank manager and submitted to the insurance company for further scrutiny, verification, and approval in June 2023. Life Insurance Corporation of India (LIC), the concerned



**Aman Mukhi's Family**

insurance firm, released INR 2 lakhs in the name of the nominee within 15 days of submitting the claim format.

Aman's father expressed his gratitude to Puri Municipality, the Garima team, and the bank manager for providing great support throughout the entire process and ensuring that the insured money was released.

**"Aman gave consent that he would take care of his sister's marriage, and now this money will be fixed in the name of his sister for her marriage."**

**Aman's Father**



## Office order from the Principal Secretary

### CASE STUDY

The Biju Swasthya Kalyan Yojana, launched by the Government of Odisha, ensures that beneficiaries who hold Ration Cards are eligible for the scheme, which includes beneficiaries covered by the National Food Security Act (NFSA) and the State Food Security Scheme (SFSS). The BSKY cards were distributed by designated Fair Price Shops (FPS) under the Targeted Public Distribution System (TPDS).

During the enumeration, meetings were held in communities where CSWs resided. The survey format of the Garima Scheme captured diverse information, including the penetration of social security benefits and identity cards such as Aadhaar, Ration, BSKY, and Voter ID cards. After the completion of the survey, the Berhampur Municipal Corporation produced a list of CSWs who did not have ration cards issued in their names. The list has been submitted to the H&UDD for additional information and necessary support for further processing.

An office order was released by the Principal Secretary signing of both departments for the issuance of Ration Cards for identified CSWs on a priority basis under the SFSS if they were not covered under the NFSA or the State Food Security Scheme (SFSS). Accordingly, action steps were initiated at ground level to expedite the task.

After this office order was issued, the Garima City Coordinator trained Swachh Supervisors for the door-to-door collection of applications in the presence of the Food Supply and Consumer Welfare (FS&CW) Department officials. Ward-wise CSW lists were handed over to the supervisors.

The Swachh Supervisor collected applications and supporting documents. The applications were scrutinized by the Berhampur Municipal Corporation (BeMC) and handed over to the FS&CW dept. The CSWs were divided into the following categories:

1. Eligible for Ration Card with supporting documents
2. Already have a Ration Card
3. Not interested or not eligible for the Ration Card
4. Not found or left the city

Community Organizers (COs) from the BeMC conducted doorstep verification at the ward level. These checks were carried out as per the mandate of NFSA-SFSA (eligible and non-eligible criteria) and submitted to the FS&CW Department.





**Garima City Coordinator Training Swachh Supervisors**

After completion of all formalities, the application was submitted to the FS&CW dept. They were requested to upload the list of beneficiaries and their family details in the Odisha food portal. The Civil supply dept. checked and entered all data in the portal and finally a Ration card was generated to be handed over to the CSW.

At the end FS&CW dept. processed all Ration cards and handed over to the Berhampur Municipal Corporation under State Food Security Scheme. All CSWs have been enrolled under BSKY to get all kinds of health-related services.

Once the Civil Supply Department had checked and entered all the data on the portal, a Ration Card was generated for the CSW. Finally, the FS&CW Department processed all Ration Cards and handed them over to the BeMC under the SFSS to be distributed to the CSWs. All CSWs have now been enrolled under BSKY and can benefit from all available health-related services.



**Field Verification in Berhampur**



## BERHAMPUR MUNICIPAL CORPORATION

No: 15587

Date: 15.12.22

To

The Asst. Civil Supply Officer(ACSO)  
Berhampur

Subject: Submission of Eligible Core Sanitation Worker(CSW) list for Ration Card as per the NSFA-2013.

Ref: 8315 dated: 9-5-2022 of H&UD dept. Govt. of Odisha.

Madam/Sir,

Inviting reference to the subject cited above as per the instruction of H&UD Dept. Letter no. 8315 dated: 9-5-2022, BeMC have been collected and verified application of Core Sanitation Workers by Community Organizers'(CO). Finally, 88 nos of eligible CSW identified after field verification at field with reference to inclusion & exclusion criteria as notified by FS&CW Dept. and submit the report to the undersigned.

Eligible list of CSW enclosed as above

  
15/12/22

Addl. Commissioner

Berhampur Municipal Corporation

Memo 15588

Dated 15.12.22

Copy submitted to Collector for favour of kind information.

  
15/12/22

Addl. Commissioner

Berhampur Municipal Corporation



Government Of Odisha/ଓଡ଼ିଶା ସରକାର

ଶାସ୍ୟ ଯୋଗାଣ ଓ ଖାଉଟି କଲ୍ୟାଣ ବିଭାଗ



Ration Card/ରେସନ କାର୍ଡ

Ration Card No/ ରେସନ କାର୍ଡ ନଂ [REDACTED] 84

Ration Card Type/ ରେସନ କାର୍ଡର ପ୍ରକାର : ରାଜ୍ୟ ଶାସ୍ୟ ସୁରକ୍ଷା ଯୋଜନା

Head of Household/ପରିବାରର ମୁଖ୍ୟ [REDACTED] KHI

ମୁଖ୍ୟଙ୍କ ଲିଙ୍ଗ	ତାଙ୍କ ସ୍ତ୍ରୀ/ସ୍ତ୍ରୀ କ ନାମ	ତାଙ୍କ ପିତାଙ୍କ ନାମ
ପୁରୁଷ	[REDACTED]	[REDACTED] JKHI

Mobile No/ମୋବାଇଲ୍ ନଂ [REDACTED] 4

NPR Family ID :

Present Address/ ବର୍ତ୍ତମାନ ଠିକଣା

House No. : [REDACTED] 04

Village/Locality : dhanamera ULB : BERHAMPUR MPL

District : GANJAM

FPS Code and Name /ସୁଇଚ୍ ମୁକ୍ତ ମୁଖ୍ୟ ଦୋକାନର କୋଡ୍ ଓ ନାମ :

1125P047-SMT MADHURI BEHERA

Electricity Connection Status/ ବିଦ୍ୟୁତ୍ ସଂଯୋଗ :

Distribution Company : Consumer Number :

Division :

Gas Connection Status/ ଗ୍ୟାସ୍ ସଂଯୋଗ :

Consumer Number : Agency :

Old Ration Card No :

Ration Per Month : ୫ କେଜି ଚାଉଳ (ସର୍ବସାଧାରଣ ପିଛା)



Total Family Members/ପରିବାରର ସର୍ବସାଧାରଣ ସଂଖ୍ୟା : 1

Date of issue of card

07/01/2023

FSCW Department,  
Govt. of Odisha.

Issuing Authority

ଏହି ରେସନ କାର୍ଡଟି ସ୍ୱାସ୍ଥ୍ୟ ପରିଚାଳନା ସମ୍ପର୍କରେ କୌଣସି ସହାୟତା ପ୍ରଦାନ କରୁନାହିଁ ।  
ରେସନ ଓ ବ୍ୟବହାର କେବଳ ଅନ୍ୟାନ୍ୟାନ୍ୟ ଦ୍ରବ୍ୟ ଆରମ୍ଭ ଅନୁଯାୟୀ ବ୍ୟବହାର କରାଯିବ ।

Sample Ration Card





Wall painting to educate about 14420 helpline number

### 3.5 Sensitizing the citizen workers, citizens at large and decision makers (IEC, awareness)

Information, Education and Communication (IEC) is critical in fostering a safety-conscious culture among sanitation workers and ensuring effective communication to safeguard their well-being. Additionally, it can also address and dismantle caste biases among citizens concerning sanitation workers and highlight their critical role in keeping our communities clean and healthy.

The key IEC messaging for different target groups was as follows:

The Urban Management Centre supported the H&UDD, Govt. of Odisha, to create several collaterals ranging from short videos, posters, public announcements, wall paintings, etc. These collaterals have been disseminated by the H&UDD and ULBs of Odisha through various social media platforms, government gatherings, LED screen display boards etc.

#### Sanitation Workers

Their rights; the PEMSAR Act 2013,  
Benefits of the Garima Scheme  
Educating them on the importance of wearing PPEs

#### Citizens

Their responsibility in ensuring safety of workers engaged in desludging their septic tanks  
14420 toll free number to access sanitation services from the government  
Critical role that CSWs play in keeping their habitats clean and healthy

#### Decision Makers

Critical role that CSWs play in keeping their habitats clean and healthy  
Establishing the toll free 14420 number.

“Rourkela Municipal Corporation (RMC) did massive IEC campaigns for the Garima Scheme and 14420 toll-free numbers.

We had the opportunity to interact with ULB officials through events and awareness campaigns by RMC. We were made aware of the dangers of manual septic tank cleaning by the ERSU films projected on LCD screens and RMC social media handles.

Prior to the launch of the 14420 toll-free number, we had to contact the contractor directly but sometimes they would deny giving us service based on payment or on the location of the septic tank. But as the ULB closely monitors the complaints received on toll-free numbers and direct walk-ins, they follow up on the status of the complaint.

Our house had a very narrow access road. The RMC contractor with a larger vehicle was not able to desludge our septic tank, so RMC sent a smaller vehicle of 1000L.

We are satisfied with the service delivery of the RMC and we realize our duties as citizens to ensure safe liquid waste management and empathy towards sanitation workers.”

**Annapurna Mallah**  
A resident of Rourkela

Zindagi Bula Rahi Hai



Khabar Rahe



Tutorial ERSU



Films produced by UMC as part of IEC Campaigns under the Garima Scheme



## Films

### ERSU Film

This film explains the importance and the process of setting up an ERSU and suggests steps to be taken by various ULBs, district and parastatal officials to ensure smooth functioning of ERSUs. Available in Hindi and Odia with English subtitles.



### Khabar Rahe

This film is aimed for citizens' awareness on the safety of sanitation workers. This drama-based film gives the message to seek desludging services from the ULB only by calling the toll free number- 14420. Available in Hindi and Odia with English subtitles.



### Zindagi Bula Rahi Hai

This film is aimed at sanitation workers and encourages them to use the PPE provided to them. The film is also used as an aid to explain sanitation workers the importance of wearing PPE for improved safety and captures the process of donning, doffing, cleaning, storing and disposing the PPE safely. Available in Hindi and Odia with English subtitles.



### Shwaas: Visibilising the Invisible

This film explains the process of digital enumeration undertaken under the Garima scheme and captures lessons that can be replicated by other states. Available in English subtitles.





## Posters

Several posters were prepared specifically targeting CSWs, with an intent to serve as constant reminders on safe and healthy practices - and encourage them to adopt such practices at the workplace. These posters cover messages on the prohibition of manual scavenging, PPE required to be worn during mechanical cleaning, processes to be followed during confined space entry, and the dos and don'ts while donning and doffing PPE.

These posters have been put up at relevant areas in the Garima Grihas. For instance, the poster on PPE to be worn during cleaning has been put up in the locker room where workers change before going to work. Similarly, the poster on doffing a PPE is put at the PPE washing area where the workers clean themselves once they return from work.



A wall painting depicting the do's and don'ts during sanitation work

## Wall Paintings

- Enumeration under Garima
- Entitlements and benefits under Garima
- Ban on manual cleaning under the PEMSR Act, 2013



# 4

# Scale-Up





An exposure visit for the govt. of Tamil Nadu hosted by Odisha

The success of the Garima Scheme has created a valuable learning platform for not only other state governments but also the Central government and other national and international agencies. The H&UDD, with the assistance of UMC, organized learning sessions and exposure visits on the Garima Scheme, including meetings and implementation site visits at various relevant locations.





A meeting is underway for implementing the NAMASTE scheme

## Learning and exposure visit for the Government of Tamil Nadu

Recognizing the need for transformation and to bring in safety and dignity to sanitation workers, the Government of Tamil Nadu launched the Sanitation Workers Development Scheme (SWDS), with the intended outcome of ensuring zero fatalities and an accident-free sanitation work in the state.

The Government of Odisha, a pioneer in implementing a similar scheme, hosted a delegation from Tamil Nadu from June 8th to 9th, 2023. The visit included discussions on Odisha's FSSM progress, decentralized treatment systems, institutional restructuring, digital platforms, customized PPE, Garima Grihas, etc.





Exposure visit of NSKFDC

## Exposure Visit of National Safai Karamcharis Finance & Development Corporation (NSKFDC) during the process of implementing National Action for Mechanised Sanitation Ecosystem (NAMASTE)

In a bid to promote safety and dignity for CSWs, the Managing Director and Assistant General Manager of NSKFDC visited Odisha. The visit focused on understanding the various components of the Garima Scheme. The team visited the Garima training centre at the Odisha Urban Academy and saw the training infrastructure created. The learnings of the Garima Scheme are now helping in implementation of the NAMASTE Scheme.

Similarly, delegates from Nepal, Bangladesh and Africa have also learned about the components of the Garima Scheme and there are discussions on adapting these forward in their countries and cities.

The team visited a Garima Griha, where they witnessed firsthand the usage of PPE, safety devices, and equipment for both manual and mechanized cleaning of sewers and septic tanks.



Urban  
Management  
Centre