

**Evaluation of the Single Window Initiative  
in Andhra Pradesh and Karnataka**

**Amaltas  
India**



# inside cover

This report has been prepared by Amaltas, India. Led by Dr Suneeta Singh the evaluation team included Dr Chittaranjan Mishra, Ms Falak Raza and Ms Nivedita Parashar.

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A woman in a saree is sitting on the floor, looking towards the right. In front of her is a small, portable stove with a pot on it. There are several vegetables, including tomatoes and green chilies, scattered on the floor around her. The background is slightly blurred, showing what appears to be an outdoor or semi-outdoor setting.

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## Acronyms

BMGF	Bill and Melinda Gates Foundation	MSM	Men who have Sex with Men
CBO	Community Based Organisation	MWCD	Ministry of Women and Child Development
CFAR	Centre for Advocacy and Research	NALSA	National Legal Services Authority
DAPCU	District AIDS Prevention and Control Unit	NGO	Non-Government Organisation
DLSA	District Legal Services Authority	NITI	National Institute for Transforming India
DRDA	District Rural Development Agency	NMEW	National Mission for Empowerment of Women
DWCD	Department of Women and Child Development	PLV	Para Legal Volunteer
FSW	Female Sex Worker	SHG	Self-Help Group
ITPA	Immoral Traffic (Prevention) Act 1956	SLP	State Lead Partner
MARP	Most-at-Risk Population	SLSA	State Legal Services Authority
MIS	Management Information System	SWI	Single Window Initiative
		VWMN	Vulnerable Women Mandal Network
		WDC	Women Development Corporation





## Executive Summary

1. In February 2017, Centre for Research and Advocacy (CFAR) requested Amaltas, a research and consulting organisation based in New Delhi to carry out an impact evaluation of its work with sex workers and sexual minority under a Bill and Melinda Gates Foundation (BMGF) funded project titled *Mainstreaming Most-at-Risk Populations for increased access to HIV reduction services, social inclusion and entitlements through building social accountability* which was to be executed from April 2012 to March 2015. The scope defined was to capture the trajectory of the initiative, uncover improvements in access to social entitlements of Most-at-Risk Populations (MARPs) in Andhra Pradesh and Karnataka, assess the sensitisation of governance structures to the needs of MARPs, gauge whether social networks have been created in support of MARP rights, and discuss the sustainability and applicability of the approach to other settings and excluded groups. This report describes the findings of the Amaltas study.

### The Setting

2. Female sex workers (FSW) and sexual minority occupy a particularly marginalised space in Indian society. While sex work itself is not an offence in India, the Immoral Traffic (Prevention) Act, 1956 (ITPA) has a range of provisions that criminalise almost every aspect relating to sex work. Sexual minorities are denied basic rights and freedoms on the basis of their sexual orientation and/or gender identity. Subject to stigma and discrimination in day-to-day life, these groups are overlooked by government schemes available to other excluded groups.
3. In India, enquiries into the lived experiences of sex workers and sexual minority groups such as Men who have Sex with Men (MSM) and transgender persons are often clouded by the discourse on HIV prevention. Along with injecting drug users, they have collectively been termed MARP in the context of their elevated risk of HIV; this term has found its way into more general programmatic parlance. In this study, the term MARP has been used to refer to sex workers and sexual minority as MSM/ transgender persons only.
4. Social welfare interventions for MARPs have thus far remained limited to their health needs. There is an inadequate understanding of MARPs' access to services, which could in turn inform a real assessment of their rights and entitlements. MARPs face difficulties in accessing health care, housing, and employment opportunities. They risk verbal, physical, and sexual abuse, arbitrary arrests and harassment.
5. CFAR set out to move beyond public health interventions under the HIV/AIDS prevention programme to ensuring social entitlements to MARPs. Its vehicle was the BMGF funded project.
6. CFAR held the view that discrimination and exclusion could only be addressed when these groups have unimpeded access to their entitlements and freedom to exercise their rights. The Single Window Initiative (SWI) was the concluding objective of the BMGF project. By establishing a pathway within the maze-like government system, greater access was envisaged to help reduce

the vulnerability of the group to economic and social ostracism. The SWI aims to empower and support MARPs who are victims of social exclusion, and support individual and community efforts towards social inclusion and eventually, to social integration.

#### The Journey

7. The journey undertaken by MARPs, supported by CFAR, took them through four stages: (i) Creating a mandate for entitlements; (ii) Defining an eligibility to entitlements; (iii) Navigating the demand for entitlements; and (iv) Transforming the delivery of entitlements.

#### ***Creating: A mandate for entitlements***

8. In order to implement the work conceived by CFAR, it required a mandate from the central level. This was to be achieved through: (i) Securing a mandate; and (ii) Garnering support for the mandate generated.
9. In August 2012, the National Mission for Empowerment of Women (NMEW) under the Ministry of Women and Child Development (MWCD) awarded CFAR a pilot project on *Assessing and Designing a Social Inclusion Plan for Socially Marginalised and Excluded Populations - Sex Workers and Transgender persons*. Executed pro bono by CFAR, the project offered the chance to actualise the vision that they had. Judicial interventions and collaborations with the National Legal Services Authority (NALSA) concretised legal pathways for MARPs to seek redress for violence and build crisis response initiatives in the community. Stumbling blocks during the period of mandate creation included an array of administrative and political reasons which delayed the process in the government; absence of a preceding blueprint for the intervention; absence of a policy focal point for the welfare of FSW; a discourse dominated by anti-trafficking and a conservative perspective on sex work; and internal constraints faced by CFAR.
10. CFAR's effort to bring MARPs to the vanguard of participative planning resulted in the Planning Commission recognising 'community centric processes' in its Approach Paper for the 12th Five Year Plan. In 2013, CFAR collaborated with NALSA and the Andhra Pradesh State Legal Services Authority to organise a 5-state seminar in Hyderabad. NALSA directed State Legal Service Authority (SLSA) to ensure enhanced coverage of all schemes and improved delivery of services with the support of Community Based Organisations (CBOs). In 2014, MWCD committed to the 'Single Window System' across the country to address social inclusion of socially marginalised and historically excluded women. Challenges to garnering support included lack of blueprint for such an intervention; long periods of waiting, such as in presenting the model to the National Institute for Transforming India (NITI) Aayog; and in documenting and disseminating best practices due to administrative delays.

#### ***Defining: An eligibility to entitlements***

11. The next step after mandate generation was state level engagement. Efforts at the state level were directed to create synergy between various administrative wings and converge their efforts towards greater inclusion of MARPs. These efforts are discussed under two broad headings: (i) Building State-buy in; and (ii) Attention to MARPs' needs.
12. State level consensus was needed to operationalise the NMEW mandate. State consultations acted as a platform to connect MARPs with the stakeholders responsible for welfare measures. The Department of Women and Child Development (DWCD) was made the nodal department for the implementation of SWI in Karnataka and Andhra Pradesh. A community-led Qualitative and Quantitative Needs Assessment on access to key schemes and programmes was conducted in Belagavi (Karnataka) and East Godavari (Andhra Pradesh) to discuss the lack of access of these groups and describe the nature of their exclusion. The survey helped to arrive at a decision to develop an integrated social development programme to be implemented in pilot districts.

Challenges to building state buy-in included political processes in pilot states and retirement of key officials; and changing government requirements with respect to application procedures.

13. Bringing attention to MARPs' needs for easier access to entitlements was key to restructuring government processes. As a result of CFAR's advocacy, new schemes for FSW and transgender persons such as Chethana and Mythri pension were rolled out in Karnataka and for vulnerable women such as Vulnerable Women Mandal Network (VWMN) in Kadiri, Andhra Pradesh. Provisions for MARPs were made under existing schemes such as Rajiv Gandhi Housing Corporation Limited housing scheme and ration card in Karnataka, and Village Social Audit and Balasadans in Andhra Pradesh. Challenges remained in the form of meeting housing requirements of MARPs. Initial resistance was faced from State Lead Partners (SLPs) in instituting new processes at the District Legal Services Authority (DLSA), such as training of Para Legal Volunteers (PLVs), bi-monthly review of legal aid services and redressal of some complaints and petitions submitted by CBOs.

***Navigating: The demand for entitlements***

14. The next step in linking MARPs to their entitlements demanded community mobilisation to aggregate demand, as well as shape and direct such demand by capacitating MARPs to interact with the government. Demand for entitlements was navigated through: (i) Demand aggregation; (ii) Gaining entry to governance mechanisms; (iii) Co-opting opinion makers; and (iv) Building capacity to demand for entitlements.
15. Demand was shaped and collectivised by working with previously existing strong CBOs in the community, conducting intensive training programmes for Community Coordinators, and building a tree of supportive supervision using peer educators and community volunteers of the HIV/AIDS programme. Challenges to aggregating demand included an information gap in estimating exact needs of MARPs; large geographic footprint of the SWI in Anantapur, Andhra Pradesh; difficulty in reaching out to FSW who kept their identity secret; difficulty in reaching to non-MARPs and non-SWI affiliated CBOs; and lack of collectivisation among transgender persons.
16. Obtaining entry into district-level governance mechanisms was essential in taking the project forward. This was achieved by engaging middle level officials and encouraging their cooperation, and engaging with champions in the government system, such as the District Collector in Anantapur, the District Judge in East Godavari, and the District AIDS Prevention and Control Unit (DAPCU) and the Women Development Corporation (WDC) in Belagavi. Challenges to obtaining entry included it being a slow and arduous process, compounded by frequent transfers of sensitised officials.
17. Opinion makers such as government officials, lawyers, journalists, Non-Governmental Organisations (NGOs), members of the Multi-Stakeholder Forum and corporate bodies were co-opted to play a key role in identifying and supporting new ways to integrate MARPs with the mainstream and sometimes provide support for redress of their grievances within the existing ecosystem. A key challenge in co-opting opinion makers was the difficulty in effectively harnessing the Multi-Stakeholder Forum to the SWI.
18. For MARPs to effectively demand for entitlements, SWI organised a series of consultations with key departments and facilitated interaction between the dyad of constituents of the SWI, MARPs and government officials. Imbedded leaders within CBOs were identified and their capacity built and harnessed to the SWI in the form of Community Coordinators. Participation of MARPs in mainstream activities such as Village Social Audit and PLVs further helped in building their capacity. Several challenges were encountered in building capacity; these included negotiating

with government officials at the ground level; strict adherence to rules and procedures; lack of preparedness of the community to directly engage with the government machinery; limited awareness on various entitlement schemes amongst the community posed problems; self-stigma among MARPs; and difficulty in training a large number of FSW as PLVs.

### ***Transforming: The delivery of entitlements***

19. Matching demand with supply required establishing a meaningful interface with the government, in order for MARPs to set forth their needs. In order to do so, the SWI made efforts mainly through three key modes of interventions: by (i) Challenging existing attitudes; (ii) Facilitating procedural changes; and (iii) Streamlining processes.
20. Sensitisation of government officials helped to safeguard against deliberate delays in processing of applications or failure to sanction them for spurious reasons. The SWI directly engaged with officials to open avenues for interaction between MARPs and the government, either through formal consultations or through everyday communication surrounding status of applications. A key challenge in transforming attitudes was the inability to sensitise all government officials, especially from the police department.
21. Existing government schemes, often framed to result in systematic exclusion of MARPs, required procedural changes to allow MARPs to gain access to them. The SWI was able to introduce procedural changes in ration card application, widow pension, and Mythri pension in Karnataka; and support access to the Pradhan Mantri Mudra Yojana, admission to Kasturba Gandhi Balika Vidyalayas and training of sex workers and transgender persons as PLVs in Andhra Pradesh. A key challenge in facilitating procedural changes remains for those FSWs who migrate. The mandatory requirement of Aadhar -to apply for most schemes remains a problem as they often are not able to provide any proof of residence.
22. From filling out application forms and their submission to following up with concerned departments about their status, different processes of functioning had to be simplified and streamlined for MARPs to access their entitlements quicker. This was done through, for instance, carrying out due diligence of MARPs applications through the SWI, tagging MARPs applications in a separate blue coloured file (in Anantapur, Andhra Pradesh) ensuring that officials handled them with sensitivity, setting up Aadhar kiosks at the CBOs, and facilitating online application for ration card (in Belagavi, Karnataka). Challenges to streamlining processes included delays in processing applications; and changing requirements of supporting documents for entitlements which necessitated Single Window staff to chase applications.

### **The Destination**

23. CFAR established 8 SWI in 8 districts (Anantapur, Belagavi, Bengaluru, East Godavari, Madurai, Salem, Solapur and Imphal) in 5 states (Andhra Pradesh, Karnataka, Maharashtra, Manipur and Tamil Nadu). The creation and operationalisation of the SWI was conceived within a larger vision for social inclusion and mainstreaming of MARPs.

### ***Entitlements***

24. The SWI provides multiple services, which can be broadly categorised as per its 5 key functions: (i) Providing information on schemes; (ii) Providing information on filling forms for schemes; (iii) Submitting applications for schemes; (iv) Counselling; and (v) Filing complaints and/ or help in seeking redressal. These services are not mutually exclusive- beneficiaries often avail more than 1 service of the SWI, sometimes even for a range of schemes. Information on these services is recorded in the Management Information System (MIS) maintained by the SWI staff.
25. Between 2014 and 2016, the Varadhi SWI in Andhra Pradesh, covered a total of 11 CBOs, reaching out to 9426 beneficiaries. Transgender persons (45) who were members of the FSW

- CBO were also registered with the SWI. All beneficiaries were members of CBOs. Three fourths - 7215 (76.5%)- of beneficiaries were located in Anantapur and 2211 (23.4%) in East Godavari.
26. In all, 8258 (87.7%) beneficiaries had been contacted for the first time through any outreach mode. Most beneficiaries -4207 (44.6%)- were covered in 2014. All beneficiaries had sought information regarding schemes. Most of this support -4207 (44.6%)- was also provided in 2014. The total instances of scheme-related information dissemination in Andhra Pradesh were 11,650 provided to 9426 beneficiaries.
  27. Under Varadhi, 6453 (68.4%) people sought information on filling forms for schemes. In all, 6672 applications were submitted by 2564 (27.2%) beneficiaries. There were no applications from transgender persons. Of the applications submitted, 3570 (53.5%) applications have been sanctioned, 3013 (45.2%) are under process, and 89 (1.3%) have not been sanctioned.
  28. In Andhra Pradesh, 5452 (57.8%) people sought counselling service from the SWI. No transgender persons sought this help. Most of the counselling support -2812 (51.6%)- took place in 2015. In all, 89 (0.9%) people sought the help of the SWI in filing complaints/ seeking redress; the large majority -86 (96.6%)- were FSW. Most of the filing complaints/ seeking redress -47 (52.8%)- took place in 2016.
  29. The Sahaya SWI in Karnataka, covered a total 5 FSW CBOs and 1 sexual minority CBO, reaching out to 7149 beneficiaries between 2014 and 2016. Of these, 407 (5.7%) were sexual minority. The proportion of beneficiaries who were members of CBOs was 6108 (85.4%). Of the total 7149 beneficiaries -5436 (76.0%)- were in Bengaluru and 1713 (23.9%) in Belagavi.
  30. Most -7038 (98.5%)- had been contacted for the first time through any mode. The maximum beneficiaries -4680 (65.5%)- were contacted in 2014. All beneficiaries had sought information regarding the schemes. Total instances of scheme-related information dissemination in Karnataka were 7236.
  31. Under the Sahaya window, 3285 (46.0%) people sought information on filling forms for schemes. Most of this activity -1976 (60.2%)- took place in 2014. All beneficiaries submitted applications for schemes. The total number of applications submitted were 7236. In all, 6739 (93.1%) applications have been sanctioned, 279 (3.9%) applications are under process, and 218 (3.3%) have not been sanctioned.
  32. Ten (0.1%) people sought counselling service from the SWI. All 10 beneficiaries counselled were FSW. Most counselling -7 (70.0%)- took place in 2015. In all cases, counselling was related to domestic violence. No help was sought in filing complaints/ seeking redress. This is a surprise and requires further probing.

### ***Mainstreaming***

33. Social inclusion of MARPs and creation of social capital required the establishment of a safe space for MARPs to voice their concerns. The SWI sought for changes to be instituted at the level of society-at-large to help build social capital. Social bridges were built by training FSW and transgender persons as PLVs, Village Social Auditors, and implementing the VWMN in Kadiri, Andhra Pradesh.
34. SWI supported alternative income generation activities through the Chethana scheme and Financial Assistance for Transgender Person scheme for transgender persons in Karnataka; through training programmes organised by the District Lead Bank (Anantapur and Belagavi); through the VWMN; and subsidised loans from government institutions such as Scheduled Castes and Scheduled Tribe Corporations in Andhra Pradesh.



35. Challenges to mainstreaming MARPs included absence of specific efforts to reduce stigma and discrimination towards MARPs; difficulty in reaching hidden groups scattered within MSM constituency and highly mobile transgender groups; lack of interest among most FSW in PLV training owing to the nature of work; and complexity in integrating MARPs into Self-Help Groups (SHGs) under the VWMN. Navigating banking procedures to establish linkages with MARPs was challenging. CFAR struggled to eliminate the continuing perception among some government officials that financial assistance measures would lead to 'rehabilitation' of sex workers.

#### The Road Ahead

36. Important learning is available from the SWI pilot. This can not only inform further development of a sustainable model for sex workers and sexual minority, but also help support inclusion among other marginalised groups. These lessons are: i) Build broad support for change; ii) Work with established entities if available; iii) Tap into unmet demand; iv) Prepare the marginalised to engage with government; and v) Leverage complementarity of interest.

37. CFAR ensured that there was broad institutional support for change by working with a large number of interest groups and levels within the bureaucracy. They then went ahead and laboriously worked through the nitty-gritty of procedural changes required. By choosing to work with established CBOs, CFAR was able to effectively utilise the inherent strengths of CBOs to reach into the community. The complementarity of the CBO interest and SWI objective has well synergised to make this mechanism work smoothly. CFAR was also able to tap into long unmet demands of previously mobilised persons. Routes to supply were opened up and demand was rapidly expressed and fulfilled.

38. A key strategy of CFAR was to bring the vulnerable face to face with those holding the purse strings of their entitlements. CFAR worked with excluded communities to build their capacity to engage effectively with government; to do this they worked not only with top leadership but also built safe spaces in which emerging leadership could find voice. A major reason for the ability of the SWI to engage the government's interest was that the complementarity of interest was persuasively presented. By acting as facilitator and problem-buster, CFAR staff played a crucial role in building the confidence of the communities and in supporting well-meaning government staff to take courageous decisions.

39. Sustainability is considered as a critical element of success for a new initiative or programme. The bases for sustaining the SWI are: i) There is a felt need for respectability; ii) There is an expressed need for safe spaces; iii) There is a need for an intermediary; iv) NGOs are best suited to act as intermediary; and v) There is need for long term engagement.

40. By striving for respectability, sex workers and sexual minority groups are instinctively demanding their right to exercise citizenship under Article 21 of the Constitution of India. But situated as they are at the very fringes of society, any right that they want must either be snatched or be facilitated. MARP communities are not only marginalised because of their profession, but also because their dignity is questioned time and again. They have found themselves repeatedly ignored and had many confrontations with the government in particular, the police. In order to build a community, they need to congregate in safe spaces where they need not fear from state or society.

41. There is a large gap between MARPs' needs for entitlements and the state's ability and intention to deliver them. State functionaries are fundamentally ignorant, and sometimes sceptical, about the needs of MARPs. FSW and transgender communities find no place in the steel frame of government rules, procedures and precedents. Without an intermediary who can mediate between the actors, nothing can be expected to change. MARPs remain hidden and do not come out for fear of stigma and discrimination. CBOs where available, are unlikely to be able to interact effectively with the state machinery. It appears that there is a role for the SWI to act as

intermediary between the rightful demands of MARPs and the universalisation of the reach of programme benefits.

42. Designed to fulfil the responsibility of government towards some of its most marginalised citizens, the evolving dimensions and facets of the principal issues covered by the SWI have become increasingly clearer. To be able to fully address these, the SWI requires a longer period of engagement. In the context of the far-reaching changes in both state programming and community voice envisioned by CFAR, it is clear that the target for medium term engagement would be for 5 to 7 years.
43. The applicability of SWI to other geographies or contexts can be characterised as follows: i) As a platform to establish linkages; ii) Capability to institute change; and iii) It is a lean operational model.
44. Despite the well-meaning intent of government to reach the excluded, there is a disjuncture between the avowed interest of the government to address the need of marginalised groups and their ability to reach to these groups. The SWI provides the platform on which the government and marginalised groups can interact with each other on reasonably equal grounds.
45. An important characteristic of the initiative was to institutionalise change. The pilot presented the chance to learn how change can be instituted within relatively inflexible systems such as a government bureaucracy. It is a capability that is generic enough to be applied to other situations and to other geographies. By establishing an operational model that was more from the communities than from CFAR, the bottom heavy model ensured that there was deep reach into communities.
46. The model has been able to demonstrate how small sums of funding can make a big difference in the lives of the voiceless marginalised.



# The Setting

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## Chapter 1

### Background and Context

The relationships of any person with others in the world are mediated through their various socially constructed identities. Of the multiple identities that individuals have, some are permissible within the dominant view of society while others are barely tolerated. An outcome of the prejudicial assessment of diverse identities is the exclusion of certain communities from mainstream society and from recognition by the state. This impacts not only their lived experience but also their access to the fruits of social inclusion.

*The need for social inclusion:* Negative attitudes toward certain groups in society underpin systematic processes of social exclusion.<sup>1</sup> The lack of social recognition has an effect on the capacity of the marginalised to fully access and enjoy their rights as citizens. Further, discriminatory practices in the legal system and social institutions can reflect the notion that only “normal” or “good citizens” should be entitled to full rights of citizenship.<sup>2</sup> Social inclusion is the process of increasing opportunities for social participation, enhancing capabilities to fulfil normatively prescribed social roles, and at the collective level, enhancing social bonds, cohesion, integration, or solidarity.<sup>3</sup> Promoting social inclusion requires not only removing the barriers to people's participation in society but also taking active inclusionary steps to facilitate such participation.<sup>4</sup> Social inclusion is not the same as social integration, albeit that the two terms are at times used interchangeably. While social inclusion may or may not increase the capacity of people to live together in harmony with wider society, mainstreaming can be considered a necessary step towards social integration. Both social inclusion and social integration contribute to making societies more equitable.<sup>5</sup>

FSW and sexual minority, such as MSM and transgender persons, occupy a particularly marginalised space within society. Sex work is considered dirty and immoral by dominant social groups, yet it signifies for most who practise it, nothing more than a means of sustenance.<sup>i</sup> Sexual minorities are denied basic rights and freedoms on the basis of their sexual orientation or gender identity.<sup>6</sup> In India, as in other developing countries, enquiries into the lived experiences of sex workers and sexual minority are often clouded by the discourse on HIV prevention, since they are at an increased risk of the infection. The term MARP has thus found its way into programmatic parlance, subsuming sex workers and sexual minority, along with injecting drug users. Social welfare interventions for MARPs have remained limited to their health needs.<sup>ii</sup> This document is concerned with, and uses the term to collectively describe sex workers and sexual minority.

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<sup>i</sup> Due to outlawing of the *devadasi* system, practiced in parts of India, sex work has become the main means of sustenance for former *devadasis*.

<sup>ii</sup> Henceforth, and for the purpose of the present study, the term MARP has been used to refer to sex workers and sexual minority persons such as MSM/ transgender persons only, unless otherwise specified.

*Sex work in India:* While sex work itself is not an offence in India, the ITPA 1956 consists of a range of provisions that criminalise almost every aspect relating to sex work. Provisions of ITPA have been used to arrest and harass sex workers. Raids are executed by the police for many reasons, including complaints lodged by NGOs who intend to rehabilitate sex workers -often involuntarily- in an effort to end this work. However, rehabilitation programmes often undermine the very purpose for which they have been instituted, with a high rate of violence experienced by women in rehabilitation homes and their subsequent return to sex work.<sup>8</sup>

The stigma attached to sex work in India accentuates barriers to accessing justice. Their uncertain status in law result in judgments that often denotes sex workers as criminals and repeat offenders. It has been observed that women, MSM and transgender persons in sex work are unable to lodge appeals. A preliminary analysis of cases in the 22 High Courts between 2010 and 2013 pertaining to sex work/ prostitution and loitering or creating public nuisance under the Penal Code or police acts turned up only 8 such cases.<sup>9</sup> Stigma exposes sex workers to violence even in personal spaces from family members as well as from intimate partners. Violence is used as a mechanism of asserting sexual control; it is normalised as punishment for having sex with other men.<sup>10</sup> An estimated 30 lakh sex workers occupy a paradoxical space in the Indian law and society on the one hand, at the individual level, sex work is legal but the associated stigma makes it impossible for them to lead a life of dignity.<sup>11</sup>

*Sexual minority communities:* Sexual minority are a group whose sexual identity, orientation or practices differ from those of the majority. MSM is used to refer to male-born who practice same-sex behaviour, identify themselves in varying degrees with the opposite gender and can be placed anywhere between extreme heterosexuality and homosexuality.<sup>12</sup> In a qualitative investigation of experiences among HIV-positive and high-risk *kothi*-identified MSM in Chennai, India, findings revealed multiple intersecting social and institutional contexts and experiences of stigmatisation, discrimination, and violence across police, community, family, and health care systems.<sup>13</sup>

Transgender is often used as an umbrella term to signify individuals whose gender identity and expression does not conform to the norms and expectations traditionally associated with the sex assigned to them at birth.<sup>14</sup> Around the world, many transgender persons experience social exclusion, marginalisation and violence because of the way in which they express their gender identity.<sup>15</sup> Transgender persons are located at the extreme margin of exclusion; they are physically, verbally, and sexually abused, leading to diminished self-esteem and sense of social responsibility.<sup>16</sup> According to the 2011 Census, there are 4.87 lakh transgender persons in India.<sup>17</sup> Yet their participation in mainstream society is hindered because they do not conform to the societal norms ascribed to (binary) genders.

*Social exclusion and the issue of access:* Owing to stigmatisation, FSW, MSM and transgender persons are unable to establish social relationships with the wider society or to engage in a straightforward way with government. Social relationships are essential for creating and leveraging social capital. Social capital is the 'glue' that holds a community together, expands one's choice-making opportunities and leads to a more enriched quality of life.<sup>18</sup>

Access to government schemes and entitlements leads to broader processes of social inclusion in society. State-led initiatives offer protection not only for the economic and social needs of vulnerable groups, but also against exploitation, discrimination and abuse. Policies and institutional arrangements ensure equitable and inclusive access to basic services and public utilities.<sup>19</sup> Even though it may not be able to address all drivers or outcomes of exclusion, by challenging power hierarchies and inequitable social relations, access to schemes and entitlements can contribute to social transformation, which in turn will reduce economic vulnerabilities.<sup>20</sup>



However, there is an inadequate understanding of MARPs' access to services, which in turn could inform a real assessment of their rights and entitlements. Processes of social exclusion operate at all levels of policy and programme delivery. Flaws and weaknesses in design and implementation of welfare programmes are influenced by the relative power of the intended beneficiaries and exacerbated by the limitations in their capabilities, often placing them at considerable disadvantage.<sup>21</sup> Thus MARPs face difficulties in accessing health care, housing, and employment opportunities. They risk verbal, physical, and sexual abuse, arbitrary arrests and harassment. Stigma decreases their ability to seek protection from the courts or the police. Government policies to address sex work have tended to focus on the law, the criminal justice system and punitive measures to tackle and reduce sex work activities.<sup>22</sup>

*Judicial intervention to secure rights:* In 2011, following the barbaric murder of a sex worker in Kolkata, (former) Supreme Court of India Judge Markandey Katju took *suo moto* notice of the case and admitted a Public Interest Litigation on Rehabilitation of Sex Workers. This was the Buddhadev Karmaskar vs State of West Bengal case.<sup>23</sup> Around the same time, *Prajwala* a well-known anti-trafficking organisation, also submitted a Public Interest Litigation to seek more stringent provisions in the law to deter and punish traffickers. The parties involved in both Public Interest Litigations asserted that sex work should not be conflated with trafficking and that proceedings should note them as separate issues.

On 26 May 2012, the Supreme Court passed a directive that the Executive should address the concerns of i) Those who have been coerced into trafficking; ii) Those who want to leave sex work and be rehabilitated; and iii) Those who want to continue in sex work. For the third category, the Supreme Court of India observed that “the prostitutes also have a right to live with dignity under Article 21 of the Constitution of India since they are also human beings and their problems also need to be addressed”.<sup>24</sup> It also ordered the defining of responsibility in the administration to protect FSW so that she is not seen only as a criminal.

In 2014, the Supreme Court of India in *NALSA vs Union of India and Others* firmly secured the right to equality and equal protection for transgender persons under Articles 14, 15 and 16 by prohibiting discrimination on the ground of gender identity. In 2015, a Committee was set up by the then Chief Justice of India to strengthen the role that *NALSA* could play for social protection of women in sex work and those vulnerable to trafficking.

Despite these multiple judicial interventions, there remains an urgent need to address the everyday discrimination faced by sex workers and sexual minority. This is possible only when they have unimpeded access to their entitlements and freedom to exercise their rights. These also need to be accompanied by the process of mainstreaming through the right to speak, the right to be heard and the right to influence. It is important to note that such mainstreaming does not necessarily lead to social inclusion; it is at best the first step towards more concrete processes of social inclusion, acceptance and integration.

### **The Project: 'Mainstreaming MARPs'**

The policy environment in India is not wired to a social welfare or social development approach in engaging with FSW and sexual minority. On the one hand, the Government of India strategically targets MARPs such as FSW for public health interventions while on the other hand its perspective on FSW remains that of rehabilitation with the intention of “lifting” these women out of the sex trade.

It is in this policy and judicial context that CFAR set out to move beyond public health interventions to ensuring social entitlements to MARPs. This was needed because MARPs, who had collectivised to reduce their risk to HIV, found their effort to address their social vulnerability being frustrated time and again. By establishing a pathway within the maze-like government system, greater access was

envisaged to help reduce the vulnerability of the group to economic and social ostracism while also building on the strengths of the HIV/AIDS programme.

*Strengthening social inclusion of MARPs:* After the completion of phase II of the Avahan Programme (2009-2012) the BMGF provided an accelerated grant to CFAR to undertake a focused effort to strengthen social inclusion of MARPs. Under this project, CFAR committed to scale up and intensify the community led advocacy carried out on social entitlements, build a greater sense of institutional readiness for greater recognition of the rights of MARPs, enhance policy responsiveness and better programme delivery.

The project, *Mainstreaming Most-at-Risk Populations for increased access to HIV reduction services, social inclusion and entitlements through building social accountability* was to be executed in 3 years -April 2012 to March 2015- and had the following objectives:

1. Facilitate community-centred evidence based advocacy to sustain quality health services, achieve policy and programme reform to enhance MARPs right to integrated social development.
2. Build the sustainability of community structures to mainstream; reduce crisis and violence, achieve inclusive policy, programme by networking, establishing collaborations, joining issue-based coalitions and facilitating resource mobilisation.
3. Demonstrate community government partnership through a Community - led Single Window for better beneficiary identification, delivery and utilisation of Social Entitlements.
4. Institutionalise the capacity of state networks, federations across 6 states in organisational and leadership development, governance and financial management.
5. Setup community challenge fund for resource mobilisation in CBOs.

*Working towards establishing pathways to access:* CFAR aimed to build on its work with CBOs covered by the Avahan programme and strengthen their linkages with local administration and legal aid bodies. The project outlined the need to capacitate the CBOs under the Avahan programme so as to enable them to become part of national networks. In March 2014, the Civil Society Coalition passed the national resolution recognising sex workers as unorganised workers.

The project secured a mandate from the NMEW -a central government mission organised under the MWCD- as a pilot project for *Assessing and Designing a Social Inclusion Plan for Socially Marginalised and Excluded Populations - Sex Workers and Transgender Persons*. It was at a consultation convened by the NMEW that CFAR volunteered to strengthen the understanding of '*Empowerment of Vulnerable and Marginalised Women*' by piloting this project.

At project start, tentative milestones towards realisation of the project goal were laid out for each year. The SWI was the concluding objective of the BMGF project, and its operationalisation central to engendering social inclusion and empowering MARPs. The project was notionally proposed to cover 18 districts across 6 states, with SWIs to be set up to cover 12 districts, 2 in each project state. However, as CFAR consolidated its efforts to focus entirely on the process of social inclusion, social acceptance and social integration, these numbers changed.<sup>iii</sup>

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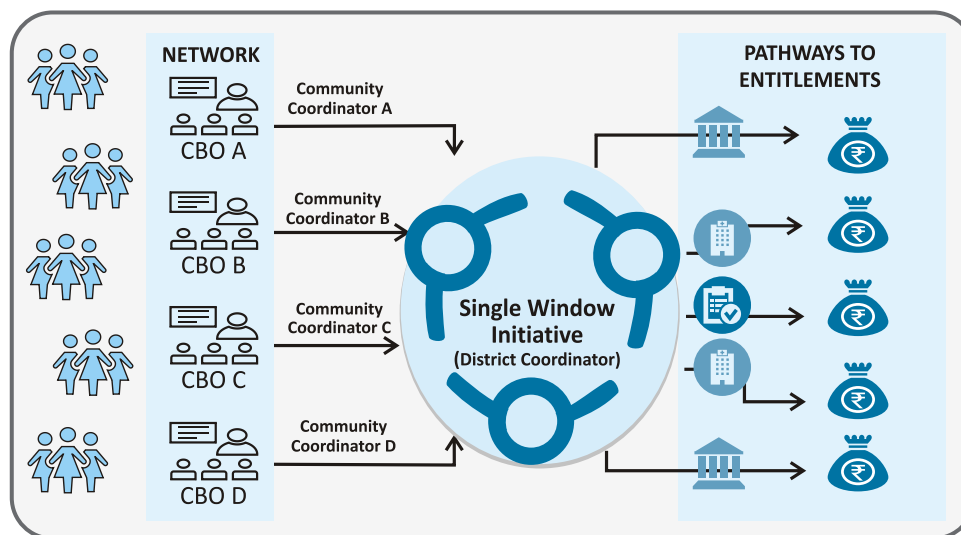
<sup>iii</sup>In comments to the draft report, CFAR clarified that advocacy is a dynamic process and cannot be envisaged or stipulated in quantitative terms. Since the larger strategic goal of institutionalising social inclusion could not be compromised, the project trajectory had to be tactical and transactional.

In all, 8 SWIs were operationalised in 8 districts in 5 states: Anantapur and East Godavari in Andhra Pradesh; Bengaluru and Belagavi in Karnataka; Solapur in Maharashtra; Madurai and Salem in Tamil Nadu; and Imphal in Manipur. CFAR has since transitioned the activities of the SWI in Imphal, Manipur to the Community Network for Empowerment, a network of CBOs in Manipur. (Source: Annual Progress Reports 2012-13; 2013-14; 2014-15)

## The Single Window Initiative

The SWI aims to empower MARPs, while supporting individual and community efforts towards social inclusion. The main strategy is to use available Constitutional remedies and administrative pathways to challenge instances of discrimination in access to entitlements.

Figure 1: Structure of the Single Window Initiative



*Working with the community:* Community ownership of the SWI is central to its framework. By utilising the strength of existing MARP CBOs, the SWI leverages the CBO leadership, along with a network of community volunteers and peer educators, responsible for information dissemination and community mobilisation. These foot soldiers of the SWI are guided by Community Coordinators drawn from the CBOs, each Community Coordinator representing 1 CBO. Community Coordinators identify beneficiaries through one-on-one, group and education camps, enabling beneficiaries to apply for schemes by assisting them and gathering eligibility documents. SWI staff carries out due diligence before submission of applications and follows up on each, along with the applicant. SWI also provides counselling on issues such as those relating to violence and discrimination, as well as information about legal laws and rights that were hitherto unknown to MARPs. A District Coordinator, appointed by CFAR, oversees the overall working of the SWI at the district level.

*Working alongside the government:* To operationalise the SWI, CFAR has supported strategic advocacy linked to building an enabling environment within governance structures, at the national, state, district, and block levels.<sup>iv</sup> The SWI also functions as a platform to bring the community members and government officials together to apprise the latter of the problems faced by MARPs. This is done through review meetings, public hearings such as *Pension Adalaths* and *Lok Adalaths*, and meetings with the officials concerned. The direct link between the community and government has helped officials understand the challenges faced by MARPs. Confidence built through the achievements of SWI has helped reduce the self-stigma among community members while improving their ability to engage with officials.

In order to support processes of the SWI, a MIS was developed. Community Coordinators supply the information to be entered in the MIS on a fortnightly basis. This information hub enables the community members and the concerned government departments to address the roadblocks and take necessary action. However, the MIS did not follow exactly the same structure in each SWI making its integration across SWIs difficult, and making it possibly less effective as a management tool.

<sup>iv</sup> A more detailed account of the processes involved in securing a mandate for the project is spelled out in the succeeding chapter.

## Case Studies

**Anantapur, Andhra Pradesh:** Shanthi\*, a Community Coordinator and Para-Legal Volunteer in Anantapur, uses her skills to help many families in her village. Once, when a young girl of a FSW was kidnapped and sexually abused, Shanthi counselled her parents to approach the police, assuring them of justice. She urged the police to file a complaint against the perpetrators. Due to the culprits' political clout, the police refused outright and even offered the victim money to withdraw her case. Shanthi then directly approached the Child Protection Officer and the Mandal Legal Services Authority, whose swift intervention finally forced the police to take note of the matter. Because of Shanthi's efforts and her understanding of the governance system, the culprits are now in jail. The young girl has been sent to a Prajwala Home in Hyderabad where she receives counselling and rehabilitation support. As Shanthi says, *Varadhi* has been crucial for her to achieve a respectable position in society. She further wishes for everyone to be as empowered as she is, and for their children to get education and secure decent jobs so that they can influence change in society.

**Belagavi, Karnataka:** Dinesh Chand\* is a 55 year old transgender from Belagavi. The SWI helped him apply for and obtain assistance under the Karnataka government's Financial Assistance scheme for Transgender. He used the money received under the scheme to buy a sewing machine and set up a tailoring business. Today, the Rs. 8000 per month income generated through his new business helps sustain his family of 3 sons. He has expanded his tailoring business to include handicrafts and also supply clothes to the neo-natal unit of the civil hospital of Belagavi. Although, Rs. 20,000 has been of immense help he wishes for greater government assistance so that he can open a tailoring teaching centre for young adults. Among his future goals, Dinesh dreams of starting a canteen business with other transgender persons, "After all", he says, "Chinese food is really catching up in town".

*\* Names changed to protect identity*

## Chapter 2

The Planning Commission of India, in its *Issues for the Approach to the 12<sup>th</sup> Five Year Plan (2012-17)*, noted that poor governance and public service delivery often results from a lack of understanding about the most disadvantaged.<sup>25</sup> By evolving participatory mechanisms that capture the complexities faced by vulnerable communities, CFAR set out to prove that challenges posed by gaps in the programme framework and service delivery can be overcome.

In 2010, CFAR embarked upon a journey to construct a platform that would allow the MARPs such as FSW and sexual minority to voice their opinion and seek redressal of their grievances from government. This chapter traces the journey undertaken by the MARPs, supported by CFAR, in getting governments to listen to their voice. The journey took them through 4 stages: (I) Creating a mandate for entitlements; (II) Defining an eligibility to entitlements; (III) Navigating the demand for entitlements; and (IV) Transforming the delivery of entitlements.

### **I Creating: A Mandate for Entitlements**

In order to implement the pilot project conceived by CFAR, it required a mandate from the central level. This was to be achieved through: (i) Securing a mandate; and (ii) Garnering support for the mandate generated. For CFAR and the community of MARPs it set out to support, it has been a long journey to expanding support for entitlements within government and building a mandate that obtains action.

#### ***i. Securing a mandate***

Various forces supported CFAR's shift from media advocacy in HIV/AIDS control and prevention programme to institutionalising a government-community partnership to deliver social entitlements to MARPs. CFAR's reputation based on its existing body of work on addressing vulnerability of women and advocacy of women's rights prepared it to leverage opportunity to reduce vulnerability of MARPs. To pursue its goals, CFAR decided to engage with the NMEW.

*Locating an operational home:* The NMEW is an umbrella mission set up in 2011 under the MWCD. Its goal is to strengthen inter-sectoral convergence on all women's welfare and socio economic development programmes. With a worldview that looks beyond trafficking and forceful rehabilitation of sex workers, it offered the effort an operational home.

The decision to work with NMEW was guided by a prior working relationship built by CFAR with NMEW. In 2011, CFAR had collaborated with the National Resource Centre for Women, the technical arm of the NMEW, to organise a series of consultations to develop a shared perspective and mandate for NMEW. In 2012, NMEW convened a consultation to document modalities for implementing pilot projects for women's empowerment through convergence. CFAR leveraged this opportunity to



operationalise its project, funded by the BMGF, under the aegis of NMEW. Subsequently, MWCD awarded CFAR a pilot project on *Assessing and Designing a Social Inclusion Plan for Socially Marginalised and Excluded Populations - Sex Workers and Transgender persons*.<sup>26</sup> The pilot project was implemented for NMEW, pro-bono, in Andhra Pradesh, Karnataka, Maharashtra, Manipur and Tamil Nadu. The convergence of CFAR's area of function and the needs of NMEW was almost serendipitous. Additional advantages such as CFAR's reputation due to its existing body of work on vulnerability and women's rights; prior association with the Government of National Capital of Delhi in making Mission Convergence Programme operational; and its technical support to NMEW paved the way for winning support at the national level.

*Working through the judiciary and police:* CFAR next leveraged avenues opened up by the judicial process on sex workers. In 2012, CFAR along with MARPs, apprised the then Chief Justice of India Shri Altamas Kabir (also the patron-in-chief of NALSA) of the work that was being done with SLSAs and DLSAs in Andhra Pradesh, Karnataka, Maharashtra, Tamil Nadu and West Bengal. The discussion led to the Chief Justice of India to issue a directive that all violations against the community are to be communicated in writing to the concerned legal services authority.

Further judicial intervention helped concretise legal pathways for MARPs to seek redressal for violence and build crisis response initiatives in the community. In 2015, the then Chief Justice of India, Shri H.L. Dattu set up the Justice Sikri Committee which was mandated to examine the role NALSA could play in strengthening the legal and social protection of women in sex work and those vulnerable to trafficking. Having secured nomination to the committee, CFAR collaborated with the NALSA to draft a package of schemes called *NALSA (Victims of Trafficking and Commercial Sexual Exploitation) Scheme 2015*. The scheme proposes to mediate and strengthen social inclusion and social development of marginalised communities.<sup>v</sup>

An enabling policy environment and supportive legal framework can provide major impetus to the process of social inclusion. However, to reduce day-to-day violence faced by MARPs, the sensitisation of law-enforcement agencies becomes crucial. In order to sensitise probationary officers at the National Police Academy and state police academies, CFAR developed a note-cum-proposal for workshops which would educate incoming officers to shed prejudices and adopt a 'rights based' approach to policing, especially with respect to MARPs.<sup>27</sup>

*Challenges to securing a mandate:* CFAR's efforts in mainstreaming MARPs in pilot districts is an illustration of a civil society organisation carefully navigating a difficult path. Although the path leads to constitutionally-mandated rights of MARPs, it must be trod cautiously, while being mindful of prevailing norms in the society. CFAR functioned without a prior blueprint for such an intervention. Unlike in the case of the HIV/AIDS for which the National AIDS Control Organisation was the designated focal point, there was no government focal point for the welfare of FSW. Above all, CFAR had to advocate for legal entitlements for FSW in a discourse dominated by anti-trafficking and a conservative perspective on sex work. It did so by locating its efforts within the paradigm of risk and vulnerability faced by MARPs.

Stumbling blocks during the period of mandate creation included an array of administrative reasons which delayed the process in the government. These encompassed transition preoccupations as the country moved from the 11<sup>th</sup> to the 12<sup>th</sup> Five Year Plan; political dynamics at the centre; state elections in Karnataka and Manipur; and the carving of the new state of Telangana from undivided Andhra Pradesh.

CFAR also faced constraints within, as it had to transform itself from a media advocacy organisation into a programme implementation agency. The organisation underwent an internal churning as

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<sup>v</sup>These include sex workers, trafficked women, coerced and sexually exploited women, unorganised workers, children, Scheduled Castes, Scheduled Tribes and mentally ill and challenged persons, among others.

some members proposed to focus concerted on legal and human rights while others wanted to follow a social development and welfare approach. CFAR had to undertake a rapid turnaround of its organisation in terms of vision, strategy and human resource.

## **ii. Garnering Support**

While mobilising the community and administrative nodes for the implementation of the pilot project, CFAR also sought recognition from policy-making bodies at the centre.

*Engagement with the Planning Commission:* CFAR mobilised MARPs to share their perspectives with the Commission during the preparatory phase of the 12<sup>th</sup> Five Year Plan. As a result of this, CFAR was invited to facilitate the feedback from MARP CBOs. CFAR also assisted the discussion of draft approach paper with State Planning Boards before the final consultation with the Planning Commission. This helped to strengthen CFAR's credentials with the Planning Commission. As a result of CFAR's efforts to bring MARPs to the vanguard of participative planning, the Commission recognised 'community centric processes' in its *Approach Paper for the 12<sup>th</sup> Five Year Plan*.<sup>28</sup> In 2015, NITI Aayog recognised CFAR's efforts by issuing an Office Memorandum to concerned Ministries and State Government stating that the Pilot Project had created a 'framework for sectoral and programmatic inclusion of Sex workers and Transgender'.<sup>29</sup>

*Strengthening legal aid and benchmarking processes:* During its work in media advocacy for Avahan II (2009-2012), CFAR was responsible for working with the SLSAs to animate their mandate. In 2011, NALSA directed the SLSA and DLSA to create awareness about the legal and constitutional rights of transgender community and Persons Living with HIV. CFAR supported SLSAs of the project states to conduct public hearings with the aim of educating the community about the mandate of legal aid bodies and record incidents of violence. Accordingly, in 2013, CFAR collaborated with NALSA and the Andhra Pradesh SLSA to organise a 5-state seminar on, *Strengthening Legal Aid and Education for Marginal Communities and Most-at-Risk of HIV/AIDS* in Hyderabad. As a result of the seminar, NALSA directed SLSAs to ensure enhanced coverage of all schemes of the Legal Services Authority and improved delivery of services with the support of CBOs. Upon enactment of new gender laws<sup>vi</sup>, CFAR under the aegis of NALSA and the MWCD, launched a 'Campaign on Violence Reduction' in 7 pilot districts across Andhra Pradesh, Karnataka, Maharashtra and Tamil Nadu.

In order to benchmark processes, CFAR in collaboration with the NMEW and the Planning Commission conducted dissemination meetings. The objective of these meetings were to learn about the processes, participation and practices adopted by the pilot as well as investigate initiatives which did not yield desired outcomes. As a result of these efforts, in 2014 MWCD committed to the 'Single Window System' across the country to address social inclusion of all women especially the marginalised. It also directed the State governments to necessarily ensure convergence of all Government Departments and various State and National Commissions to build up a strong social inclusion programme for marginal communities.<sup>30</sup>

*Challenges to garnering support:* As no blueprint for such programmatic interventions for MARPs existed to guide CFAR's efforts, it laboured over a long route. For instance, CFAR had to wait for the mid-term review of the 12<sup>th</sup> Five Year Plan to present its model to the NITI Aayog. Working with the Legal Services Authorities came with its own set of challenges. CFAR was required to modify its proposed plan to NALSA, in which 1 district in each state was envisaged to establish well documented practices of petitions submitted by the community to the Legal Services Authority and utilising legal aid. In the process of restructuring this proposal, the NALSA Executive Chair retired. This transition resulted in a yearlong period of waiting to document best practices and their subsequent nationwide dissemination.

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<sup>vi</sup>Protection of Children against Sexual Offences, 2012; Criminal Law Amendment Act, 2013; Sexual Harassment at Workplace Act, 2013

## II Defining: An Eligibility to Entitlements

The next step after mandate generation was state level engagement. Efforts were directed to create synergy between various administrative wings and converge their efforts towards greater inclusion of MARPs. Depending on the prevailing situation in each state, fit-to-purpose modalities were evolved to make entitlements accessible to MARPs. These efforts are discussed under two broad headings: (i) Building State-buy in; and (ii) Attention to MARPs' needs.

### *i. Building State buy-in*

Having generated a mandate at national level for the programme, CFAR concentrated its efforts on assembling state level consensus on operationalising the mandate. Inroads were made into state-level administration by apprising them of MARPs' experiences.

*Launching a dialogue for inclusion:* On 1 October 2012, CFAR, in collaboration with the NMEW, hosted the first state level consultation in Andhra Pradesh. An analogous consultation was organised on 5 July 2013 in Karnataka. Participants included senior government officials, legal experts, community experts, CBO members and MARPs. In working closely with NMEW, CFAR ensured that strong buy-in for the project was forthcoming from state governments and the nodal departments. MARP testimonies and experiences made a direct impression on the participating government machinery and intelligentsia.

Based on the consultations, the government articulated its commitment for the inclusion of MARPs. The consultations involved key senior officials so that their sensitisation could provide the background for measures for the inclusion of MARPs. The DWCD was made the nodal department for the implementation of SWI in both Andhra Pradesh and Karnataka. Departmental meetings were held to strategize the mode of inclusion into relevant schemes. Eligibility of MARPs was supported by expansion of eligibility criteria or by support to get eligibility documentation. Direction was issued to relevant departments to deal with sensitivity with MARP claimants.

*Sensitising the State to address exclusion:* CFAR conducted a community-led *Qualitative and Quantitative Assessment on Access to Key Schemes and Programmes* in Belagavi (Karnataka) and East Godavari (Andhra Pradesh). The social audit indexed the experiences of MARPs when attempting to avail services and schemes of the government. The assessment revealed the disjuncture between the (high levels of) demand and the (rigid) criteria for service provisioning. It noted that the delivery of services was greatly contingent on the empathy displayed by individual government officials. The survey helped bring consensus on the need to address anomalies, barriers and poor delivery stemming from the social bias against MARPs.

A key strategy for building state buy-in was the co-optation of key members of the intelligentsia and involvement of high levels within government to the issue. Members of the Multi-Stakeholder Forum -a carry forward body established by CFAR during its previous work- were also co-opted. By working through the NMEW, the issue became part of the commitments of the state to the Mission, ensuring attention from the highest levels. The departmental consultations that followed provided the necessary grounding in government process that is needed to make implementation possible. CFAR literally brought the voice of the community to these meetings, and arranged for MARPs to directly communicate their situation to the state.

*Challenges to building State buy-in:* MARPs were active participants of the process of creating the necessary space for their inclusion. For example, MARP CBOs provided the draft guidelines for a scheme for consideration by the Housing Department in Karnataka. Not everything proceeded smoothly however; repeated follow up was required with the Education and Housing departments (under Sarva Siksha Abhiyan and the Rajiv Gandhi Housing Corporation Limited) to ensure the inclusion of MARPs. There were several administrative uncertainties to establishing state buy in to the social inclusion of FSWs and transgender persons. Background events such as state elections in

Karnataka and Manipur delayed the state buy-in process. Bifurcation of Andhra Pradesh affected the availability of government functionaries. While the social audit was completed on time only in Andhra Pradesh, other states saw long delays, for instance, the process was delayed by 14 months in Maharashtra and Tamil Nadu while in Manipur it was delayed by 9 months.<sup>vii</sup> Transactional processes requiring strategic and community readiness meant that the operationalisation of the mandate in states took time. Retirement of senior officials, such as the Principal Secretary DWCD in Karnataka, had a predictable knock down effect on timing of the change process. Despite this, CFAR was able to transform the formal mandate into an operational mandate from the new Principal Secretary. Further, the changes in government requirements with respect to documentary proof needed for application, e.g. Aadhar or PAN card, delayed access to the schemes. Perseverance was required to ensure buy-in from some departments. Initiatives such as supporting MARPs to take centre stage at meetings with government departments brought MARPs out of the shadows in a policy environment which treats the vulnerable as a receptacle of charity, devoid of agency.

## **ii. Attention to MARPs' needs**

Bringing attention to MARPs' needs for easier access to entitlements was key to restructuring government processes. While efforts at the national level focused on the results of exclusion on MARPs, at the state level the objective was to create an operational mandate.

Emphasis on inviting applications in a community setting, leveraging CBOs to reach out to MARPs and making the CBOs accountable for application details made it easier for MARPs to access entitlements. For instance, in order to make access to Aadhar easier, the eGovernance department of the Karnataka government set up Aadhar centres at the CBO premises in the pilot project districts. NALSA played an important role in increasing legal literacy and support to the FSW by directing DLSA in SWI districts to relax the minimum educational requirement for PLVs. This ensured that FSW were able to train as PLV, proactively use legal pathways to seek redressal for MARPs and competently undertake crisis response on behalf of the community.

*Accommodating MARPs' needs in Andhra Pradesh:* In Andhra Pradesh, the District Rural Development Authority (DRDA) under the Society for Elimination of Rural Poverty, took the decision to include all FSW as beneficiaries. It also led a pilot scheme of VWMN in Kadiri Mandal of Anantapur district to advance the socio-economic development of marginalised women. Forum members were absorbed into pre-existing SHGs or new SHGs were set up. The DRDA provided loan guarantees against the loan raised by MARPs from these SHG. In total, 324 women in Andhra Pradesh were covered under the VWMN.<sup>31</sup> The larger objective of setting up mixed SHG was to increase the engagement of MARPs with mainstream society and build social ties. VWMN also mandated regular forum meetings where MARPs shared their concerns and collectively worked for ensuring that community grievances are addressed by the appropriate authority.

The Society for Social Audit Accountability and Transparency involved FSW as Social Auditors. This helped to increase their participation in democratic processes for fixing accountability. The norms for *Balasadans*, established under the Integrated Child Protection Scheme, have been relaxed to provide year round residence to female children of FSW. These modifications and innovations engineered by state governments have been made keeping an eye on programmatic inclusion of MARPs.

*Accommodating MARPs' needs in Karnataka:* In Karnataka, the WDC agreed to restructure the Sex Workers' Rehabilitation Scheme. As a result of CFAR's advocacy, the WDC modified the scheme as the Chethana scheme. The transformation of the Chethana scheme empowered women to make choices concerning their future. The amount available as non-conditional financial assistance was increased to Rs. 20,000. As a result, while in 2013-14, only 3 women had availed the scheme across Karnataka - as they found it difficult to furnish bank guarantees- by December 2016, 352 women had availed the

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<sup>vii</sup> The social audits were concluded in all states by March 2015

scheme through the SWI.<sup>32</sup> In response to demands for a pension for transgender persons, the Mythri scheme was conceived. Under this scheme, persons in the age group of 18- 64 years with an annual income of less than 12,000 (rural areas) and Rs. 17,000 (urban areas) per annum are entitled to a monthly pension of Rs. 500 per month. This ensured that 165 transgender persons through the SWI were able to avail entitlements under Mythri Scheme.<sup>33</sup>

Various departments in Karnataka also agreed to support eligibility of MARPs for welfare schemes by expanding the eligibility criteria or by extending support to get eligibility documentation. The Urban Development Department in Karnataka directed the Rajiv Gandhi Housing Corporation Limited to include MARPs as a separate category for receiving benefit under their housing scheme. It accepted community guidelines developed by the CBOs for inclusion of MARPs in the housing schemes. In order to address the concerns for applying for pension, the revenue department allowed transgender persons to use the address of their CBOs in the pension application form and they were no longer subject to residence-inquiry visit by officials. In response to the demand to be identified beyond the gender binary, the Food and Civil Supplies department accepted the request of transgender persons by creating a 'third sex' category in the ration card form.

*Challenges in attending to MARPs' needs:* A major challenge remains in the form of providing housing to MARPs. Since the housing scheme has a fixed annual quota of beneficiaries and is open to all citizens, the need observed among MARPs for housing is far from being fulfilled. Furthermore, CFAR also faced initial resistance from SLPs working under the HIV/AIDS prevention programme. This was apparent in instituting new processes at the DLSA, which were abandoned later in the absence of the SLP's support.<sup>viii</sup>

### **III Navigating: The Demand for Entitlements**

The next step in linking MARPs to their entitlements demanded community mobilisation to aggregate demand. It also required that MARPs were capacitated to interact with government in order to shape and direct demand. This necessitated the need to establish entry points into the governance system. Demand for entitlements was navigated through: (i) Demand aggregation; (ii) Gaining entry to governance mechanisms; (iii) Co-opting opinion makers; and (iv) Building capacity to demand for entitlements.

#### ***i. Demand aggregation***

The *Community-led Qualitative and Quantitative Assessment on Access to Key Schemes and Programmes- First Step to Social Audit* conducted in East Godavari and Belagavi was an expedient tool in illustrating the extent of exclusion of MARPs from government benefits and highlighting what remained to be done to bring MARPs into the bracket of government decisions.

*Leveraging networks of community members:* CFAR had taken the decision to work through existing strong CBOs in the community, making it easier to aggregate demand and channel it to the relevant departments. Intensive training programmes for Community Coordinators on identifying MARPs hitherto excluded from accessing schemes, assisting them in applying for government schemes, and following up on applications helped provide further direction to the demand. Building a tree of supportive supervision using peer educators and community volunteers of the HIV/AIDS programme to reach deep into the community facilitated collectivisation and shaping of demand.

The SWI also extended its reach to MARPs who were members of other CBOs (as in East Godavari). The SWI reached out to family members of MARPs as well. Further, those belonging to the wider community of people i.e. non-MARPs but in need of an avenue to throw light on their exclusion also accessed the SWI (in Anantapur).

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<sup>viii</sup> These included training of PLVs, bi-monthly review of legal aid services and redressal of some complaints and petitions submitted by CBOs.



*Challenges to aggregating demand:* Despite these efforts, aggregating demand was not simple. In the absence of line-listing, the exact needs of MARPs could not be estimated. The Needs Assessment survey conducted in East Godavari and Belagavi was not intended to line-list and not carried out in all districts due to lack of resources. The opportunity to capture requirements of new CBO members at the time of entry was not utilised. The large geographic footprint of the SWI, especially in Anantapur, meant that supervision by the District Coordinator and Community Coordinators was an onerous task. It was difficult to reach out to FSW who kept their identity a secret. Fearing social ostracism, they avoid membership of CBOs thus leaving them out of range of the benefits of the SWI. Reach to non-MARPs and non-SWI affiliated CBOs was an additional problem area. While qualitative information on reach to non-MARPs is not corroborated by the MIS, reach to non-SWI CBOs was limited to East Godavari, where 73 (0.8%) beneficiaries belong to CHANGES, an NGO. Because of the scattered and migratory nature of the transgender population, their collectivisation has been difficult especially where no Targeted Interventions under the HIV/AIDS programme exist.<sup>ix</sup> The *devadasi* tradition still continues in large parts of South India; however since *devadasis* are no longer recognised as such by the administration, it is a challenge to present their needs to concerned departments.

### **ii. Entry to governance mechanisms**

Obtaining entry into district-level governance mechanisms was a key aspect of CFAR's work.

*Identifying key actors as entry points:* The state level mandate helped the SWI gain entry to district level structures. Approaching middle level officials served as a useful entry point. By helping midlevel officials to achieve their targets -the WDC, the DAPCU and DLSA were specifically mandated to deliver results in this area- and encouraging their cooperation by consulting them at every stage, the SWI ensured that they received fair credit for their efforts. This in turn helped facilitate the work of the lower rung (e.g. for line-listing of women for Anganwadi workers) creating a supportive environment for both the SWI and government functionaries.

SWI's deliberate engagement with champions within the government system, such as the District Collector in Anantapur, the District Judge in East Godavari, and the DAPCU and the WDC in Belagavi, worked in its favour to obtain entry. By adopting a mutually supportive stance, the SWI has been able to wedge the door open for discussions in a wide set of departments. For instance, in Anantapur, intimating the District Collector about problems faced by MARPs in accessing entitlements opened the floodgates of support at the district wide level, bringing other departments on board as directed by the Collector. Involvement of a judicial entity such as DLSA greatly facilitated entry, and also sustained cooperation with governance mechanisms. Its involvement made departments abundantly clear about their accountability to this legal body and thus paved the way for collaboration with SWI.

*Challenges to entry in governance mechanisms:* Gaining entry to governance mechanisms and institutionalising memory within government systems was a slow and arduous process. The fly in the ointment was the frequent transfer of already sensitised officials, which required that efforts to secure support had to be repeated over and over again. Enthusiasm on part of government departments to support the work of the SWI was generally linked to perceived shared wins in the form of targets met. In the absence of such incentives, it is likely to be a challenge for departments to show similar enthusiasm in understanding MARP needs.

### **iii. Co-opting opinion makers**

Opinion makers have played a key role in the trajectory of the SWI by providing the entry points into government and judicial systems in order for demand to effectively meet supply.

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<sup>ix</sup> Targeted Interventions were started under the National AIDS Control Program in India as a means to ensure delivery of quality HIV prevention interventions to MARPs.



*Role played by opinion makers:* The erstwhile Multi-Stakeholder Forum members were co-opted to play an active role in media advocacy. As the focus of work changed, so also was the role of Multi-Stakeholder Forum was transformed. These opinion makers, chosen from among government officials, lawyers, journalists, NGOs and corporate bodies, were able to articulate the needs of MARPs to a wide audience when SWI was seeking support at the state and district levels.

During the course of the programme, their engagement with the SWI evolved beyond advocacy to extending direct support to demands such as through legal counsel or media stories in support of MARPs. The SWI leveraged the personal contacts of some Multi-Stakeholder Forum members to set up the initial dialogue with concerned government bodies when needed. In Anantapur for instance, the establishment of a relationship with a judicial entity such as DLSA and its concretisation was the result of leveraging the contacts of some lawyers previously associated with the Forum in the district. By the participation of Multi-Stakeholder Forum members in public events hosted by SWI, credibility for the SWI as a legitimate voice of the MARP community was fostered.

*Challenges in co-opting opinion makers:* Co-opting opinion makers was not an easy task. Even though CFAR had set out to create a total of 18 Multi-Stakeholder Forums at the district level (later revised to 9), eventually only 7 Multi-Stakeholder Forums could be set up, 13 months after their target date.<sup>34</sup> These Multi-Stakeholder Forums were not available in each SWI site, and membership was not revised between CFAR's previous project and the current one. The transition of the Forum's role resulted in some members exiting the Forum as in Belagavi.

#### **iv. Building capacity to demand for entitlements**

In the face of historical exclusion that has defined the lives of MARPs, it became pertinent for the SWI to create a level playing field where MARPs can effectively demand for entitlements. Government departments work on the basis of programmes, each of which comes with criteria of applicability and a set of processes to be adopted. Checks and controls are built into the functioning of government, transforming the guidance contained in programme documents into a bible of procedures, strengthened by precedent. CFAR's efforts to engage with government were designed to find space within the generally unbending steel frame of government schemes. However, before this ideal could be achieved, it was necessary that the community be capacitated to spell out their exclusion in a language that could be understood by government.

*Interacting with the steel frame:* SWI organised a series of consultations with key departments and facilitated interaction between the triad of SWI, MARPs and government officials. Through these meetings, officials were explained the nature of exclusion of MARPs and the procedural revisions that would be necessary to allow access; in turn, the community was made aware of entitlements that could be availed.

The SWI identified imbedded leaders within CBOs, building their capacity and harnessing it to the SWI in the form of Community Coordinators. The District Coordinator and other CFAR staff played a supportive role in enhancing the leadership of the Community Coordinators. Over time, Community Coordinators have come to play a crucial part in aggregating demand and easing service delivery. They act as a support system for those within their community who require to interact with the government as well as those who need assistance at the back end, such as in correcting application forms and completing due diligence. Community Coordinators also offer their encouragement and aid in filing of complaints.

Participation of MARPs in mainstream activities such as Village Social Audit and PLVs has further helped in building their capacity to interact with the government and assert themselves. Since both are governance functions, this has built a sense of respect from society at large. PLVs have also become social mobilisers for response to violence inflicted upon the FSW.

*Challenges to building capacity:* Self-stigma among MARPs came in the way of their assurance to negotiate with persons in the mainstream. Further, capacity building of MARPs was largely limited to those in leadership positions within the SWI such as Community Coordinators, volunteers and CBO representatives. Some departments were more difficult to interact with than others, for example, the police. This required initial handholding by the SWI and frequent interactions in public forums and meetings, which led to a gradual increase in self-esteem and confidence among MARPs. Difficulty was also faced in training a large number of FSW as PLVs, owing to the nature of work of PLVs. Only a handful of FSW were enthusiastic to be trained, and in most cases, these women were usually the ones most empowered e.g. community volunteers, CBO leaders etc.

#### **IV Transforming: The Delivery of Entitlements**

Given the architecture of various schemes and the conditions for their delivery, opening up new spaces within the steel frame of due process was necessary to enable MARPs to access them. In order to transform delivery of entitlements, the SWI made efforts mainly through the following modes of interventions by: (i) Challenging existing attitudes; (ii) Facilitating procedural changes; and (iii) Streamlining processes.

##### ***i. Challenging existing attitudes***

It was critical that district level officials would proactively address the grievances of MARPs.

*Direct engagement with district administration:* Sensitisation of government officials helped to safeguard against deliberate delays in processing of applications or failure to sanction them for spurious reasons. By generating the demand that government functionaries were required to deliver, the SWI was able to create a win-win situation for both.

In Karnataka, the *Sakala Services Act, 2011* supported the time bound delivery to entitlements. Convergence meetings with all departments under the aegis of the District Collector in Anantapur resulted in sensitisation of departments to MARPs' needs. The involvement of the DLSA was very important in making departments accountable for their actions and decisions.

The SWI directly engaged with officials to open avenues for interaction between MARPs and the government, either through formal consultations or through everyday communication surrounding status of applications. Master Trainers whose role was to train and orient all cadres and officials of key social sector programmes on strengthening community-government partnership and social inclusion, created institutional memory. In some departments, sensitisation of senior level officers by Single Window staff was often followed by sensitisation of lower level officials by senior officers themselves, creating a safety net in case of transfers. In Belagavi, working with champions in the government with previous work experience with CBOs/ NGOs also eased the sensitisation process. Connection with big corporate bodies such as HINDALCO gave legitimacy to the work of the SWI in Karnataka, making the task of getting government support somewhat less cumbersome.

*Challenges to transforming attitudes:* In spite of these efforts, not all officials have been as sensitive or accommodating to MARPs' needs. A section of officialdom still sees MARPs as needing rehabilitation, rather than as equal citizens availing entitlements. The police are another example with whom sensitisation efforts need to be strengthened. They continue to interpret their role in a way that results in violence against MARPs and their family members, and pose a challenge to justice for the marginalised.

##### ***ii. Facilitating procedural changes***

Existing government schemes, often framed to result in systematic exclusion of MARPs, required procedural changes to allow MARPs to gain access to them.

*Procedural changes introduced:* Mobilisation of unorganised workers and marginalised communities

in Andhra Pradesh and Karnataka to seek changes in the Pension scheme resulted in positive developments. The Pension scheme was revised in 2013 and a minimum universal pension of Rs. 300 per month was promised to all communities including MARPs, as well as providing pension to all women-widows, deserted, divorced and single women.

In Anantapur, Andhra Pradesh, the government has allowed relaxations on the provision of collateral for loans for FSW, granted under the Pradhan Mantri Mudra Yojana. FSW can now apply for loans for up to Rs. 20,000 under the Yojana without collateral. Seven FSW have received loans under this effort. Advocacy with the education wing of the State has also led to special consideration for children of FSW for admission into Kasturba Gandhi Balika Vidyalayas, a residential schooling facility for adolescent girls whose admission criteria is otherwise strictly limited to drop-out girls belonging to Scheduled Castes, Scheduled Tribes, Other Backward Classes and minority communities. As a result, 24 girls of FSW have till date been admitted to these in the state. Minimum educational qualification required for PLVs has also been relaxed by DLSA to allow FSW to be trained as PLV, as most are not literate or have only completed elementary schooling.

In Karnataka, recognition of non-binary descriptions of sex led to the introduction of a separate 'third sex' category in ration card forms, making it easier for transgender persons to assert their identity and demand entitlements without compromise. Special consideration has also been made for MARPs to access the widow pension scheme in Karnataka; those without an age proof can now get their age certified by a medical doctor. The verification process to obtain Below Poverty Line ration cards and the Mythri pension in Karnataka has also been relaxed for MARPs.

*Challenges that remain:* Procedural changes have not had a similar impact on access of FSWs who migrate. For them, the mandatory requirement of Aadhar to apply for most schemes remains a challenge, as they often do not possess residential proof.

### **iii. Streamlining processes**

From filling out application forms and their submission to following up with concerned departments about their status, various processes had to be simplified and streamlined to improve access of MARPs.

*Simplifying access:* Establishing relationships of trust between the community and the government were pertinent to enabling access. It was necessary to sustain these relationships over time so that entitlement delivery would not remain contingent on goodwill. Contact was thus maintained at multiple levels within the system to ensure that transfers did not disrupt previously established relationships. This strategy has been particularly helpful for the SWI in Belagavi.

On the demand side, ensuring that all prerequisites for application submission have been fulfilled by the applicant has made it easier for the officials to process applications. Due diligence of applications was carried out by trained Community Coordinators before forwarding them to respective departments. Submission of forms in batches has facilitated easy follow up by the Community Coordinator.

In Anantapur, Andhra Pradesh, tagging of MARP applications in a separate blue coloured file ensured that officials handled them with sensitivity. As one official remarked, "... all government departments know about the blue file and are aware that it has come through *Varadhi* SWI". Special arrangements were also made at the SWI and/or CBO premises for instant application for Aadhar cards. In Belagavi, arrangements were made for online applications for ration cards. This shift to online application procedures has worked well for MARPs as they are no longer required to disclose their identity. Mandatory enquiry through household visits by government officials for certain schemes is carried out in collaboration with Single Window staff to minimise intrusion and maximise sensitivity.

*Challenges to streamlining processes:* These successes notwithstanding, challenges continued to interrupt the SWI's efforts to transform entitlement delivery. Official procedure in processing of applications took its own time, with delays sometimes stretching up to 6 months to a year. Requirements for supporting documents for entitlements also changed from time to time, necessitating SWI staff to chase applications, as well as updating scheme related guidelines repeatedly.

In conclusion, each phase of CFAR's journey held critical importance to achieving the objective of the project. Securing a mandate at the National, State and District level constituted the foundation for subsequent efforts undertaken to develop and operationalise socially inclusive policy at various levels. The steel frame of government procedure had to be gently moulded to become inclusive of MARPs. However, each phase also met with significant challenges and limitations which impeded the scope and impact of the project. Given these challenges, the impact of the project on two of its key objectives -uptake of entitlements and mainstreaming- necessitates an in-depth analysis, discussed at length in the proceeding chapter.

## Case Studies

**Kadiri, Andhra Pradesh:** Anitha\*, the daughter of FSW Mahadevi\*, discontinued her schooling when her mother migrated. Living as she did in a trafficking prone area, a residential facility for Anitha was the need of the hour. In one of the scheme awareness drives conducted by Community Coordinators from *Varadhi*, Mahadevi was informed about the Kasturba Gandhi Balika Vidyalayas and urged her to apply for admission to the Kasturba Gandhi Balika Vidyalaya located in Kadiri. Since the minority quota in Kasturba Gandhi Balika Vidyalaya had already been met, *Varadhi* staff approached the district officials of the Education Department, sensitising them about the need for migrant FSW children to have a safe and secure schooling environment. The officials gave their commitment to create spaces for such children within the existing education infrastructure, and Anitha was granted admission in the facility in 6<sup>th</sup> class. Mahadevi now envisions a brighter future for her daughter. She would like Anitha to attend skill development trainings when she is older, and plans to send her to vocational training courses organised by the Kasturba Gandhi Balika Vidyalaya during the summer vacation.

**Belagavi, Karnataka:** As a widow, 40-year old Sunitha Devi\* and her 11-year old daughter fell on hard times. Although, she had learnt the art of making rope handicrafts from her mother, she could not hope to get funds to start her own venture, as applying for a bank loan was so difficult. However, the SWI helped her apply for and receive financial assistance under the Karnataka government's Chethana Scheme, which provides Rs. 20,000 grant to FSWs for setting-up small businesses. In July, 2016, she started a tailoring-cum-handicrafts business with the money received under the scheme, which today brings in a monthly profit of Rs. 4000. She sews clothes and sells handicraft to women in the neighbourhood as well as to other MARPs she meets during her visits to the SWI. While Sunitha dreams of a better life and a bright future for her only daughter, she also has plans to join hands with other beneficiaries under the scheme to expand her business.

*\* Names changed to protect identity*

# The Destination

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## Chapter 3

CFAR has travelled a long journey with its eye on the destination of linking MARPs to their rightful entitlements and within a larger vision for social inclusion and mainstreaming. The successful creation and operationalisation of the SWI was the destination of the journey. The extent of success of its objectives can thus be evaluated by understanding the uptake of services offered under the SWI, and the impact of the programme on mainstreaming of MARPs.

It may be remembered that the grant from BMGF to CFAR was put in place in 2012 with the aim of establishing one SWI each in 12 districts across 6 states.<sup>x</sup> For various reasons, not least being the intensity for effort that goes into setting up an SWI, the number finally achieved was one SWI in each of the 8 districts (Anantapur, Belagavi, Bengaluru, East Godavari, Madurai, Salem, Solapur and Imphal) in 5 states (Andhra Pradesh, Karnataka, Maharashtra, Manipur and Tamil Nadu). Project management was informed by a detailed MIS; unfortunately this was not organised in the same way at each location, making aggregation difficult and hence, less informative of project progress than it could have been. It took some time for CFAR to clean the MIS sufficiently to share with the evaluation team, after which the team undertook consistency checks. Albeit that advocacy projects are intrinsically dependent on the readiness of systems and communities to change, the evaluation team conducted an analysis of the milestones provided in the Annual Progress Reports, which is presented below (see Figure 2). It may be noted that the project received a no-cost extension upto June 2017.

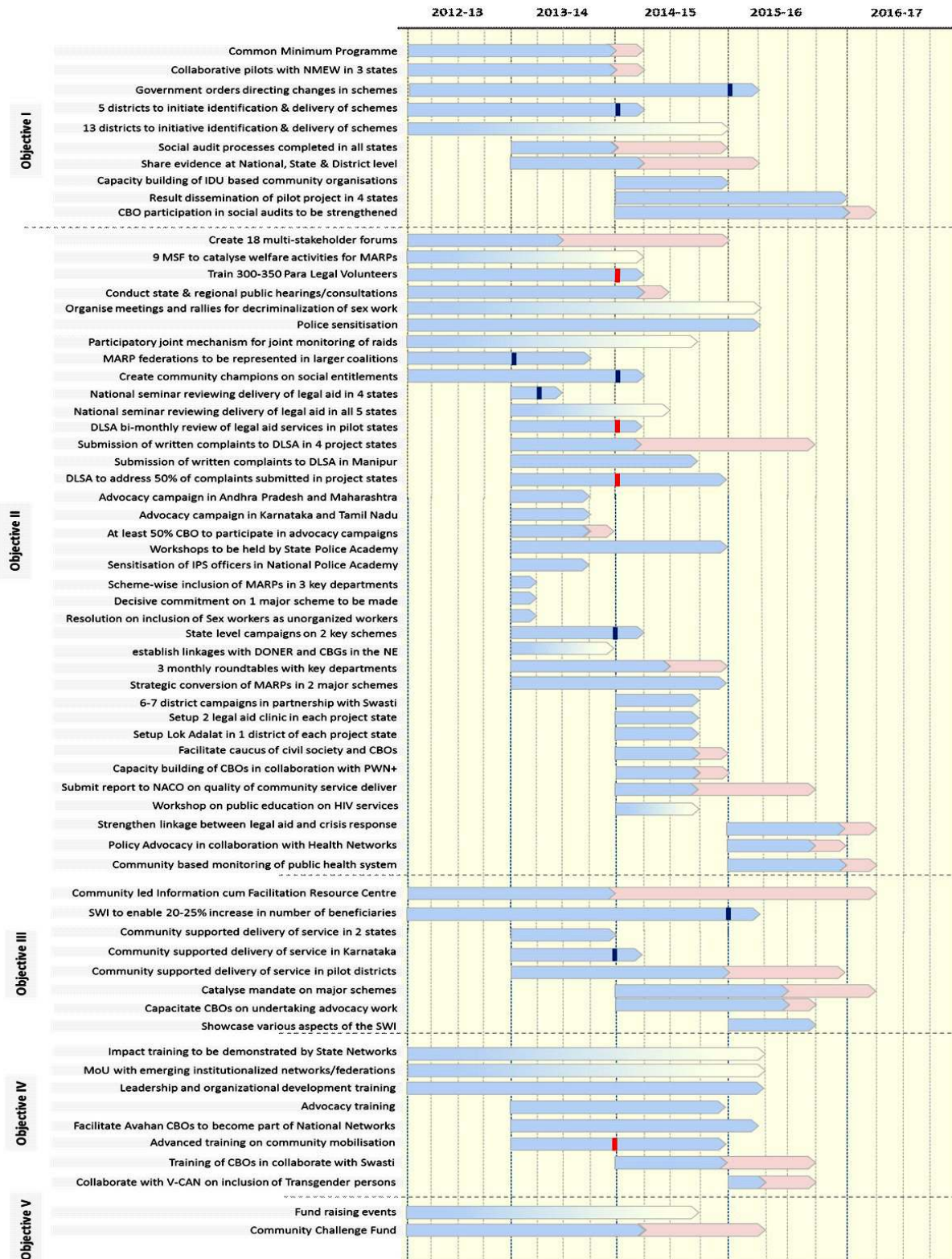
As has been noted in the previous chapter, CFAR was sailing uncharted waters. A great deal of effort was required to build support for the issue and creating the room for such an initiative within the overall envelope of action on marginalisation. It is not surprising that the results of such initiatives required time to play out.

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<sup>x</sup> The original 18 districts were: Guntur, Anantapur, East Godavari in Andhra Pradesh; Chamarajanagar, Bengaluru, Belagavi, Bellary, Mysore in Karnataka; Kolhapur, Parbani, Solapur in Maharashtra; Coimbatore, Madurai, Salem in Tamil Nadu; Dimapur in Nagaland; Imphal in Manipur and two districts to be determined during the course of the project. In 2013 Avahan withdrew from Nagaland following which CFAR also confined its activities to the remaining 5 states. The number of SWI envisaged was reduced from 12 to 8 when the SLPs in Guntur, Kolhapur and Mysore districts were unable to arrive at an agreement over the SWI with CFAR, and the nodal department in Karnataka -DWCD- agreed to only 2 SWI.



Figure 2: Analysis of milestone achievement (2012-13 to 2016-17)



LEGEND: Blue arrows: Proposed timeline; Pink arrows: Beyond proposed timeline; Vertical red lines: Milestone removed; Vertical blue line: Achieved before proposed date; Fading blue arrows: Information not available on status of milestone achievement



## Entitlements

The SWI provides multiple services, which can be broadly categorised as per its five key functions:

- (i) Providing information on schemes: One of the key services offered under the SWI is dissemination of information on schemes to MARPs. Such information dissemination is aimed at making MARPs aware about the schemes and programmes offered by different departments.
- (ii) Providing information on filling forms for schemes: The SWI provides information to MARPs in filling out application forms for schemes they wish to avail. This includes ensuring not only that the form is filled correctly but also completely, with due diligence by the SWI staff so that the application can be processed without any delays.
- (iii) Submitting applications for schemes: The SWI facilitates submission of applications by MARPs for both national and state specific schemes. By ensuring that all relevant documents are attached to the application and the form is duly filled, the Community Coordinators are responsible for collectively submitting applications of beneficiaries under the same scheme to respective government departments. In Anantapur, the SWI has developed a novel initiative of tagging MARP applications from the rest by using a blue coloured file. This is to ensure sensitive handling of the applications. The SWI's staff also plays the crucial role of undertaking regular follows up with various government departments on submitted applications on behalf of MARPs.
- (iv) Counselling: The SWI provides counselling to MARPs on a variety of issues, such as domestic violence and harassment, importance of education for girl children, banking, and child rights among others. Of particular importance is legal awareness and legal counsel to MARPs by SWI staff, PLVs, and lawyers who assist and sensitise MARPs on the judicial proceedings that need to be followed in case of a complaint.
- (v) Filing complaints and/ or help in seeking redressal: With the support of the SWI staff, MARPs are encouraged to put their grievances on paper and seek legal action. The SWI's role includes providing assistance in filing complaints and ensuring that the applicant is fully aware of the legal proceedings that shall take place, as well as playing a reassuring role in sensitive cases.

These services are not mutually exclusive - beneficiaries often avail more than one service of the SWI, sometimes even for a range of schemes.<sup>xi</sup> For instance, they may avail assistance of the SWI in filling forms for more than one scheme, in addition to seeking information on several.

The following sections, based on the MIS from the *Varadhi* SWI in Andhra Pradesh and the *Sahaya* SWI in Karnataka, throws light on the various services availed by the beneficiaries of the 2 SWI. Detailed information on the beneficiaries and services provided by the *Varadhi* SWI in Andhra Pradesh and *Sahaya* SWI in Karnataka are provided in the Annexure I and Annexure II respectively. The results denote the fact that CFAR was inventing as it moved along the initiative required creativity to install.

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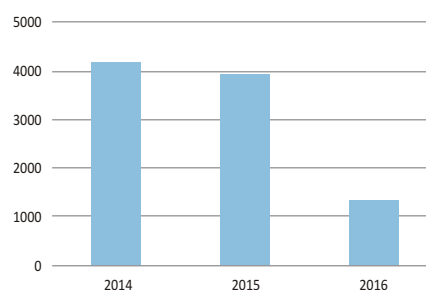
<sup>xi</sup> For the purposes of the present study, the term 'beneficiaries' is used to discuss persons who received services offered by the SWI.

## Andhra Pradesh: Analysis of MIS of the Varadhi SWI

For the purpose of the evaluation, beneficiaries of the SWI are those availing services offered by the SWI. The beneficiary profile in Andhra Pradesh is dominated by FSW.<sup>xii, xiii</sup>

The *Varadhi* SWI covered a total of 11 FSW CBOs: 6 in Anantapur and 5 in East Godavari. During 2014-2016, it reached 9426 beneficiaries -7215 (76.5%) in Anantapur and 2211 (23.4%) in East Godavari. Most beneficiaries -4207 (44.6%)- were covered in 2014, the first year of operationalisation, signalling an enormous unmet demand for services. From 2014 to 2016, Andhra Pradesh recorded a 69.1% decline in overall beneficiaries. Beneficiaries included MARPs themselves and also their family members (38.6% of all beneficiaries).

Figure 3: Andhra Pradesh - coverage of Varadhi SWI (2014-16)



Source: MIS data

Table 1: Andhra Pradesh - profile of beneficiaries (2014—2016)

<b>Indicators</b>		<b>N</b>	<b>%</b>
<i>Gender</i>	Total	9426	-
	Male	1979	21.0
	Female	7402	78.5
	Transgender	45	0.5
	Sexual minority	NA	-
<i>Age</i>	0-18 years	3225	34.2
	19-59 years	5943	63.1
	60 years and above	258	2.7
<i>Level of education</i>	LKG to class 8	3624	38.4
	Class 9 - 10	1385	14.7
	Class 11 - 12	101	1.1
	Diploma, Bachelors and above	20	0.2
	Literate	NA	-
	Semi-literate*	NA	-
	Not literate	4296	45.6
	NA (beneficiary below 6 years)	NA	-
<i>Relationship with beneficiary</i>	Self	5784	61.4
	Family members	3642	38.6
<i>First-time visitor</i>	Yes	8258	87.6
	No	1168	12.4
<i>Member of CBO</i>	Yes	9426	100.0
	No	0	0.0

\* Semi-literate is described by the MIS to mean who can only sign

<sup>xi</sup> The beneficiary profile is based on analysis of MIS data, containing information from January 2014 to December 2016.

<sup>xii</sup> In comments to the draft report, CFAR clarified that in Tamil Nadu and Manipur (not within the scope of this study), the focus is entirely on transgender persons and injecting drug users, respectively.

Beneficiaries were contacted through multiple modes of outreach, i.e., campaigns by the SWI staff, dissemination of scheme related information by Community Coordinators, enrolment camps conducted in collaboration with government departments, SWI team visits to CBO offices, and mini legal camps. Some beneficiaries were contacted more than once through different modes. The total cases of outreach were thus 11,806. Scheme education by Community Coordinators was the most common reason for outreach, accounting for 59.6% of all modes

A substantial reach of the SWI was driven by Community Coordinators, peer educators and community volunteers. However, in Anantapur which is characterised by a vast geography, it has been a challenge for them to have extensive outreach to MARPs. Another challenge has been the hidden nature of MARPs, especially if they are not members of any CBOs.

#### ***i. Information on schemes***

Every person covered by the *Varadhi* SWI sought information regarding schemes. Some beneficiaries sought information on more than 1 scheme. The number of schemes on which information was sought by any single beneficiary ranged from 1 to 12. Counting each instance of information dissemination for any 1 scheme as one, the total instances of scheme-related information dissemination in Andhra Pradesh were 11,650 provided to 9426 beneficiaries.

Information was provided on a total of 50 schemes. For certain schemes, the beneficiaries were much higher. For example, information dissemination regarding the Right to Education had the maximum beneficiaries in the state.

Maximum coverage of the SWI on information on schemes -4207 (44.6%)- took place in 2014. In successive years, information dissemination by the SWI followed a declining trend. New persons who sought information on schemes fell from 3918 (41.6%) in 2015 to 1301 (13.8%) in 2016. This may have been due to saturation of the beneficiaries by information in the first year. However, in the absence of denominator data, this explanation may or not be the right one.

A cross-analysis with level of education of beneficiaries was undertaken to gather insights into the educational qualifications of beneficiaries who sought scheme information. A large proportion of beneficiaries who sought information on schemes in Andhra Pradesh -4296 (45.6%)- were not literate, consistent with the pattern observed in the educational qualifications of beneficiaries in the state.

#### ***ii. Information on filling forms for schemes***

A large number of persons -6453 (68.4%)- covered by the *Varadhi* SWI sought information in filing forms. Some beneficiaries sought information on filling forms for more than 1 scheme, ranging from 1 to 9. Counting those who sought information on filling form for any 1 scheme as one, the total beneficiaries who sought information on filling forms in Andhra Pradesh were 8461 against a total 9426. Information in filling forms was provided for 57 schemes, which is more than the schemes on which information was sought i.e. 50. Since information was provided on lesser number of schemes, this suggests that for certain schemes, beneficiaries did not feel the need for information but still sought information on filling forms for the scheme. Certain schemes were represented more frequently; information on filling forms for Housing schemes had the maximum beneficiaries.

Maximum coverage on information on filling forms -2942 (45.6%)- took place in 2014. In successive years, the number of people seeking information on filling forms fell from 2476 (38.3%) in 2015 to 1035 (16.0%) in 2016. One possible explanation might be due to information diffusion from beneficiaries seeking such information in the initial year to those in the succeeding years. A cross-analysis with level of education of beneficiaries was undertaken. A large proportion of beneficiaries seeking information on filling forms were not literate -4024 (62.4%).

### iii. Submitting applications for schemes

In Andhra Pradesh, application submission rate among the beneficiaries covered by the SWI is 27.2% (2564) of the 9426 people covered by the SWI. Since, some beneficiaries submitted applications for more than 1 scheme, the number of applications submitted by a beneficiary ranged from 1 to 7 in Andhra Pradesh. Therefore, the total number of applications received by the SWI in Andhra Pradesh were 6672.

The SWI in Andhra Pradesh received applications for 55 schemes. During the project period of 2014 to 2016, in Andhra Pradesh, the housing scheme saw the greatest demand with 1039 (15.6%) applications. Housing Scheme was followed by 766 (11.5%) applications submitted for Food Security Card, and 760 (11.4%) applications for Aadhar.

Table 2: Andhra Pradesh - top 3 schemes for which applications submitted

Scheme	Andhra Pradesh	
	n	n%
Housing Scheme	1039	15.6
Food Security Card	766	11.5
Aadhar	760	11.4
Total applications submitted	6672	-

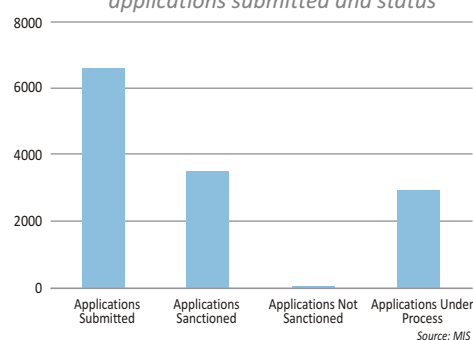
The highest number of applications were submitted to the SWI in Andhra Pradesh in 2014 -3078 applications (46.3% of total applications). On an average, 2224 applications were submitted per year in Andhra Pradesh. There was a steady increase in conversion of beneficiaries contacted by SWI to those submitting applications. In 2014, out of 4207 people contacted, 644 submitted applications (15.3%), while in 2015 out of 3918 people contacted, 1382 submitted applications (35.3%). The conversion rate was highest in 2016, where out of 1301 people contacted, 538 submitted applications (41.4%).

Cross-analysis suggests that in Andhra Pradesh, out of the 8461 beneficiaries who sought information on filling forms, 3029 (35.8%) submitted applications. However, for certain schemes, beneficiaries submitted applications even without prior exposure to filling forms for those schemes from Varadhi SWI, for example, social security pension (40 applications), Mudra loans (28 applications) and street vendor identity card (10 applications).

Cross-tabulation with level of education of those submitting applications indicates that out of 2564 beneficiaries who submitted applications at the SWI in Andhra Pradesh, 1665 (64.9%) were not literate. This analysis conforms to the levels of illiteracy of beneficiaries of the SWI in Andhra Pradesh, 45.6% of whom are not literate.

An analysis of the status of applications submitted in Andhra Pradesh indicate that the sanction rate is low in the state. Of the total 6672 applications submitted, 3570 applications (53.5%) have so far been sanctioned. In all, 3013 applications (45.2%) are currently under process in the state and 89 applications (1.3%) have not been sanctioned. With 1762 applications (65.9%) out of 2672 applications submitted in 2015 being under process, 2015 records the highest number of applications under process in Andhra Pradesh. Meanwhile, of the 3078 applications submitted in 2014, 868 applications (28.2%) are under process. The high rate of under process and lower sanction rate in Andhra Pradesh may be related to the strain on the system with the bifurcation of erstwhile Andhra Pradesh in 2014.

Figure 4: Andhra Pradesh applications submitted and status



Although the SWI has provided entitlements to thousands of MARPs, quantitative and qualitative study of the initiative suggests that the MARPs demand for housing remains largely unfulfilled. Over a period of 3 years (2014-16), in Andhra Pradesh, of the 1039 applications for housing scheme, 1037 (99.8%) were under process. This can be explained by greater competition in accessing housing schemes because these are open to all citizens and yet have a small annual quota. However, on exhaustion of the annual quota, applications are still considered and reviewed in the following years (not closed or rejected), thus enabling the applicants to pursue their case.

#### **iv. Counselling**

Of the total, 5452 (57.8%) people sought counselling service from the SWI. With 2812 (51.6%) persons being counselled in 2015 in Andhra Pradesh, this year saw the most number of people being counselled in the state.

Counselling was availed for more than 1 issue. The number of topics on which counselling was provided to any single beneficiary ranged from 1 to 5. Counting each instance of counselling for any 1 issue as one, the total instances of counselling in Andhra Pradesh were 6603. The number of instances of counselling for domestic violence in Andhra Pradesh was 54. Counselling was provided on a total of 20 issues in Andhra Pradesh. Counselling on the importance of education, hostel facilities, children's home facilities by government and NGOs had the maximum beneficiaries.

#### **v. Filing complaints and/or help in seeking redress**

In Andhra Pradesh, 89 (0.9%) people sought help of the SWI in filing complaints/ seeking redress.

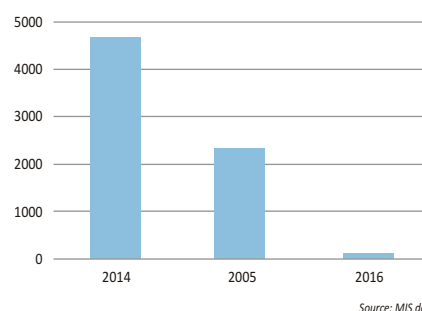
Over the years, there was an increasing trend in beneficiaries covered under this service, with the highest being covered in 2016 -47 (52.8%). A cross-analysis undertaken to gather insights into the proportion of beneficiaries who also sought SWI's assistance in filing complaints when they availed counselling services found that even though few beneficiaries availed counselling on the issue of domestic violence (54) and stigma and discrimination (2), 114 had beneficiaries sought SWI's help in filing complaints on these 2 counts. Some beneficiaries sought help of the SWI in filing complaints/ seeking redress on more than 1 issue. The number of concerns on which such help from SW was sought by any single beneficiary ranged from 1 to 3. Counting each instance of filing complaints/ seeking redress as 1, the total instances in which the help of the SWI was sought in Andhra Pradesh were 114.

The SWI provided assistance on filing complaints/ seeking redress on mainly 2 counts -incidents of violence, and stigma and discrimination. Of these, in 105 (92.1%) instances, beneficiaries sought SWI's assistance on violence related incidents alone.

#### **Karnataka: Analysis of MIS of the Sahaya SWI**

In Karnataka, the *Sahaya* SWI covered a total of 6 CBOs -3 in Belagavi (2 for FSW and 1 for sexual minority) and 3 in Bengaluru. Beneficiaries in Karnataka were predominantly FSW.<sup>xiv, xv</sup> The SWI reached 7149 beneficiaries. The SWI in Bengaluru contributed 5436 (76.0%) beneficiaries. Most beneficiaries -4680 (65.4%)- were contacted in 2014. In the state, 1554 (21.7%) beneficiaries were family members of beneficiaries.

Figure 5: Karnataka - coverage of Sahaya SWI (2014-16)



<sup>xiv</sup> The beneficiary profile is based on analysis of MIS data, containing information from January 2014 to December 2016.

<sup>xv</sup> In comments to the draft report, CFAR clarified that in Tamil Nadu and Manipur (not within the scope of this study), the focus is entirely on transgender persons and injecting drug users, respectively.

Table 3: Karnataka - profile of beneficiaries (2014-2016)

<b>Indicators</b>		<b>n</b>	<b>%</b>
<i>Gender</i>	Total	7149	-
	Male	1089	15.2
	Female	5653	79.1
	Transgender	NA	-
	Sexual minority	407	5.7
<i>Age</i>	0-18 years	1299	18.2
	19-59 years	5426	75.9
	60 years and above	424	5.9
<i>Level of education</i>	LKG to class 8	948	13.3
	Class 9 - 10	556	7.8
	Class 11 - 12	118	1.7
	Diploma, Bachelors and above	40	0.6
	Literate	2448	34.2
	Semi-literate*	576	8.1
	Not literate	1798	25.2
	NA (beneficiary below 6 years)	665	9.3
	<i>Relationship with beneficiary</i>		
	Self	5595	78.3
	Family members	1554	21.7
<i>First-time visitor</i>	Yes	7038	98.4
	No	111	1.6
<i>Member of CBO</i>	Yes	6108	85.4
	No	1041	14.6

\*Semi-literate is described by the MIS to mean who can only sign

Analysis by gender indicates that 5653 (79.1%) beneficiaries were female, 1089 (15.2%) were males, and 407 (5.7%) were sexual minority. A significant proportion of beneficiaries -2448 (34.2%)- were literate i.e. are able to read and write, with those not literate constituting 1798 (25.2%). It may be noted that in Belagavi, 1644 (96.0%) beneficiaries were not literate. Most beneficiaries were aged 19-59 years- 5426 (75.9%). The number of beneficiaries below 18 years was 1299 (18.2%), and 424 (5.9%) beneficiaries over 60 years.

The number of first time visitors was very high in Karnataka. In all, 7038 (98.5%) beneficiaries were first time visitors. Most beneficiaries were members of CBOs- 6108 (85.4%). The remaining beneficiaries in Karnataka -1041 (14.5%)- were MARPs but not affiliated to any CBO.

#### ***i. Information on schemes***

The *Sahaya* SWI provided information regarding schemes to each person covered by it. Some beneficiaries sought information on more than 1 scheme. The number of schemes on which information was sought by any single beneficiary ranged from 1 to 3. Counting each instance of information dissemination for any 1 scheme as one, the total instances of scheme-related information dissemination in Karnataka were 7236 against a total beneficiary count of 7146. Information was provided on a total of 16 schemes. For certain schemes, the beneficiaries were



much higher. For example, information dissemination regarding the Integrated Child Development Scheme had the maximum beneficiaries in the state.

Maximum coverage of the SWI on information on schemes -4680 (65.5%)- took place in 2014. Persons who sought information on schemes declined from 2352 (32.9%) in 2015 to 117 (1.6%) in 2016. This may have been due to large number of people seeking information on schemes in 2014 alone. However it is difficult to come to a definitive conclusion in the absence of denominator data.

A cross-tabulation with level of education of beneficiaries was undertaken to gather insights into the educational qualifications of beneficiaries who sought scheme information. The maximum beneficiaries -1798 (25.2%)- who sought information on schemes in Karnataka were not literate, which is consistent with the pattern observed in the educational qualifications of beneficiaries in the state.

#### **ii. Information on filling forms for schemes**

Only a subset of the people covered by the *Sahaya* SWI sought information in filing forms. Of those covered, 3285 (46.0%) people sought this service.

Maximum coverage of the SWI on information on filling forms- 1976 (60.2%)- took place in 2014. In successive years, the number of people seeking information on filling forms from the SWI followed a declining trend. Persons seeking such information declined from 1196 (36.4%) in 2015 to 113 (3.4%) in 2016. Speculation suggests that this could be due to information diffusion from beneficiaries seeking such information in the initial year to those in the succeeding years and/ or fall in the number of beneficiaries interested in the schemes due to wide coverage.

Some beneficiaries sought information on filling forms for more than 1 scheme. The number of schemes on which information in filing form was sought by any single beneficiary ranged from 1 to 3. Counting those who sought information on filling form for any 1 scheme as one, the total beneficiaries who sought information on filling forms in Karnataka were 3348. Information in filling forms was provided for a total 13 schemes in Karnataka. For certain schemes e.g., filling forms for Aadhar cards beneficiaries for information on filling form were much higher.

A cross-tabulation with level of education of beneficiaries was undertaken to gather insights into the educational qualifications of beneficiaries who sought information on filling forms. A large proportion of beneficiaries seeking information on filling forms were not literate- 1254 (38.2%). Comparing this with the proportion of not literate beneficiaries in Karnataka (25.1%), a disproportionately higher number of not literate beneficiaries sought information on filling forms.

#### **iii. Submitting applications for schemes**

In Karnataka, all 7149 (100.0%) beneficiaries submitted an application. The highest number of applications Karnataka were submitted in 2014 - 4455 (61.6%) of total applications). On an average, 2412 applications were submitted per year in Karnataka.

Some beneficiaries submitted applications for more than 1 scheme. The number of applications submitted by a beneficiary ranged from 1 to 3 in Karnataka. The total number of applications received by the SWI in Karnataka were 7236.

The SWI in Karnataka received applications across 17 schemes. Between 2014 and 2016, in Karnataka, 2619 (36.2%) applications were submitted for ICDS. This was followed by 1888 (26.0%) applications for Aadhar, 582 (8.0%) applications for voter identification card and 460 (6.7%) applications for Chethana Scheme.

Cross-analysis with beneficiaries for information on filling forms for schemes suggests that in Karnataka, all 3348 beneficiaries who sought information on filling forms submitted applications. For certain schemes, beneficiaries submitted applications even without prior exposure to filling forms

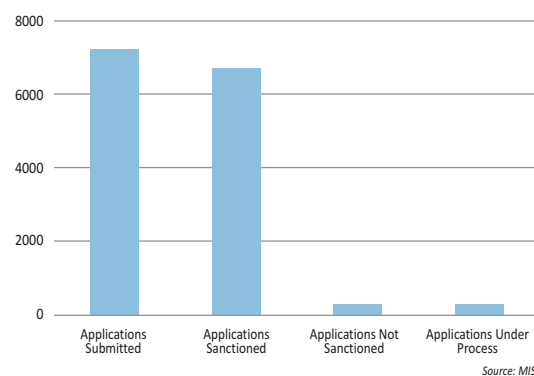
for those schemes, for example, for Financial Support Scheme (19 applications), Housing Scheme (100 applications) and Pension Scheme (311 applications). A disproportionate number of applications of the 7149 beneficiaries were from those not literate -1798 (25.2%).

Table 4: Karnataka - top 3 schemes for which applications submitted

Scheme	Karnataka	
	n	%
ICDS	2619	36.2
Aadhar	1888	26.0
Voter ID Card	582	8.0
Total applications submitted	7236	-

Analysis of status of submitted applications reveals that of the 7236 applications submitted, 6739 (93.1%) applications have been sanctioned, 279 (3.9%) applications are under process, and 218 (3.3%) have not been sanctioned. With all 117 applications submitted in 2016 being under process, 2016 records the highest number of applications under process in Karnataka. Meanwhile, of the 2620 applications submitted in 2015, 128 (4.9%) applications are under process.

Figure 6: Karnataka - applications submitted and status



Anecdotal evidence in Karnataka revealed the increasing demand for housing among MARP. Of the 100 applications submitted under the housing scheme in Karnataka, all 100 applications were under process. This can be explained by greater competition in accessing housing schemes and a small annual quota fixed by the state government.

#### iv. Counselling

In all, 10 (0.1%) people sought counselling. With 7 beneficiaries being counselled in Karnataka in 2015, the year saw the highest instances of counselling.

Counselling cases in Karnataka indicate that all 10 beneficiaries sought counselling on domestic violence. It is surprising that in an empowerment programme such as the SWI, this counselling was not sought more frequently.

#### v. Filing complaints and/ or help in seeking redress

No one sought this service from the SWI in Karnataka. This requires further probing.

### Mainstreaming

Social inclusion of MARPs and creation of social capital is another objective of the SWI. This has required the establishment of a safe space for MARPs to voice their concerns, be heard, and exert influence over the negative power dynamic between the state machinery and themselves. The SWI aimed at mainstreaming of MARP by: (i) Building social bridges; and (ii) Supporting alternative livelihoods.

#### i. Building social bridges

Access to government schemes by establishing the requisite legal and regulatory framework for action and corresponding institutional arrangements for delivery, has helped contribute to the broader processes of social inclusion in society. In particular, access to universal entitlement schemes such as Right to Education, Ration card, Pensions and others have validated a sense of citizenship among MARPs by providing both identity and access. For instance, the admission of the children of FSWs to 'mainstream' schools under the Right to Education provided FSW with a sense of integration

with other members of society. By matching skills with financial support, provision of livelihood opportunities and enhanced earnings has helped further to mainstream MARPs.

*Moving beyond ascribed identities:* MARPs have grown to have identities beyond 'sex worker' and 'transgender', such as taking on the role of PLVs in Andhra Pradesh and Karnataka. As PLVs, FSW offer legal counsel not only to their own community members but also to the general public. In case of crises, the supportive role played by PLVs is even more manifest, as most women need hand holding in addition to the knowledge of judicial procedures to file a complaint or even approach the police. Because of the indispensability of the work they do, PLVs have found an avenue for interaction with the community, and the opportunity to assist those in need, in equal measure.

The participation of FSW in governance functions such as Social Auditing in Andhra Pradesh has also had similar outcomes. Till date, 51 FSW have been trained as Village Social Auditors. FSW have been very vocal on the importance of taking on social auditing for enhanced self-worth. Conducting social audit for general schemes especially the Mahatma Gandhi National Rural Employment Guarantee Scheme is an excellent means to not only interact with communities beyond MARPs but also support them in demanding a just delivery mechanism, building healthy social relationships in the process. As remarked by a FSW who also works as a Social Auditor, discrimination and prejudice by the non-FSW community has reduced, owing to greater dependence on Social Auditors like herself for safeguarding their rights and approaching the government for redress "our profession is of least importance to them". Engagement in small businesses such as tailoring, saree making, vegetable vending etc. also gives MARPs the chance to interact freely with society without the discrimination that normally colours their interactions.

*Fostering economic inclusion:* The establishment of the VWMN in Kadiri mandal in Anantapur has also worked well for social inclusion. Since some FSW CBO members are integrated into regular SHGs for the purpose of raising credit, the economic underpinning of the programme also shapes social relationships among SHG members. Studies on social capital have found particular interest in the SHG model, demonstrating how sound economic relations among members trickle down into and are in turn fed by strong social relations among them. In Kadiri, with the support of the DRDA, financial security of each member of the SHG acts as an incentive for the group to exist and function. The model in Kadiri is a good example of how, through government led support, existing programmes like the SHG can be tweaked to address MARP needs and facilitate mainstreaming simultaneously. This is also reflected in the VWMN Forum meetings, where MARPs interact with other vulnerable groups (single widows, victims of abuse & trafficking etc.) reinforcing a sense of equity, as they are able to share their concerns among a larger, more diverse group of women, drawing important lessons from each other and seeking solace in similar narratives of fortitude.

*Challenges to building social bridges:* Mainstreaming MARPs could have gone even further, which it had the potential of doing. Specific efforts to reduce stigma and discrimination towards MARPs among the general population were not undertaken. Reaching the hidden groups scattered within MSM constituency and targeting the highly mobile transgender groups remains a challenge. Even as many individuals have come forward to reveal their identities within the community there remain many more who are yet to be identified and encouraged to apply for their legal entitlements through the SWI. Only a few FSW took interest in PLV training, owing to the nature of work and the strict training regimen. As observed by government officials, there is a need to extend this function to a larger number of MARPs. Integrating MARPs into SHGs was also not so simple. Without financial stability or support, which is often the case with most MARPs, the SHG may systematically discriminate and exclude them, necessitating the need for government intervention.

## **ii. Supporting alternative livelihoods**

While access to entitlements by MARPs ensures that they lead lives that they have reason to value, it also opens up the possibilities for moving away from sex work in a dignified and sustainable manner, while at the same time leaving the choice to do so in the hands of the MARPs themselves.

*Providing avenues for alternative livelihoods:* In this respect, one of the key entitlements that SWI has linked MARPs to, is the financial assistance schemes such as the Chethana scheme for FSW and the Financial Assistance for Transgender Person scheme for transgender persons in Karnataka.<sup>xvi</sup> The clause of non-conditionality has been a deliberate addition, allowing MARPs to utilise the funds as they see fit. The recent resolve of the State government to increase the Chethana assistance from Rs. 20,000 to Rs. 40,000 has further potential to mitigate the economic vulnerabilities among MARPs to a large extent. For those interested in starting their own venture, certified training programmes by the District Lead Bank in Belagavi on running a business has helped in accessing loans from other banks upon completion of training as well as later. A similar role was played by the District Lead Bank in Anantapur, which established linkages with the Rural Development & Self-employment Training Institute in Kadiri to help in skills development of marginalised women so that they are capacitated to take up entrepreneurial projects of their own.

In Kadiri, Anantapur, integration of vulnerable women into existing SHGs or creation of new ones through the VWMN has also provided avenues for livelihood generation activities. By borrowing directly from the pool of resources available with the SHG, these women need not worry about sureties while applying for loans from financing institutions. Subsidised loans has also been availed from special government institutions such as the Scheduled Castes and Scheduled Tribes Corporation where only a proportion of the principal amount has to be repaid by the debtor. In some cases, a very high proportion - upto 90%- of the loan is subsidised. The Differentiated Rate of Interest Loan is another banking tool under which a lower rate of interest is charged on loans provided to vulnerable and marginalised women. Such initiatives have supported entry point income generation activities along with offering ease in doing business.

*Challenges in supporting alternative livelihoods:* The opportunity to offer additional support or expertise to beneficiaries of the financial assistance schemes, such as Chethana have not been fully explored. Navigating through the banking structures to establish these linkages has also not been complete. The SWI continues to face challenges on the ground. Bank Managers are still hesitant to provide loans to MARPs without collateral - a financially sound decision but one that will require considerable realignment of regulatory strictures to be customised to MARP needs. There is also the continuing perception among some government officials that financial assistance measures would lead to 'rehabilitation' of sex workers, a mind-set CFAR has actively been trying to remove.

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<sup>xvi</sup> Of 460 applications submitted for Chethana, 352 were sanctioned by the Government. 158 applications were submitted for financial assistance by transgender persons, all of which were sanctioned.

## Case Studies

**Nallamada, Andhra Pradesh:** Nagarjuna\*, a FSW, had often applied for loans from the Tribal Corporation in Anantapur to start a sheep rearing business but to no avail. While attending one of the meetings with officials from the Corporation at *Varadhi*, the Community Coordinators urged Nagarjuna to apply again and the officials also assured her of speedy processing. While the Corporation honoured its commitment to grant 90% of the loan amount, the remaining 10% was not easily granted by the bank. This prompted *Varadhi* staff to approach the District Lead Bank in Anantapur, who was also a member of the Multi-Stakeholder Forum. His direct intervention in the matter compelled the bank manager to sanction the remaining loan amount. Nagarjuna now has a successful sheep rearing business. Owning a total of 18 sheep, she earns Rs. 6000 on the sale of each. She is able to raise Rs. 60,000 every 6 months when the sale takes place. Nagarjuna is confident that if required, she can avail another loan from the government without any hassles.

**Belagavi, Karnataka:** Seetha\* and Lakshmi\* cannot stop smiling as they describe their business model for saree selling. Coming from a weaving community, the two women had worked as thread-cutters for newly weaved sarees. They came to the SWI through the BIRDS CBO, where Seetha was also a peer educator. The SWI helped them apply for entitlements under the Chethana scheme, where each of the women received Rs. 20,000. They pooled the money received and in August, 2016, began their business. They buy the polyester blend sarees from the weavers in their village and sell them in Chikkodi town. While selling a saree at a price of Rs. 500 to Rs. 1000 each, they make a profit of Rs. 100 on every saree. With a monthly income of Rs. 5000 each, the two women also have help at hand, with Seetha's 24 year old son working for the two enterprising women.

*\*Names changed to protect identity*

# The Road Ahead

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## Chapter 4

In 2012, CFAR took the opportunity offered by the BMGF to develop a mechanism by which entitlements can be assured to FSWs and transgender persons. Since then, by inculcating a sense of citizenship among MARPs, CFAR has come a long way in achieving its vision of their social inclusion. Moving forward, sustainability and applicability of the project are bound to be of foremost consideration.

Sustainability is considered as a critical element of success for a new initiative or programme. This assumes more significance when the continuity of the programme is dependent on external funding. An obvious question pertaining to sustainability is, what are the inherent characteristics of an initiative or programme that could make its continuation in future possible after external support comes to an end? Another aspect of sustainability is the relevance of an initiative to other geographies and contexts.

This chapter examines the sustainability of SWI mechanism by looking at these two critical elements: characteristics of the SWI and the SWI's applicability to other marginalised groups. Before going on to discuss these, an attempt has been made to identify the key learnings generated from this SWI programme.

### **Key Learning**

*Build broad support for change:* Change is always difficult to institute and change in bureaucratic systems is especially challenging. By working with a large number of interest groups and levels within the bureaucracy, CFAR ensured that there was broad institutional support for change. In doing so they leveraged all available avenues from institutions responsible for planning, levels of government responsible for strategy development, judicial systems and of course, operational levels within government. Once an in-principle agreement was brokered with these various parties, the next step was to laboriously work through the nitty-gritty of procedural changes required. Keeping up the morale of those involved was equally critical, not least because pessimism about change was entirely likely. Patience and perseverance were the hallmark of this phase.

*Work with established entities if available:* The process of community mobilisation and organisation is a long process, riddled with problems and difficulties. By choosing to work with established CBOs, CFAR was able to take the short route to communities and their leadership, to build an SWI that could address their needs. This mechanism effectively utilised the inherent strengths of CBOs to reach into the community. At the same time, the SWI strengthened the capacity of CBO members and instilled in them a sense of ownership. The complementarity of the CBO interest and SWI objective has well synergised to make this mechanism work smoothly.



*Tap into unmet demand:* Working with established CBOs meant that CFAR was working with persons ready to identify themselves to others, and ready to congregate. By working through these groups, CFAR was able to tap into long unmet demands of previously mobilised persons. By opening up log-jammed routes to supply, demand was rapidly expressed and fulfilled. This is evident in that most of the demand for information and submission of applications took place in the first year that the SWI became operational in all sites for which the data has been analysed.

*Prepare the marginalised to engage with government:* A key strategy of CFAR was to bring the vulnerable face to face with those holding the purse strings of their entitlements. Having understood the process of how to mobilise the community for articulation of demand, and using aggregated demand to engage them with the government, CFAR was able to move the needle much faster than might have been otherwise possible. Engagement with all levels of government was necessary in this strategy. CFAR worked with excluded communities to build their capacity to engage effectively with government; to do this they worked not only with top leadership within NGOs, but also built safe spaces in which emerging leadership could find voice.

*Leverage complementarity of interest:* A major reason for the ability of the SWI to engage the government's interest was that the complementarity of interest was repeatedly and persuasively presented. SWI offered the government official interested in meeting targets set by his department a captive and underserved population; and it offered CBOs the chance to leverage interest of the government to gain the services that they wanted for their membership. By acting as facilitator and problem-buster, CFAR staff played a crucial role in building the confidence of the communities in their own abilities to access entitlements and in supporting well-meaning government staff to take courageous decisions to support the marginalised community of sex workers.

## **Sustainability**

Sustainability is a key question that springs naturally to mind when considering a unique mechanism such as the SWI. The basis for sustaining the SWI can be explored as follows.

*There is a felt need for respectability:* Conscious of the discrimination against them on the basis of their profession, FSWs and transgender persons strive for respectability. This plays out in several ways, not least in the overpowering self-stigma that they must work through, before recognising their true worth. By striving for respectability, these groups are instinctively demanding their right to exercise citizenship under Article 21 of the Constitution of India. But situated as they are at the very fringes of society, any right that they want must either be snatched or be facilitated.

*There is an expressed need for safe spaces:* The MARP communities are not only marginalised because of their profession, but also because their dignity is questioned by the judiciary from time to time. On approaching the government for various needs, they have found themselves repeatedly ignored, indeed more often than not the doors of government departments have been slammed shut in their face. Further, they have had many confrontations with certain arms of government in particular the police, which is charged with applying the law as it reads. Over a period of time, this has resulted in a deep mistrust of the state both executive and judicial, leaving them suspicious and isolated. In order to build a community, they need to congregate in safe spaces where they need not fear from state or society. Such safe spaces not only provide emotional havens, but also platforms for the articulation of demands. An example are the safe spaces provided by the Positive Women's Network to HIV positive women in Tamil Nadu and beyond, which led to the communitisation of a large number of positive women.

*There is a need for an intermediary:* MARPs fear from both state and society. Yet the state is needed to provide entitlements. There is a large gap between MARPs' needs for entitlements and the state's ability and intention to deliver them. State functionaries are fundamentally ignorant, and sometimes sceptical, about the needs of MARPs. FSW and transgender communities find no place in the steel

frame of government rules, procedures and precedents. MARPs also crave acceptance and inclusion in society. However, they cannot be their own votaries in a society that is prejudiced and self-serving. Without an intermediary who can mediate between the actors, nothing can be expected to change.

*NGOs are best suited to act as intermediary:* The reach of government into these populations is limited; MARPs remain hidden and do not want come out for fear of stigma and discrimination. Further, government structures are organised to provide, not to gather. Since the profession is largely unorganised and sexual preferences are randomly distributed, aggregation is essential for the services to become reasonably available. CBOs where available, are in a position to aggregate demand, but are unlikely to be able to interact effectively with the state machinery. Hence the role for NGOs that are at ease, on the one hand with government and on the other, with marginal communities and their CBOs.

An example of one such intermediary is the State AIDS Control Society. Similarly, federated CBOs under the *Mahila Samakhya* programme work as intermediary between DRDA and SHGs. In the domain of maternal and child health, mother NGOs were used as intermediaries to link the demand aggregated by smaller NGOs with the state machinery for effective implementation of the programme. From this perspective, it appears that there is a role for the SWI to act as intermediary between the rightful demands of MARPs and the universalisation of the reach of programme benefits.

*There is a need for long-term engagement:* The present initiative is a pilot that has lasted approximately 5 years. Designed to fulfil the responsibility of government towards some of its most marginalised citizens, the evolving dimensions and facets of the principal issues covered by the SWI have become increasingly clearer. To be able to fully address these, the SWI requires a longer period of engagement.

Insofar as the government is concerned, CFAR has had to battle to create the appetite for such an initiative. Different state governments have varying degree of interest in undertaking an overhaul of their systems; this is compounded when they feel that the cost of delivery of the resulting benefit may be low. However, CFAR continued to build momentum around its roll out, identifying champions within the system and working with them to mould the steel frame of government procedures to find the space to accommodate these marginalised communities. This is no mean task and might have taken the full time of the pilot if prior experience, goodwill and ready champions had not been in place. The logical conclusion of such an activity is to routinize and institutionalise it within the government system. This takes time, as not only are a few good persons required to take action, but it must enter the DNA of the system by creating precedents to which officials can refer in case of doubt.

Working through pre-existing CBOs ensured that community reach was unproblematic. The community was amenable to intervention, but its previous experience had been limited to health interventions that required its members to take action to prevent disease and protect their customers. Here was an intervention that sought to not only provide access to welfare schemes to them, but to do so through their agency and result in inclusion of themselves and their families into the mainstream. These are far more ambitious goals and hence more demanding of the community than previous interventions. The courage to negotiate with the power structures of the state, to demand their rightful entitlements requires a fundamental change in attitude.

In the context of the far-reaching changes in both state programming and community voice envisioned by CFAR, it is clear that a long-term engagement will be required. Such change would take no less than 10 years, and as a step towards this, a target for medium term engagement would be for 5 to 7 years.

## Applicability

SWI evolved a mechanism to address the development needs of the MARP within the larger objective of inclusion. While the reasons for marginalisation may be several, the effects of marginalisation are largely expressed as denial of basic human rights and entitlements to such groups. A question that arises then is whether this approach could be used to address the needs of other marginalised groups. The applicability of SWI to other geographies or contexts can be characterised as follows.

*Platform to establish linkage:* There is a disjuncture between the avowed interest of the government to address the need of the marginalised group and their ability to reach to these groups. Despite the well-meaning intent of government to reach the marginalised, a large section of these vulnerable groups is distrustful, hidden or unaware. Hence they remain deprived of their entitlements. The SWI provides the platform on which the government and marginalised groups can interact with each other on reasonably equal grounds. They can be empowered by creating the safe space that those on the fringes of society need to voice their genuine concerns. By aggregating demand for welfare schemes, the purpose (at least some departments) of government is fulfilled. The win-win that is implicit in the SWI makes it an attractive model for replication elsewhere and for other reasons for marginalisation.

*Capability to institute change:* An important characteristic of the initiative was to institutionalise change. The pilot presented the chance to learn how change can be instituted within relatively inflexible systems such as a government bureaucracy. By building a consensus for change, working at different levels of government to demonstrate the benefits of such change, and then supporting the detailing of such change, the SWI (and CFAR) became capable to address the framework of procedures that form a steel frame for the working of governments. This capability was hardly won, with several blind leads, failures and defeats. But it is a capability that is generic enough to be applied to other situations, and other geographies.

*A lean operational model:* The operational model adopted by the SWI was a judicious one. On the one hand, there was the need to be able to reach deep into a community that was not only marginalised by society, but lacked self-esteem and self-confidence. On the other hand, it was important to build leadership within these communities as well as ownership of the results of the efforts. By establishing an operational model that was more from the communities than from CFAR, the bottom heavy model ensured that these requirements were met. CFAR acted in the nature of facilitator and guide, and in so doing, was able to prove its genuine altruistic credentials. The model was also able to demonstrate how small sums of funding can make a big difference in the lives of the voiceless marginalised.

## Endnotes

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## Glossary

Devadasi	A hereditary female dancer in a Hindu temple, dedicated to worship and service of a deity or the temple for the rest of her life
Kothis	Male-born individuals who are feminine and mostly receptive during sexual intercourse.
Men who have Sex with Men	Male- born individuals who engage in sexual activity with members of the same sex, regardless of how they identify themselves
Most-At-Risk Population	Populations that are at higher risk of being infected or affected by HIV, including sex workers, men who have sex with men, and injecting drug users
Sex worker	A person who is employed in the sex industry
Sexual minority	A group whose sexual identity, orientation or practices differ from the majority of the surrounding society. It can also refer to transgender, genderqueer (including third gender) or intersex individuals
Social inclusion	The act of making all groups of people within a society feel valued and important
Social integration	The movement of minority groups such as ethnic minorities, refugees and underprivileged sections of a society into the mainstream of societies
Transgender	Denoting or relating to a person whose sense of personal identity and gender does not correspond with their birth sex

## Annexure I: Andhra Pradesh Analysis of MIS Data

Table 5: Andhra Pradesh - beneficiaries covered under different services

Services	2014		2015		2016		Total	
	n	%	n	%	n	%	n	%
Total beneficiaries	4207	-	3918	-	1301	-	9426	-
Information on schemes	4207	100.0	3918	100.0	1301	100.0	9426	100.0
Information on filling form for schemes	2942	69.9	2476	63.2	1035	79.6	6453	68.5
Counselling	2127	50.6	2812	71.8	513	39.4	5452	57.8
Filing complaints seeking redressal	6	0.1	36	0.9	47	3.6	89	0.9
Application submission	644	15.3	1382	35.3	538	41.4	2564	27.2

Table 6: Andhra Pradesh - proportion of FSW, transgender persons and/or sexual minority among beneficiaries of different services

Services		n	%
<i>Information on schemes</i>	FSW	5738	60.5
	Transgender	45	0.9
	Sexual minority	NA	-
<i>Information on filling form for schemes</i>	FSW	5251	81.4
	Transgender	29	0.4
	Sexual minority	NA	-
<i>Counselling</i>	FSW	2408	44.2
	Transgender	0	0.0
	Sexual minority	NA	-
<i>Filing complaint/ seek redress</i>	FSW	86	96.6
	Transgender	0	0.0
	Sexual minority	NA	-
<i>Application submission</i>	FSW	2186	85.3
	Transgender	0	0.0
	Sexual minority	NA	-



Table 7: Andhra Pradesh - level of education of beneficiaries covered under different services

Services	Andhra Pradesh	
	N	%
<i>Information on schemes</i>		
LKG to class 8	3624	38.5
Class 9 - 10	1385	14.7
Class 11 - 12	101	1.1
Diploma, Bachelors and above	20	0.2
Literate	NA	-
Semi-literate*	NA	-
Not literate	4296	45.6
NA (beneficiary below 6 years)	NA	-
<i>Information on filling form for schemes</i>		
LKG to class 8	1598	24.8
Class 9 - 10	734	11.4
Class 11 - 12	78	1.2
Diploma, Bachelors and above	19	0.3
Literate	NA	-
Semi-literate*	NA	-
Not literate	4024	62.4
NA (beneficiary below 6 years)	NA	-
<i>Counselling</i>		
LKG to class 8	2628	48.2
Class 9 - 10	885	16.2
Class 11 - 12	52	1.0
Diploma, Bachelors and above	4	0.1
Literate	NA	-
Semi-literate*	NA	-
Not literate	1883	34.5
NA (beneficiary below 6 years)	NA	-
<i>Filing complaints/ seeking redressal</i>		
LKG to class 8	20	22.5
Class 9 - 10	13	14.6
Class 11 - 12	2	2.2
Diploma, Bachelors and above	0	0.0
Literate	NA	-
Semi-literate*	NA	-
Not literate	54	60.7
NA (beneficiary below 6 years)	NA	-
<i>Application submission</i>		
LKG to class 8	623	24.3
Class 9 - 10	241	9.4
Class 11 - 12	25	1.0
Diploma, Bachelors and above	10	0.4
Literate	NA	-
Semi-literate*	NA	-
Not literate	1665	64.9
NA (beneficiary below 6 years)	NA	-

\*Semi-literate is described by the MIS to mean who can only sign

Table 8: Andhra Pradesh - beneficiaries by mode of outreach

Services	2014		2015		2016		Total	
	n	%	n	%	n	%	n	%
Total	6121	-	4288	-	1397	-	11806	-
Campaign	1435	23.4	134	3.1	102	7.3	1671	14.2
CC scheme education	3191	52.1	2908	67.8	939	67.2	7038	59.6
Enrolment camp	751	12.3	8	0.2	7	0.5	766	6.5
SW team visit to CBO	744	12.2	1207	28.1	349	25.0	2300	19.5
SW walk-in	NA	-	NA	-	NA	-	NA	-
Mini legal camps	0	0.0	31	0.7	0	0.0	31	0.3

Table 9: Andhra Pradesh - status of submitted applications

Services	2014		2015		2016		Total	
	n	%	n	%	n	%	n	%
Applications submitted	3078	-	2672	-	922	-	6672	-
Sanctioned	2123	69.0	910	34.1	537	58.2	3570	53.5
Not sanctioned	87	2.8	0	0.0	2	0.2	89	1.3
Under process	868	28.2	1762	65.9	383	41.5	3013	45.2

Table 10: Andhra Pradesh - comparative analysis of schemes

List of Schemes	Information on Schemes	Information on Filling Forms	Application Submitted
Aadhar			
Aadhar Seeding to Ration Card			
Aam Admi Bheema Yojana			
Abhayastam			
Admission on Children & Service Home			
Antyodaya			
ART Pension			
Awareness camp on Education Schemes			
Basivini and Devadasi Certificate			
BC Corporation			
Best Available Schools - Social Welfare Office			
Campaign on Shoes Distribution Programme			
Caste and Income Certificate			
Chandranna Bheema Yojana			
College Admission			
Date of Birth Certificate			
Death Certificate			
Deepam LPG Connection			
ORI Loan			
Educating on POCSO, D.V Act, Nirbhaya Acts & Sexual harassment at work place			
Financial Assistance for Inter Caste Marriage			
Food Security, Housing and Pension			
Foster Care			
Giri Putrika Kalyana Pathakam			
Health Scheme			
Health Services			
Housing			
ICDS			
ICPS			
ICTC			
Insurance Claim			
Insurance for SHG women			
Jandhan Yojana Account			
Janma Bhomi Progarmme			
KGBV			
KYC to Bank Account			
Legal and Social Entitlements			
Livelihood Loans			
Mee Nestam Bus pass			
MGNREGA Job Card			
Minority Corporation			
Mudra Loans			
National Family Benefit Scheme			
Nirmaya Scheme for Physically Challenged			
NTR Vaidya Seva Health Card			
Nutrition Food			
Orphan Certificate			
Para Legal Voluntary			
Pension for Basivini			
Pension for Old Age			
Pension for Widow			
Physically Handicapped Certificate			
Pradhana Manthri Jeevan Jyothi Bheema Yojana			
Pradhana Manthri Suraksha Bheema Yojana			
Rajeev Arogyasri			
Residence Certificate			
Right to Education			
Right to Information Act			
Roshini Scheme Mini Loans			
SC & Tribal Welfare Corporation			
Scholarship			
School & Hostel Admission			
School Management Committee			
Skill Development			
Social Security Pension			
Sravanthi Loans			
Street Vendor Identity Card			
Sukanya Samrudhi Yojana Accounts			
Swach Bharat Toilets			
VIKASA			
Village Social Audit			
Voter ID Card			
Vulnerable Women Network			
WD & CW Schemes			
White Ration Card			

Cases where relevant category applies

## Annexure II: Karnataka Analysis of MIS Data

*Table 11: Karnataka - beneficiaries covered under different services*

Services	2014		2015		2016		Total	
	n	%	n	%	n	%	n	%
Total beneficiaries	4680	-	2352	-	117	-	7149	-
Information on schemes	4680	100.0	2352	100.0	117	100.0	7149	100.0
Information on filling form for schemes	1976	42.2	1196	50.9	113	96.6	3285	46.0
Counselling	0	0.0	7	0.3	3	2.6	10	0.1
Filing complaints/ seeking redressal	0	0.0	0	0.0	0	0.0	0	0.0
Application submission	4680	100	2352	100	117	100	7149	100

*Table 12: Karnataka - proportion of FSW, transgender persons and/or sexual minority among beneficiaries of different*

Services	n	%	
<i>Information on schemes</i>	FSW	5028	70.3
	Transgender	NA	-
	Sexual minority	407	5.7
<i>Information on filling form for schemes</i>	FSW	2535	77.2
	Transgender	NA	-
	Sexual minority	249	7.6
<i>Counselling</i>	FSW	10	100.0
	Transgender	NA	-
	Sexual minority	0	0.0
<i>Filing complaint/ seek redress</i>	FSW	0	0.0
	Transgender	0	0.0
	Sexual minority	0	0.0
<i>Application submission</i>	FSW	5028	70.3
	Transgender	NA	-
	Sexual minority	407	5.7

Table 13: Karnataka - level of education of beneficiaries covered under different services

Services	n	%
<i>Information on schemes</i>		
LKG to class 8	948	13.3
Class 9 - 10	556	7.8
Class 11 - 12	118	1.7
Diploma, Bachelors and above	40	0.6
Literate	2448	34.2
Semi-literate*	576	8.1
Not literate	1798	25.2
NA (beneficiary below 6 years)	665	9.3
<i>Information on filling form for schemes</i>		
LKG to class 8	398	12.0
Class 9 - 10	289	8.8
Class 11 - 12	45	1.4
Diploma, Bachelors and above	17	0.5
Literate	1043	31.8
Semi-literate*	237	7.2
Not literate	1254	38.2
NA (beneficiary below 6 years)	7	0.2
<i>Counselling</i>		
LKG to class 8	6	60.0
Class 9 - 10	2	20.0
Class 11 - 12	0	0.0
Diploma, Bachelors and above	0	0.0
Literate	0	0.0
Semi-literate*	0	0.0
Not literate	2	20.0
NA (beneficiary below 6 years)	0	0.0
<i>Filing complaints/ seeking redressal</i>		
LKG to class 8	NA	-
Class 9 - 10	NA	-
Class 11 - 12	NA	-
Diploma, Bachelors and above	NA	-
Literate	NA	-
Semi-literate*	NA	-
Not literate	NA	-
NA (beneficiary below 6 years)	NA	-
<i>Application submission</i>		
LKG to class 8	948	13.3
Class 9 - 10	556	7.8
Class 11 - 12	118	1.7
Diploma, Bachelors and above	40	0.6
Literate	2448	34.2
Semi-literate*	576	8.1
Not literate	1798	25.2
NA (beneficiary below 6 years)	665	9.3

\*Semi-literate is described by the MIS to mean who can only sign

Table 14: Karnataka - beneficiaries by mode of outreach

Services	2014		2015		2016		Total	
	n	%	N	%	n	%	n	%
Total	4702	-	2409	-	117	-	7228	-
Campaign	1013	21.5	128	5.3	1	0.9	1142	15.8
CC scheme education	432	9.2	129	5.4	0	0.0	561	7.8
Enrolment camp	168	4.2	539	22.4	0	0.0	737	10.2
SW team visit to CBO	2813	59.8	816	33.9	116	99.1	3745	51.8
SW walk-in	246	5.2	797	33.1	0	0.0	1043	14.4
Mini legal camps	NA	-	NA	-	NA	-	NA	-

Table 15: Karnataka - status of submitted applications

Services	2014		2015		2016		Total	
	n	%	n	%	n	%	n	%
Applications submitted	4499	-	2620	-	117	-	7236	-
Sanctioned	4326	96.2	2413	92.1	0	0.0	6739	93.1
Not sanctioned	139	3.1	79	3.0	0	0.0	218	3.0
Under process	34	0.8	128	4.9	117	100	279	3.9



Table 16: Karnataka - comparative analysis of schemes

List of Schemes	Information on Schemes	Information on Filling Forms	Application Submitted
Aadhar			
Chethana Scheme			
Disability Pension			
Domestic Violence			
Education (RTE)			
Financial Assistance for Transgender Person			
Financial Support Scheme_WDC			
Housing			
ICDS			
ICPS			
Jandhan Yojana Account			
Maitri Pension			
Manaswini Pension			
Old Age Pension			
Pension Scheme			
Ration Card			
Voter ID			
Widow Pension			

 Cases where relevant category applies

### **Annexure III: Methodology**

The purpose of the evaluation is to document the evolution of SWI and to understand the determinants of success in delivery of entitlements to MARPs with the larger objective of empowering and mainstreaming of MARPs. In doing so, it aims to answer 5 key questions-

1. Have interventions made improved the participation of MARPs in social life?
2. How did the SWI evolve an effective mechanism to deliver social entitlements to marginalised groups?
3. Have governance structures indeed been sensitised, and what role have they played in facilitating the access of MARPs to their social entitlements?
4. Have networks of community representatives, civil society organisations, lawyers and other relevant human rights actors and stakeholders concerned about discrimination and social exclusion been created and institutionalised? And if so, what role have they played in creating a more supportive environment?
5. Have MARPs been able to access their social entitlements?

As suggested by CFAR, the scope of the impact evaluation was to study the SWIs in Andhra Pradesh and Karnataka. The SWIs, covered in this evaluation, are Anantapur and East Godavari in Andhra Pradesh and Belagavi, and Belagavi and Bengaluru in Karnataka. It is important to point out that all the figures that have been mentioned in the report pertain to the SWIs in these two states.

A mixed methods approach utilising both qualitative and quantitative data was utilised for the evaluation. While quantitative data looked primarily at the status of functioning of the SWIs, qualitative data explored the contributory factors of the programme to the observed results. The guiding methodological approach for qualitative data collection was the Qualitative Impact Assessment Protocol. In following the Qualitative Impact Assessment Protocol, the study was able to generate evidence of impact based on narrative causal statements elicited directly from intended project beneficiaries, without the use of a control group.

In addition to these, desk review of programmatic documents was undertaken to gather information on the evolution of the SWI and the processes involved in the functioning of SWI.

Qualitative data and information was gathered through detailed field visits to 1 SWI in each state i.e. Belagavi in Karnataka and Anantapur in Andhra Pradesh. In addition, Amaltas team members interacted with the SWI staff and CBO members of 1 other SWI in each state, i.e. Bengaluru in Karnataka and East Godavari in Andhra Pradesh. The field visit to Belagavi was undertaken from 10 - 14 April 2017 and to Anantapur from 17 - 21 April 2017. Key respondents in the field included MARPs i.e. FSW and MSM/ transgender (wherever possible), opinion makers (members of the Multi-Stakeholder Forum), SWI staff, government officials, and CFAR project staff. It must be noted that all interviews and discussions were arranged by CFAR and held with their staff present.

To undertake in-depth interviews and focus group discussions with various respondent groups, separate in-depth interview and focus group discussion guides were prepared. The desk review of programme documents and Information Needs Matrix were used as guiding documents for preparation of the study guides.

Focus group discussions with MARPs provided an understanding of the changes brought about by the SWI, the demand for services provided by the SWI, its role in greater social inclusion, as well as its reach to other marginalised groups. Through in-depth interviews, insights from officials of the concerned government departments were gathered on how working with CFAR has made a difference to administrative functioning and facilitated the provision of entitlements to FSW and sexual minority. Interviews with opinion makers such as corporates, lawyers and officials concerned about discrimination and social exclusion were conducted to assess their role and contribution to creating a supportive enabling environment for MARPs to access their legal entitlements.

Interactions with CFAR project staff were useful in understanding activities of the programme that have addressed the wider social environment. Further, their views on the evolution of SWI, the challenges that were faced and how these were overcome, applicability of the SW model to other marginalised groups, as well as its sustainability in the long term were elicited. Case studies were also generated from interviews with beneficiaries of the SWI to supplement the findings.

*Table 17: Number of respondents of each type interviewed in Andhra Pradesh and Karnataka*

Type	State	
	Andhra Pradesh	Karnataka
MARPs	21	55
SWI staff	19	5
Government officials	5	7
CFAR project staff	5	4
Opinion makers	8	2

For the purposes of this evaluation, quantitative data sets included programme MIS of the two SWIs each in the state of Andhra Pradesh and Karnataka. This was available roughly for a period of 3 years (2014-16): for 34 months in Anantapur, 29 months in East Godavari, 24 months in Belagavi and 25 months in Bengaluru.

MIS data sets were compiled state-wise and thoroughly cleaned before undertaking the analysis. The frequency analysis captured the profile of beneficiaries, the various services offered by the SWIs to the beneficiaries and their uptake, and the extent of entitlement delivery through the programme of work.

Analysis of quantitative data was carried out using Microsoft Excel. For analysis of qualitative data, information was entered into Excel, following which key themes were identified and information was collated as per the themes. The final report was a product of synthesis between the quantitative and qualitative data, with each feeding into the other.

**inside back cover**

