

**A REPORT ON:
COMMUNITY-LED
QUALITATIVE AND QUANTITATIVE
ASSESSMENT ON ACCESS TO
KEY SCHEMES AND
PROGRAMS – FIRST STEP TO
SOCIAL AUDIT-EAST GODAVARI**



Naari
Saaksham

WISE



Centre for
Advocacy and
Research

UDAYA
REKHA

Velugu
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**AASHA
JYOTHI**



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Note: For disaggregated and tool-wise information, please write to us at cfarhyd1@gmail.com

Acknowledgements

This study was conducted primarily by the Sex Workers of East Godavari with facilitation support from Centre for Advocacy and Research and HLPPT. It consisted in the Listening Exercise, Mapping Perceptions, Survey and bringing out a Community Scoring Card.

Listening Exercise

Testimonies shared by:

Naari Saaksham

1. Manasa, Community Mentor
2. Saavithri, President
3. P.Kumari, Secretary
4. Shanti, CDA
5. Durga, BOD

WISE

1. S Sridevi, Vice President
2. Y Padma, Treasurer
3. SreePadma lakshmi, Joint Secretary

Udaya Rekha

1. M Mahalakshmi, President
2. N Rajehswari, Secretary
3. B Lakshmi, Treasurer

Velugu Rekha

1. A Venkata Lakshmi, President
2. D Bhavani, Treasurer
3. G Yesamma, Secretary

Aasha Jyothi Mahila Abyudaya Sangham

1. Y Simhachalam, President
2. B Sai Kumari, Secretary

Mapping Perceptions of Community of Sex Workers–Key Informant Interviews

Community Researchers:

Naari Saaksham

1. Dhana Lakshmi
2. Savithri
3. P Kumari

WISE

1. Sreedevi
2. Padma

AJMAS

1. Y Simhachalam
2. Valli
3. A Prabhavathi
4. Sai Kumari

Udaya Rekha

1. B Rajeshwari
2. R Maha Lakshmi
3. Ch Nagamani
4. K Venkata Lakshmi

Velugu Rekha

1. A Venkata Lakshmi
2. B Manoja
3. Sunita

Survey***Community-Based Organizations who conducted the survey were:***

1. Naari Saaksham
2. WISE
3. Velugu Rekha Mahila Sangham
4. Udaya Rekha Mahila Sangham
5. Aasha Jyothi Mahila Abyudaya Sangham

Community Scoring Card**Panelists of Sex Workers****PANEL: 1, GROUP - A**

S. No.	Community Representatives
1.	Y Simha Chalam, AJMAS
2.	A Prabhavathi, AJMAS
3.	P Konda, AJMAS
4.	Ratna Kumari, AJMAS
5.	Kotipalli Ratna, AJMAS
6.	K Anuradha, Naari Saaksham
7.	P Shanti Kumari, Naari Saaksham

GROUP - B

S. No.	Community Representatives
1.	Afsar, WISE
2.	Sridevi, WISE
3.	Y Madhavi, WISE
4.	T Devi, Velugu Rekha
5.	A Kamiyamma, Velugu Rekha

PANEL: 2, GROUP - C

S.No.	Community Representatives
1.	N Nagamani, Naari Saaksham
2.	S Adilakshmi, Udaya Rekha
3.	M Anuradha, Naari Saaksham
4.	K Sujatha, Naari Saaksham
5.	S Savitri Naari Saaksham
6.	P Chandra Kumari, Naari Saaksham
7.	Palla Sudha, Naari Saaksham
8.	Sapura, Naari Saaksham
9.	Yaju, Naari Saaksham

GROUP - D

S. No.	Community Representatives
1.	Ganga Bhavani, Velugu Rekha
2.	M Ratnam, Velugu Rekha
3.	B Lakshmi, Udaya Rekha
4.	P Girija, WISE
5.	N Rajeswari, Udaya Rekha
6.	Y Bulliamma, Udaya Rekha

PANEL: 3, GROUP - E

S. No.	Community Representatives
1.	K Lakshmi, Naari Saaksham
2.	Ch Devi, Naari Saaksham
3.	M Parvathi, Naari Saaksham
4.	C Lakshmi, Naari Saaksham
5.	G Baby, Naari Saaksham
6.	S Shanti, Naari Saaksham
7.	G Padma, Naari Saaksham
8.	V Chanti, Naari Saaksham

GROUP – F

S.No.	Community Representatives
1.	Y Lakshmi, WISE
2.	Y Padma, WISE
3.	Y Eshwari, WISE
4.	S Lakshmi, WISE
5.	P Sivaparvathi, WISE
6.	K Manikyam, WISE

PANEL: 4, GROUP: G

S. No.	Community Representatives
1.	M Lakshmi, Naari Saaksham
2.	B Anuradha, AJMAS
3.	A Ratna Kumari, AJMAS
4.	G Seetha, AJMAS
5.	Y Valli, AJMAS
6.	Sai Kumari, AJMAS
7.	T Lakshmi, AJMAS

GROUP – H

S. No.	Community Representatives
1.	Devi, WISE
2.	Mahalakshmi, WISE
3.	G Chandramma, WISE
4.	E Kumari, WISE
5.	Ch Nagamani, WISE

Expert Panel

Experts who facilitated the Panelists

1. Ms. Kavya Jyotsna, Assistant Professor, Ambedkar University, Srikakulam
2. Ms. Kavitha, Program Manager, Society For Social Audit, Accountability and Transparency
3. Ms. Meera Raghavendra, Director, WINS
4. Mr. K.S. Babu, Associate Professor, CESS
5. Ms. Usha Revelli, AIR

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- Society for Elimination of Rural Poverty (SERP)
- Rajeev Vidya Mission (RVM)

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- Mr. T. Kailash Ditya, Joint Director – TI, APSACS
- Mr. K. Jayakumar, Team Leader, Technical Support Unit
- Mr. P. Venkat, Team Leader - TI, Technical Support Unit
- Mr. Honey Praveen, Project Officer, Technical Support Unit
- Dr. M. Pavan Kumar, ADM&H, DAPCU, East Godavari
- Mr. G. Adilingam, District Programme Manager, DAPCU, East Godavari

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Officials of East Godavari

1. Ms. A Komali, Project Manager, DRDA
2. M.V.V. Nagabhushanam, PD, MEPMA
3. Ms. Ch. Kameshwaramma PD, WCD
4. Mr. Ch Srinivas, DPO, NRHM
5. Mr. G Appalaswamy, Superintendent, Youth Services
6. Mr. K Bheemshwaram, MPDO, Peddapuram
7. Mr. K Keshav Prasad, District Coordinator, Aarogyasri
8. Mr. K Suresh Babu, Manager, Housing corporation
9. Mr. Khadir Ali Khan, PM, MRO office
10. Ms. L Sivamma, Tahasildar
11. Ms. M Sujatha, Town Project Officer, Peddapuram Municipality
12. Mr. NS Manoranjan, District Youth Coordinator, Nehru Yuva Kendra
13. Ms. P Swathi, Girl Child Development Officer, RVM
14. Mr. T Surya Narayana, ED, SC Corporation

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3. Mr. M. Vijay Reddy
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10. Mr. K. Raghu

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Executive Summary,
Key Findings
and
Recommendations

Background, Scope and Roll-out

On 5 October 2012, five Community Based Organisations (CBOs) – Naari Saakasham, WISE, Udaya Rekha Mahila Mandali, Velugu Rekha Mahila Madali and Aasha Jyothi Mahila Abyudaya Sangham - in coordination and collaboration with Hindustan Latex Family Planning Promotion Trust (HLFPPT) and Centre for Advocacy and Research (CFAR), initiated the first steps of a Social Audit exercise in East Godavari district.

It was inspired by the formulations articulated by the Planning Commission of India in the 12th Plan Approach Paper to advance inclusion of all excluded communities such as sex workers and transgender persons, and the recommendation that sub-plans or dedicated plans be developed for backward areas and for communities that are poorly linked and poorly integrated with key development programs.

The principle of social inclusion was articulated in the Draft Approach Paper to the 12th Plan as well as the 26th July, 2012 directive of the Supreme Court Bench addressed to the executive in response to the Public Interest Litigation (PIL) on Rehabilitation of Sex Workers the Court is currently hearing. The community of sex workers realized that many processes were in their favour. On their part, they have built strong community-based organizations and demonstrated that they can shape and be part of solutions. They presented and made written submissions to the policy makers and decision makers, both individually and collectively. They have even been represented in Committees and Panels set up by the judiciary and policy makers which aim at ensuring greater social inclusion and a life of dignity for sex workers and sexual minorities.

This study aims at community assessment and is deemed as a first step to a full-fledged social audit. It is a collaborative effort involving Sex Workers' Organizations (CBOs) in strengthening evidence to assess the extent of inclusion of Most-at-risk Populations (MARPs) in mainstream development programs and entitlements. Further, in order to bring out evidence from different layers of needs and aspirations, we decided to use community-centered processes and tools like the Listening Exercise, Mapping Exercises (using key informant interviews by researchers drawn from amongst sex workers to map the perception of their peers on access to and experience of availing schemes and programs), Quantitative Survey and a Community Score Card.

To ensure a coherent presentation of the key findings we will begin with the Listening Exercise followed by the Survey and then present the two qualitative tools-Mapping Perceptions of Sex Workers on Key Schemes and Programs using Key Informant Interviews and the Community Score Card brought out by four panels of sex workers. This will culminate in recommendations and next steps.

Listening Exercise

As a shared exercise by the CBO representatives, it traced their individual journey and that of their Collectives'. These representatives etched out the

entire evolution from being disempowered and not knowing how to stake their rightful claim in the various social development programs to the present stage where providers of schemes such as Aadhaar and those aimed at forming urban SHGs are reaching out to them in a bid to make delivery of these schemes and programs inclusive. It helped bring out both the community perspectives on accessing schemes and entitlements and how being organized as a CBO was influencing community's access and overall inclusion.

A substantial number of them felt deliberately excluded from key schemes and programs. They felt that much of what has been done to change or adapt was a one-sided effort by the community using network of contacts and sometimes collective advocacy to break through the many barriers community members experience. For the providers however, these gaps did not constitute any inconsistency in the manner in which they were implementing the schemes. In other words, their perception was that the dynamics of demand was more problematic than the provisioning of schemes and entitlements.

Quantitative Survey

Over 400 respondents out of the 6000 community members participated in a Survey conducted by Community Researchers and Volunteers.

Some preliminary findings from 443 respondents showed that all knew about a scheme like Aadhaar while 388 had got access to it (East Godavari was declared as a priority district for Aadhaar and Aadhaar enabled services by the Union Government). The same however could not be said for education schemes. A mere 217 out of 443 respondents knew about the education schemes. Of these, only 116 had availed one while 55 were awaiting sanctions.

Seen together, these findings reveal a complex scenario. At one level there is a growing realization that all vulnerable communities should be reached out to and provided access to social development programs and entitlements. The Aadhaar scheme is a live example of it. At another level, we realize that communities and providers are struggling to address the unfulfilled needs and bridge the yawning gaps in delivery of schemes.

Scheme Education Campaign

In order to go beyond the gains and access schemes and programs more consistently, we decided to go back to the community and launch a Scheme Education campaign to be led by the CBOs and facilitated by HLPPT. This campaign began on 1st May 2013 and reached out to 1906 community members with the support of 122 Community Development Associates.

Like the mapping exercise, the campaign too revealed the community's aspirations and expectations. For one, the process of inclusion and access to entitlements were seen as uneven. Some community members had access while others did not and some schemes were easier to access than others. Given this unevenness, the campaign focused on disseminating what the scheme entailed



and what it meant to them, especially for those living in highly vulnerable and precarious conditions. It also succeeded in establishing the usefulness of community members educating their peers.

Mapping: From Listening to Training Community Researchers in Mapping Perceptions

The mapping of perceptions was done by community members who were trained to administer the process as a community research undertaking. Before doing so they refreshed their understanding and knowledge of key schemes and programs, with particular focus on the intent of each program, where the right to schemes and programs stem from and what the providers and users were obliged to do when it came to the provisioning and availing of schemes and programs.

17 community researchers mapped 91 community respondents.

What emerged as common and nearly across-the-board observations were:

- CBOs could be an effective link or intermediary between the administration and the community.
- The provider is inconsistent and responds differently at different junctures. Thanks to some empathetic officials and individuals, the community benefited from some schemes in critical measure. Very often though the community had to wait endlessly for sanction of scheme.
- All of which showcased the fact that while there were some breakthroughs with small battles being waged successfully, the war was yet to be won.

What emerged Scheme-wise?

Pension

- Out of 91 respondents mapped, 60% (54) knew about Old age, Widow and Disability pensions. Only 15% of the respondents knew about ART user's pension.
- A break up (of thirty-eight respondents) below brings out the mechanism of support community members avail in accessing schemes and programs. (Beneficiaries included Widow pensioners: 26, Disability Pensioners: 3, Old age pensioners: 4, ART Pensioners: 5) ***Support received from CBO, SHG, Community-16; Family-3; Service Providers-7; Elected Representatives-12***

Housing

- With 68 out of 91 respondents actively seeking the housing scheme, majority of them perceived the scheme to be of high priority for sex workers.
- Waiting time for some of the respondents was as long as 6 to 7 years. Many respondents had tried over and over again to get the sanction.

Meanwhile, sex workers faced extreme stigma and violence, were driven out of lands allotted to them, cheated by middlemen and sexually harassed and even abused. As a result, forty four out of ninety-one respondents felt totally excluded.

Aadhaar

- Seventy-eight respondents knew about Aadhaar, and identified the scheme by name.
- When asked what was the key benefit from the scheme, most saw it as a “permanent identification card”.
- Seventy eight respondents had received the Aadhaar number.
- The CBOs for the first time went beyond merely providing list of community members to actually helping implement the scheme by housing the machine in their offices/premises.

Education

- Only twenty four of the ninety one respondents know about educational schemes.
- In all, only 19 were benefitting from scholarships and residential hostels.

Concerns

- Respondents showed keenness towards preventing their children from dropping out and discontinuing education, and suggested that a special program be initiated to address this.

Self Help Group (SHG)

- Majority of respondents had experience of, and association with, SHGs with sixty nine knowing about SHGs.
- SHG is generally perceived as an effective safety net program for vulnerable groups like theirs.
- Fifty respondents had heard about the scheme from their CBO, SHG, and Community; eight from family; twenty from service providers and ten from elected representatives.
- It was also clear that a significant section of respondents were not feeling included, supported or facilitated in availing the SHG scheme. They were being prevented from joining SHGs on various counts including of not fulfilling basic criteria such as a permanent address, owning a house, etc.. And even where the CBO was supportive, they were finding that the process of getting loans sanctioned was not encouraging.

Where do Sex Workers Perceive Social Inclusion or Exclusion is Happening?

Qualitative Analysis: 15 Urban and Rural Respondents each; most Linked Up with Schemes

Thrust

Greater rigour is added to this research by applying a qualitative analysis framework to the responses of the sex workers. This allows us to go beyond overall or popular perceptions and especially focus in a nuanced manner on specific places where social inclusion and/or exclusion is taking place. This takes a departure from the focus on the number of respondents who knew, strove to access and gained benefits from the scheme alone. To achieve this we analysed distinctly the statement of each respondent and classified these under the following:

- Did they feel reached out to or not? Why?
- Did they feel new means or vehicles used to reach them worked or not? Why?
- Did they experience success or not? Why?
- Did their advocacy with the government work or not? Why?

We analysed 731 Responses (rural respondents) and 829 Responses (Urban Respondents). The segregation was necessary as rural respondents generally show a greater level of engagement with schemes and programs than the urban respondents. From the point of view of delivery, too, the two settings entail different outreach strategies.

Did you feel reached out to? Why? - Rural

- It is evident that in rural areas the positive perception that schemes were meant for them and were being provisioned was almost double the negative feedback (153 positive versus 76 negative)
- The reasons cited showed that the positive perceptions largely emanated from a sense of confidence and empowerment they experienced. From the same standpoint, when they experience non-fulfilment, it results in a negative feedback.
- They asserted that merely knowing about schemes did not prepare them for the challenges they had to face in availing these.
- This, coupled with very strong perceptions about not having adequate information on various schemes and the stigma and discrimination they faced as sex workers, undermined the gains they perceived.

Did you feel reached out to? Why? -Urban

- Among urban respondents, we found that on the question of whether they felt reached out to, the positive responses have a slight edge over negative responses (127 positive versus 111 negative) but not as significant as among the rural respondents.

Reasons for feeling positive

- They responded by stating that they know all schemes and that they learned about it from the providers. They were mostly convinced that it was tailor made for them.

- However, like their rural counterparts, on many counts they felt alienated and felt that the system was insensitive. Moreover, given the lack of an enabling environment, the sex workers CBOs recognized the fact that they did not have the readiness to tackle and overcome all the barriers they faced.
- Addressing the negative associations will entail strengthening the positives through more than just tailor made schemes. It will need implementers who adapt and rework schemes to remove the many barriers that exist, be it the documentation norms or the deeper structural issues such as the stigma and discrimination sex workers face.

Did new means/ vehicles adopted to reach out to sex workers work or not? Why -Rural

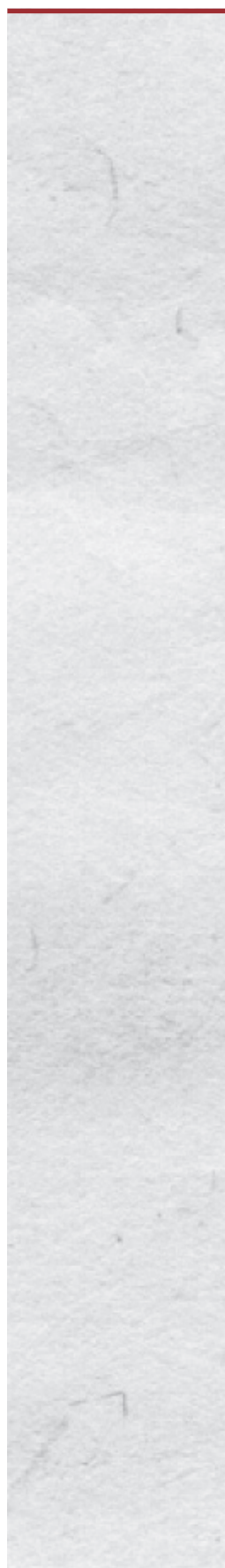
- On this aspect the negative outweighs the positive as the new means or vehicles were extremely nascent or non-existent with CBOs being predominantly seen as the new means to reach out to the most vulnerable sex workers.

Did new means/ vehicles adopted to reach out to sex workers work or not? Why -Urban

- In the urban context, too, despite making some gains in terms of CBO strength and harnessing support of key decision makers media and elected representatives, we find that the negative responses drastically outstrip the positive ones.
- So, when we analyse the plus and minus perceptions of sex workers on whether they were being reached out to or on the effectiveness of new means, what stands out is the sex workers' readiness in many ways to seek and demand schemes and work as a collective through the CBO to advance their concerns.
- On the minus side, the official response was perceived across the board as extremely uneven and one that did not go beyond charitable gestures. There was no systemic engagement with sex workers as valid entitlement seekers who the system was obliged to be responsive towards.

Experience (and perception) of Success and Failure - Rural

- In the rural context, what the sex workers perceived as successful and not-successful was tilted in favour of not-so- successful responses (170 not-so-successful versus 153 successful).
- In assessing the success they achieved, we find that gaining schemes for self topped the list of responses (79 responses) followed by those accessed or gained for community (69 responses).
- The gains for self consisted in accessing schemes such as Aadhaar (13), Ration Card (11), Voter Card (9) DWACRA-10.



- Gains for community consisted in getting schemes such as DWACRA (6), Housing (5), Ration Card (4), Aadhaar, Voter Card, House Sites (3), Antodaya (2), Training to youth, Gas connection (1).
- The responses were two-fold. Firstly, they had begun to materially benefit from a few key schemes. Secondly, their perception of uneven access to the many schemes and their concerns about omission or exclusion from key schemes and entitlements persisted.
- It is in this context that their perceptions about why gains were not made assume great importance. Everything from unmet needs to the many systemic shortcomings, attitudinal biases, corruption, middlemen domination and stigma and discrimination were cited as factors that were undermining the relatively small success they were achieving.
- It is clear that in the rural context any process of social inclusion that is made to work within the existing framework of scheme delivery can engage with the many concerns of the sex workers in only a limited way until accompanied by a necessary measure of systemic reforms including bringing about attitudinal change among providers.

Experience (and perception) of Success and Failure - Urban

- The urban responses were even more tilted in favour of failure (237 negative responses versus 105 positive responses).
- "Benefited as self" referred to the following gains: Aadhaar, ration card (9) voter card (6), SHG enrolment (4), Antodaya card, PAN card, PLHA Pension, BC Corporation loan, House site, Housing, skill training (1).
- "Benefitted as a community" referred to: SHG (4), Aadhaar number (3), Ration card, Antodaya card, Widow Pension, PLHA pension, Anganwadi, Skill training (1).
- Even more telling is the fact that the barriers - be it from external stakeholders in the form of insensitivity of officials, societal bias, as well as the self-doubt and low self-esteem they experienced - made whatever success they gained too few and far between and failure the norm.
- The lack of success was not discouraging demand though. Inability to get schemes finally sanctioned and approved made the respondents more determined to pursue it.

In the case of the 14 service providers whose perceptions were mapped by CFAR, they saw themselves as a mere administrative link (with absolutely no discretion to fashion or interpret anything). According to them the scheme spoke for itself, and the community, who were demanding to be heard, could not go beyond a point given the weak documentation they presented (which was always found insufficient on some technical, administrative or even programmatic grounds).

Community Scoring Card

It is in this light that the final tool of Community Report Card assumed importance. Key findings from the earlier exercises viz. Listening, Mapping,

Education Campaign and Survey were used to design the Community Scoring Card exercise. We found that there were issues related to Scheme Design; Implementation Process and Delivery; Role of CBOs as facilitators and advocates; Role of service providers; & Responsiveness of the system to engage, be empathetic, reach out and redress grievances. As the last of the pre-audit exercise, administration of Score Card was aimed at diagnosing the factors responsible for their half-hearted inclusion or persisting exclusion in many sense of the word. We therefore devised the Score Card investigation to serve as a diagnostic tool, an accountability tool as well as to benchmark the existing levels as regards scheme design, delivery, community needs, aspirations and linkages to strengthen access. We thus used the Score Card to generate responses on detailed indicators along the six key parameters:

- Core scheme process – accessibility, implementation, user-friendliness, follow-up
- Suitability of scheme – provisions, eligibility criteria
- Role of CBO/NGO – in facilitating access and inclusion
- Official response – roll out, execution, attitude
- Systemic and structural disposition – to reach out to the most excluded groups
- Grievance redress mechanism – framework, effectiveness

Key Observations:

- The core scheme processes are primarily provider determined, often rated ‘difficult’ by the seeker. This gives way to non-existent follow up or iteration with the user groups.
- While a scheme like Housing is plagued by a systematic exclusion bias and an unaccountable provider, a flagship and the most inclusive scheme like Aadhaar too is unable to ensure an even access, let alone universal. Here also, the onus primarily remains on the seeker while at other places access gets highly coordinated with the support and involvement of CBOs.
- The intent of the schemes is predominantly inclusive as they aim to reach out to the disadvantaged and the needy with lifesaving entitlements but the execution is flawed. This more often than not makes them inaccessible to the sex workers.
- The framework of the scheme fails to take structural barriers into account and underestimates the barrier of stigma and discrimination. This includes the stress and discouragement caused to sex workers by having to conceal their identity, amongst others.
- There is a heightened recognition of the role and effectiveness of CBOs in helping community members respond to crisis situations. This includes ensuring access for those difficult to reach, especially challenged sections like the PLHAs (People Living with HIV/AIDS). They also form a representative link with the government, including sensitizing officials on sex workers’ issues and concerns.

- CBOs' role in securing the essential documents for members and in focusing on entitlements pledged under the schemes meant to benefit the most vulnerable sections (Antyodaya, ART) will be critical in many ways including to sustaining their acceptance in the community.
- Indifference and unwillingness to engage of the officials is also a huge issue and challenge for the sex workers. While the tenor of their response is often degrading, even more critical is the way the officials refuse to identify the community members as rightful or eligible seekers under some schemes like Housing. This the community sees as the most disabling aspect of the official response.
- Overall, when it comes to cutting through all the clutter and ensuring final delivery, the machinery is unwilling to engage in any systematic manner. The community however has recognized the need to be persistent with its claims and airing of grievances.
- The CBO is an effective channel as is the collective mode for airing grievances. Together they have begun using different channels for redress including accessing local representatives, petitioning, and even agitation.

Community Score Card -Key Pointers

The Community Score Card brings out 5.52, 5.59 and 5.62 as the respective scores on three major parameters, namely,

- Core Processes (such as accessibility, implementation, user-friendliness, follow-up and delivery),
- Scheme Suitability and
- Official response – roll out, execution, attitude,

These parameters were at best rated as “satisfactory”

And the reasons cited for it were extremely telling about why inclusion was half-hearted or not happening in the manner it needed to. Core Processes were seen as primarily provider determined, often rated ‘difficult’ by the seekers and with non-existent follow up or iteration with the user groups. This was particularly evident in Housing scheme where demand was seen as being discouraged thanks to a highly apparent exclusion bias. In education, it was felt that there was no engagement with structural barriers and issues of stigma and discrimination. To an extent stigma and discrimination against sex workers was seen as a factor that made the SHG scheme also difficult.

On Scheme Suitability, the view was that while the overall intent of the schemes was inclusive, specific provisions such as the age limit prescribed for old age or limiting the pension to certified widows showed the schemes' lack of engagement with marginal communities such as sex workers.

In terms of official response, unwillingness to engage was seen as the rule and this meant that the effort at enhancing inclusion was one-sided. The community had to persist with the officials to get them to act. In some cases their collective pressure even worked and the more responsive officials began to matter. But much of these gains were short-lived and the process of

sensitization had to be carried out endlessly to ensure some minimum understanding or engagement from them.

On parameters such as “empathy” towards sex workers and “grievance redress”, we find that scores were as low as 4.00 and 4.29 respectively.

In the case of the former with the exception of Aadhaar all the other schemes including education and SHG could be accessed only as poor, SC, ST or BC women.

As sex workers, what they experienced was deep bias and prejudice and the most detrimental effect of this was the fact that officials did not treat the community members as rightful or even genuinely deserving seekers.

For the hidden sex worker community there was absolutely no strategy with the CBO emerging as the only remote link with them.

The only parameter that was rated as highly satisfactory with a score of 6.26 was the role of CBO/NGO.

The CBO was rated in its service provider role as ‘conscientious providers’ because the sex workers saw the difference they bring in the delivery of schemes.

There was a heightened recognition of the role and effectiveness of CBOs in helping community members respond to crisis.

However, what majorly determines community perception of the role and effectiveness of CBOs in accessing scheme was how the official structures responded to CBO efforts. What the community found most challenging was the documentation norms which not only resulted in their applications being rejected but perpetuated their invisibility, exclusion and undermined the role that CBOs can play in mainstreaming these communities.

Next Steps and Key Recommendations

- This assessment conducted primarily by the community of sex workers themselves reveals that some critical beginnings have been made in mainstreaming sex workers into major government schemes and development programmes. This is essential from the point of view of removing and reducing all anomalies, barriers and weak delivery that stems from social bias against sex workers and misconceptions about their needs and capabilities.

Most Important Step

- Based on this, it is recommended that an integrated and highly converged social development program is rolled out in a few pilot districts. This should be expanded to adopt a saturation approach for a few priority schemes aiming at 100% coverage within the next six months. These priority schemes are the basic schemes that guarantee all benefits and provide citizenship rights- Aadhaar Number, Ration Card, Voter Card, Single Women, Old Age and Disabled Pension.

- This baseline study was done as a first step for a systematic intervention for sex workers for the next six months. Post this, and as part of the process of a mid-term review of the 12th Five Year Plan, a full scale social audit (as done in MGNREGA) should be initiated across the pilot.

What do we need to address?

Concern: Not having adequate information on various schemes.

- To address the information gap regarding specific entitlements under the schemes, amongst both the rural and urban respondents, a concerted awareness building program must be launched jointly by the peers and the providers. These awareness building programs will focus on a more systematic and consistent process of sharing information as well as share relevant know-how and will ensure deeper outreach rather than being sporadic dissemination of information on schemes or the traditional give-it- as-and-when-asked-for approach.

Concern: Knowing about schemes did not prepare us to face the many challenges including engaging with an unfriendly system.

- To address this pre-dominant concern, it is imperative to strengthen not just the know-how and education on basic entitlements of the schemes, but also to enable both the provider and the user to ensure proper delivery of the schemes. For this, periodic meetings, joint planning and reviews of the implementation process should take place between them to facilitate mutual learning and bridge communication gaps.

Concern: Stigma and discrimination we face undermines the many gains we make.

- This concern emanates from structural and attitudinal barriers faced by the sex workers and it requires the building of an enabling and supportive environment and eco-system which will encourage them and hidden sex workers to come out and seek services and schemes they are rightfully entitled to.

Concern: Lack of sensitivity among officials, service-providers and no understanding of the needs and vulnerabilities of sex workers leads to an unsupportive eco-system.

- This is the most fundamental concern that sex workers have. To address this, the implementers and concerned officials will need to be gender sensitised about the health and social vulnerabilities of sex workers, their needs and legal rights and entitlements as any other beneficiary of the schemes.

Concern: Core processes are primarily provider determined, often rated 'difficult' by the seeker and with non-existent follow up or iteration with the user groups. This was severely felt in schemes related to housing and accessing loans.

- The solution to this concern has already been initiated with this exercise by enabling users to assess their immediate environment, map concerns and enlist recommendations to address these. This is aimed with a broader approach to enable the users become part of the solutions and to institutionalize the same. The CBO leadership should be further empowered to put out relevant information consistently, assist the applicants and address any confusion and uncertainty they face. This exercise will be most beneficial when carried out jointly with the implementers.

Concern: Schemes like Pension for the elderly must reconsider the upper age limit for sex workers, widow pension must recognize the 'single women' category as a valid criteria in the case of sex workers and confidentiality about them being sex workers be ensured.

- Due attention and consideration needs to be given to the work life-cycle and retirement age of the sex workers in schemes such as pensions and others that are specifically aimed towards the elderly. Moreover, the documentation norms needs to be relaxed to address the issue of exclusion and facilitate them avail benefits of the same.

Concern: Unwillingness of officials to engage and give the community a decisive response. On not being satisfied, The community should have the right to be heard.

- For this purpose, grievance redress mechanisms should be set up and dedicated processes and channels should be created whereby they are heard whenever they encounter discriminatory practices. A stricter implementation of this and appropriate action taken against concerned officials will prevent discriminatory practices occurring in the first place.

Concern: With CBOs mediating between the sex workers (in particular the more vulnerable) and service provider - and the community recognizing the difference in delivery they bring as conscientious providers - it is essential to mandate the CBO to assist and partner with the government in implementing the schemes.

- The role of CBOs should be formally recognised in facilitating implementation of many government schemes, especially amongst the community of sex workers. This will give them the necessary mandate in the formal space to carry out their activities with credence that they already carry out in the informal space while facilitating access for the unreached and specially challenged sections like the PLHAs.
- In this light, the CBOs are also the most appropriate organization to sensitize officials on sex worker issues and needs.


To ensure universal coverage of all sex workers, we have to do the following:

- Based on the existing mapping estimates with State AIDS Control Society and with State Lead Partners, we should develop for each district the necessary evidence to plan a phased implementation and delivery of each scheme and program.
- Arrive at the denominator of sex workers that must be reached out to.
- This must be further broken up into specific schemes and entitlements that each of the household needs.
- This entire information must be kept confidential (Using number coding and ensuring their key partners on the ground are brought in to channel this process).
- Build an enabling and supportive environment in order to encourage the many hidden sex workers come out to seek services and entitlements.
- Set up the single window system to facilitate convergence of the community and the implementer. Sensitize all implementers about the social vulnerabilities of sex workers and their legal rights and entitlements

Action Points: To make all this operational, the following would be needed.

- Select the pilot districts.
- Set up a State level Steering Committee of all stakeholders.
- Bring together in this Steering Committee the different functions and expertise such as:
 - Designing the program.
 - Developing an implementation framework.
 - Strengthening community mobilization.
 - Building capacity of community resource group.
 - Scaling up advocacy & communication.
 - Running the single window.
 - Monitoring and Evaluation.
- In the Pilot Districts set up Project Implementation and Oversight Committees.

Launch the pilot by mid-September and target delivery of four key schemes to all sex workers by December 2013.



DETAILED REPORT
Community-led Qualitative
and Quantitative Assessment
on Access to Key Schemes
and Programs: First Step to
Social Audit-East Godavari

Introduction

Sex Workers' Organizations across six states in collaboration with State Lead Partners (SLPs) and Centre for Advocacy and Research have been engaged in intense advocacy at the policy and program levels to advocate for social inclusion of sex workers, Men having Sex with Men (MSM), transgender people and Injecting drug Users (IDUs).

This process began in November, 2010 when over 30 representatives of Sex Workers, MSMs, transgender and IDU organizations from the six high prevalence states interacted with Dr. Syeda Hameed, Member, Planning Commission and placed before the Commissions their concerns and recommendations for the 12th Plan. This interaction was part of the Civil Society Window Initiative hosted by the Planning Commission to ensure greater consultation with community groups prior to the finalization of the Draft Approach Paper of the 12th Five Year Plan. Subsequent to the interaction, submissions were made in writing by all the groups representing sex workers, transgender people, MSM and IDU to the office of the Member, Planning Commission.

The Planning Commission in its Approach Paper affirmed its support to the inclusion of all excluded communities such as sex workers, transgender persons and sexual minorities and even recommended that sub-plans or dedicated plans be developed for backward areas and for communities that are poorly linked and integrated with key development programs.

It is in the light of these formulations articulated in the 12th Plan Approach Paper document that CFAR decided to advance this process by collaborating with Sex Workers' Organizations (Networks, CBOs, SLPs) to strengthen the evidence needed to assess the extent of inclusion of MARPs in mainstream development programs and entitlements. To bring together evidence from the different layers of needs and aspirations, we decided to use community-centered processes and tools like Listening Exercise, Mapping Exercises (using key informant interviews by researchers drawn from among sex workers to map the perception of their peers on access to and experience of availing schemes and programs), Quantitative Survey and a Community Score Card.

Process

Listening Exercise: Listening Exercise was spearheaded by community members representing CBOs of the district. It helped to build a shared narrative of the CBO around community's experience of accessing schemes and programs. Participation of CBO community members in the exercise also helped identify community researchers who would map perceptions of sex workers about schemes and programs.

Training of Community Researchers: We trained identified representatives of sex workers CBOs to undertake the Mapping Exercise. We facilitated these community researchers to examine schemes and programs they have striven

to access and avail, share experiences, look back at what worked and what did not. After this reflection, the Community Researchers stepped back from being an active seeker and advocate of social entitlements to becoming a researcher. Taking into account their assessment of user experiences and provider perspectives, they were trained in conducting Key Informant Interviews to map perceptions around scheme /program access.

Mapping of Community Perception on key schemes and social development programs: Each Community Researcher spent two to three days in the field mapping the sampled respondents. They were supported in doing this mapping teams from CFAR.

De-briefing the Study: A three day Workshop was organized where the entire mapping process was revisited, findings shared and reviewed collectively.

Quantitative Survey: We conducted a wider community survey which would give to us a generalized benchmark on awareness of scheme and program and quality of engagement with it.

Community Score Card: The entire range of evidence gathering exercise culminated in a Community Score Card. It involved four panels of sex workers who generated a Community Score Card rating major schemes and programs. As a first step, a representative panel of community members identified against each of the schemes performance indicators that they regard as vital, scored each of the indicators they had listed along with reasons for the score and then recommended how awareness of the scheme, its usage and delivery can be improved.

Share and disseminate evidence: We plan to bring together all evidences gathered through these exercises at a wider level consultation with key policy makers and decision makers to share the entire process and findings that emerged from the different tools of study.

Tools

- Listening Exercise
- Mapping perceptions of community respondents
- Quantitative Survey
- Community Scoring Card by eight panel of sex workers

To ensure a coherent presentation of the key findings we will begin with the Listening Exercise followed by the Survey and then present the two qualitative tools-Mapping Perceptions of Sex Workers on Key Schemes and Programs using Key Informant Interviews and the Community Score Card brought out by four panels of sex workers. This will culminate in recommendations and next steps.

Listening Exercise

Objectives

- To engage face to face with office bearers, board of Directors and members of CBOs in order to learn about their evolution as a community-based collective.

- To dialogue with them on the opportunities and challenges they encounter in mainstreaming sex workers in all major development programs.

Sample Profile

Board of Directors : 25	Operating Body Members : 27
<i>Name of the CBO</i>	<i>No of Respondents</i>
Naari Saaksham	20
Velugu Rekha	8
Udaya Rekha	8
Aasha Jyothi	6
WISE	10

Key Findings

A. Naari Saaksham: Registered in 2006 as a community-based organization (CBO) representing the sex workers of East Godavari district. It works in 10 mandals and has a total membership of 2384 in Rajahmundry.

Key Milestones

- Addressed 57 crisis related cases across 10 Mandals.
- Facilitated 92 sex workers and those living with HIV to access government entitlements like ration cards, Voter Cards and *pattas*.
- In 2008, District Legal Services Authority gave Para legal Voluntary Training to 14 community members. Training of a second batch of 25 members is underway.

Challenges

- Some 95 % of community members are illiterate. Even so, persisting with educating children and preventing drop-outs and discontinuation from school continues to be a major challenge.
- Sex workers living with HIV face a lot of stigma and discrimination from their neighbors who refuse to rent houses to them. Many among them have been reduced to destitution.

B. Aasha Jyothi Mahila Abyudaya Sangham, Amalapuram was registered in the year 2011. It now has 900 FSWs as registered members. It has access to traditional sex workers in Amalapuram and Thatipaka.

Key Milestones

- Applied for house sites for 35 FSWs.
- Applied for 30 ration cards.
- Established effective linkages with local stakeholders including MRO, MDO, people's representatives and individual donors.

Challenges

- Reaching out to street based sex workers.
- Stigma faced by FSWs from neighbors and service providers.
- Harassment and arrest of FSWs at the hands of the police.

C. WISE was started as a collective in 1998 and got registered in 2004 at Peddapuram. They have registered 573 members in their CBO. They are working in 5 mandals namely Peddapuram, Samalkot, Bikkavolu, Jaggampet and Anaparthi.

Key Milestones

- Addressed 60 crises situations.
- Applied for ration cards for over 20 FSWs.
- Facilitated an Aadhaar enumeration unit to come to their DIC as the FSWs had reservations about going to other place where Aadhaar cards were being processed.
- Helped 200 FSWs get Aadhaar cards.

Challenges

- FSWs feel that despite a lot of talk about HIV, nothing is being done about the problem.
- Street-based FSWs do not come out for fear of disclosure of their identity.
- Harassment by police.

D. Udaya Rekha and Velugu Rekha brought together a set of individuals who later registered as a CBO. The good linkages developed with Government officials like District Collector, RDO, MRO enables them to get support when necessary. They focused on acquiring skills to engage with government officials.

Key Milestones

- Got 470 sq. yards land sanctioned to construct the Velugu Rekha office building.
- Secured ration cards for 350 community members.
- Got sanctioned land for Udaya Rekha office.
- Put in place a crisis response system.

Challenges

- Insistence on ID cards makes it difficult for most community members to access schemes.
- Migration of sex workers due to their nature of work severely hampers access to many entitlements including loans.

Quantitative Survey

This Community-led survey in East Godavari was administered among 443 respondents by a team of researchers drawn from five Community Based Organizations.

Objective

Key objective was to quantify the extent of access or lack of it that the sex workers had experienced on five key schemes and programs.

The five CBOs who organized and conducted the survey were

1. WISE, Peddapuram
2. Naari Saaksham, Rajahmundry
3. Udaya Rekha Mahila Mandali, Tuni
4. Velugu Rekha Mahila Mandali, Kakinada
5. Aasha Jyothi Mahila Abyudaya Sangham, Amalapuram

SURVEY-Socio Economic Details of the Respondents									
Name of the CBO	Area	Age		Condition of living		Education		Economical Condition	
		Young	Old	Rural	Urban	Literate	Illiterate	BPL	ABPL
WISE	Peddaapuram	68	7	39	36	44	31	4	71
Naari Saaksham	Rajahmundry	52	12	41	23	40	24	19	45
Udaya Rekha	Tuni	120	0	68	52	29	91	120	0
Velugu Rekha	Kakinada	77	3	79	1	23	57	79	1
Asha Jyothi	Amalapuram	80	24	100	4	64	40	83	21
Total		397	46	327	116	200	243	305	138
Grand Total		443		443		443		443	

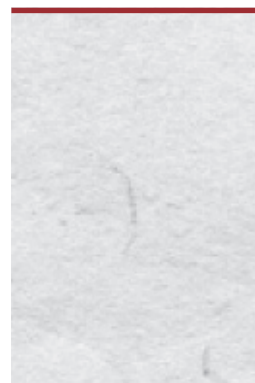
Key Findings: Scheme wise

Table 5: AADHAAR												
Name of the CBO	Area	Do you know about Aadhaar?		Is Aadhaar UID?		Do you know about Aadhaar benefits?		Have you got your Aadhaar Card?			Do you want to know more about Aadhaar?	
		Yes	No	Yes	No	Yes	No	Yes	No	InProcess	Yes	No
WISE	Peddaapuram	75	0	75	0	73	2	35	37	3	54	21
Naari Saaksham	Rajahmundry	64	0	64	0	62	2	63	0	1	64	0
Udaya Rekha	Tuni	120	0	120	0	120	0	111	9	0	119	1
Velugu Rekha	Kakinada	80	0	80	0	75	5	76	0	4	55	25
Asha Jyothi	Amalapuram	104	0	104	0	104	0	103	0	1	103	1
Total		443	0	443	0	434	9	388	46	9	395	48
Grand Total		443		443		443		443			443	

*Note: (Percentage Scale 443)

AADHAAR: Community Responses

- All 443 respondents recognized Aadhaar as interchangeable with UID.
- EG district being one of the pilot districts for rolling out Aadhaar, it is not surprising that a high number of respondents have got their cards made.
- 98% respondents said that they knew the benefits of Aadhaar.
- It is significant that 89% respondents have shown interest in knowing more about it. This goes along with the fact that most of them already have got enrolled under Aadhaar.



Name of the CBO	Area	Do you know about Pension?		Do you know about types of Pensions?		Have you benefited under any pension?				Which Pension you are getting?			Do you want to know more about Pensions?	
		Yes	No	Yes	No	Yes	No	Process	WP	OP	DP	AP	Yes	No
WISE	Peddaapuram	59	16	22	53	12	63	0	12	0	0	0	37	38
Naari Saaksham	Rajahmundry	31	33	30	34	14	48	2	8	6	0	0	64	0
Udaya Rekha	Tuni	55	65	40	80	4	116	0	4	0	0	0	120	0
Velugu Rekha	Kakinada	55	26	54	26	1	79	0	1	0	0	0	54	26
Asha Jyothi	Amalapuram	91	12	77	27	24	79	1	5	9	0	10	104	0
Total		291	152	223	220	55	385	3	30	15	0	10	379	64
Grand Total		443		443		443				55* (443)			443	

**Note: (Percentage Scale 443) *Note: WP – Widow Pension, OP- Old age Pension, DP – Disable Pension, AP- ART Pension.
Out of 443 there are 55 respondents benefited from the schemes. Out of 388 who were not benefited yet, 3 have applied for it.

Key Findings on Pension Scheme:

Pension

- 65% respondents said they knew about Pension Schemes. However, in many such cases what it meant is a mere awareness that a scheme relating to pension exists.
- Out of 385 (87%) respondents who have never availed any benefit under a pension schemes, 153 respondents did not know what pension was.

Name of the CBO	Area	Do you know about Education scheme		Have you benefited any Education scheme?			If yes, under which scheme get/ getting benefited?			Do you want to know more about Education schemes?	
		Yes	No	Yes	No	Process	H	S	O	Yes	No
WISE	Peddaapuram	7	68	3	70	2	1	0	2	75	0
Naari Saaksham	Rajahmundry	52	12	42	12	10	9	2	31	56	8
Udaya Rekha	Tuni	59	61	33	87	0	0	0	33	111	9
Velugu Rekha	Kakinada	33	47	2	73	5	1	0	1	40	40
Asha Jyothi	Amalapuram	66	38	36	30	38	11	2	23	104	0
Total		217	226	116	272	55	22	4	90	386	57
Grand Total		443		443			116*(443)			443	

**Note: (Percentage Scale 443) *Note: H-Hostels, S- Scholarships, O-Others.
Out of 443, there are 116 respondents who have benefited from the schemes. Out of 327 respondents who have not benefited, 55 respondents have applied under one and their files are under process.

Key Findings on Education Scheme: (Percentage Scale 443)

Education

- Close to half the respondents (49%) knew about one or the other education scheme.
- Of these, 116 (26% of the total number of respondents) have benefited. While 62% respondents have not benefited under any education scheme, 12% have applied to avail one.
- At the same time, a significant 87% accepted that they did not know much about the educational schemes and showed interest in knowing about the scheme benefits and eligibility.

Table 8: HOUSING

Name of the CBO	Area	Do you know about Housing Scheme?		What kind of housing scheme do you know?		Have you benefitted under any housing scheme?				If YES under which scheme you got benefitted?			Do you want to know more about Housing scheme?			
		Yes	No	IAY	RSG	IG	LC	Yes	No	P*	IAY	RSG	IG	LC	Yes	No
WISE	Peddaapuram	63	12	0	15	3	7	1	74	0	0	0	0	1	75	0
Naari Saaksham	Rajahmundry	39	25	0	1	28	2	15	39	10	0	1	13	1	61	3
Udaya Rekha	Tuni	86	34	0	32	25	0	18	102	0	0	9	9	0	120	0
Velugu Rekha	Kakinada	54	26	0	36	19	0	0	57	23	0	0	0	0	57	23
Asha Jyothi	Amalapuram	68	36	0	19	37	0	12	53	39	0	1	10	1	104	0
Total		310	133	0	103	112	9	46	325	72	0	11	32	3	417	26
Grand Total		443		237* (443)		443				46* (443)			443			

**Note: P*Process & IAY – Indira Awas Yojana, RSG – Rajiv Swagruha, IG – Indiramma Gruhalu, LC– Loan for Constructions.
 *Out of 443 there are 310 respondents know the schemes. Remaining 133 did not know about housing scheme.
 Out of 443 there are 46 respondents benefitted the scheme and 72 respondents told that their files are under process.

Key Findings on Housing: (Percentage Scale 443)

Housing:

- A sizeable 30% of the respondents did not know about any housing scheme.
- Out of the 116 Urban Respondents, 103 (89%) knew about the Rajiv Swagruha scheme. This scheme is for the urban poor.
- Out of the 327 rural respondents, only 112 (38%) knew about 'Indiramma Gruhalu'. Very few respondents knew about other housing schemes meant to support them.
- A meager 9 (2%) of the 443 respondents knew about the provision of Housing loans.
- Of the 46 respondents who have benefitted, 32 (7%) availed the Indiramma Gruhalu scheme while 11 (2%) benefitted under the Rajiv Swagruha scheme.

Table 9: SELF HELP GROUP (SHG)										
Name of the CBO	Area	Do you know about SHG?		Have you benefitted under SHG scheme?			If yes, what kind of benefit you accessed?		Do you want to know more about SHG schemes?	
		Yes	No	Yes	No	Process	L	O	Yes	No
WISE	Peddaapuram	75	0	26	47	2	26	0	41	34
Naari Saaksham	Rajahmundry	51	13	27	30	7	27	0	63	1
Udaya Rekha	Tuni	102	18	17	70	33	13	4	120	0
Velugu Rekha	Kakinada	79	1	24	56	0	24	0	59	21
Asha Jyothi	Amalapuram	104	0	40	38	26	34	6	104	0
Total		411	32	134	241	68	124	10	387	56
Grand Total		443		443			134*		443	

Key Findings on Self Help Group (SHG) Program:

- 93% respondents know about SHGs, mostly through other women group members, neighbors and local animators.
- Of these, only 134 (30% of the total sample) respondents have benefitted from the SHG scheme, indicating a wide gap between awareness and access.
- Underscoring the effectiveness of community centric mechanisms is the fact that 124 of these 134 beneficiaries could avail loans from banks even as the remaining 10 received other kinds of support like gas connections, livelihood trainings, etc.
- Once again a sizeable 87% of respondents showed interest in knowing more about self help group programs and benefits.

Mapping Sex Workers' Perception of Access to and Engagement with Key Schemes and Program through Key Informant Interviews

Objective

To assess perception of the sex workers' community on their engagement with key schemes and programs by understanding:

- Where they felt targeted and reached out to.
- What they see as successes and breakthroughs.
- Key lessons the community draws from the challenges and setbacks it encountered.
- The role of the eco-system in enhancing or denying to them rightful access to schemes and programs.

Sample Details

Community Respondents Interviewed 91
Community Researchers 16
No of CBOs 5

S.No	Name of CBO	No of Respondents Interviewed
1	Velugu Rekha Mahila Mandali, Kakinada	18
2	Aasha Jyothi Mahila Abyudaya Sangham, Amalapuram	12
3	WISE, Peddapuram	13
4	Naari Saaksham, Rajahmundry	20
5	Udaya Rekha Mahila Mandali, Tuni	28
Total		91

Age wise Community Respondents

S.No	Age	No of Respondents Interviewed
1	20 – 25 Years	22
2	26 – 30 Years	24
3	31 – 35 Years	18
4	36 – 40 Years	17
5	41– 45 Years	03
6	46 – 50 Years	07
Total		91

Education wise Community Respondents

S.No	Education	No of Respondents Interviewed
1	5 th to 10 th class	44
2	Intermediate	2
3	Graduation	1
4	Post Graduation	1
5	Nursing	1
6	Illiterate	42
Total		91

Socio Economical Status of Community Respondents

1	Rural	41	91
2	Urban	50	
3	Literate	49	91
4	Illiterate	42	
5	Long term association with CBO	73	91
6	New to CBO	18	
7	BPL	74	91
8	APL	17	

Break-up of Respondents' Relationship with CBO - 91		
Advocacy Member: 1	Cluster Development Associate: 1	CBO Member: 43
Community Mobilizer: 4	Crisis Team Members: 3	Executive Committee Body Members: 2
Former CBO President : 3	Joint Secretary: 4	Outreach Worker: 3
Peer Educator: 21	President: 1	Shadow Counselor: 1
Shadow Project Manager: 1	Social Agent: 1	Vice President: 1

Key Findings -Scheme Wise

Pension

Knowing the scheme; Questioning suitability

- Out of 91 respondents mapped, 60% (54) knew about Old age, Widow and Disability pensions; only 15% of the respondents knew about ART user's pension.
- Amongst those interested in knowing more about schemes, most sought information on widow pension. Some quizzed, "why single women are not eligible to get the pension?"
- Even though the pension amounts are meager, many respondents agreed that it was useful in providing some needed social security to the beneficiaries.

Assessing benefits; Relating with scheme intent and process

- Ten respondents saw widow pension as very "necessary" in order to meet their basic needs.
- Seven used the pension to buy their ration, medicines.
- Eleven respondents perceived themselves as rightful claimants to all pension schemes as each scheme aims to mitigate an adverse circumstance that were integral to their lives, but did not feel adequately supported.
- Some remained dissatisfied with implementation of the scheme as despite having submitted all documents they had not got any response from the official nor was their widow pension sanctioned.

Practice - Gains and Shortcomings

- A break up (of thirty-eight respondents) below brings out the mechanism of support community members avail in accessing schemes and programs. (Beneficiaries included **Widow pensioners: 26, Disability Pensioners: 3, Old age pensioners: 4, ART Pensioners: 5**) **Support received from CBO, SHG, Community-16; Family-3; Service Providers-7; Elected Representatives-12**
- Support from CBO, SHG and community indicate effectiveness of the collective approach.
- The collective approach also aided coordination between elected representatives (who have a role in beneficiary identification), official implementers and the CBO.

- A significant thirty respondents found their applications for pension rejected on the ground that they could not prove their widow status. It indicated how translating the “in principle” into “real” access may not be easy.
- Four applications from the Kalavantulu caste members (traditional sex workers) rejected on the ground that they could never marry, and therefore cannot claim access to a scheme strictly meant for “widows”.
- Similarly, three respondents whose husbands had deserted them a decade ago found it impossible to furnish “death certificates”.
- All this rejection not only added to their marginalization but heightened stigma and discrimination against them.
- The onus of proving “eligibility” to scheme lay entirely with the applicant.
- There was no honest recognition of the constraints and travails sex workers face as single women and leading women headed households.
- One respondent (WISE) reported that officials stopped her widow pension once she started getting the ART user pension, contravening the G.O. issued.

Housing

Perception as a priority social security scheme; Raising demand; Seeking affirmative action

- With 68 out of 98 respondents actively seeking the housing scheme, majority of them perceived the scheme to be of high priority for sex workers.
- Strong argument to elevate this scheme into a universal entitlement for all sex workers.
- Justified it as an essential social security scheme for the highly stigmatized and often marginalized women-headed households.

Practice: Gains

- Key positive associations are the small breakthroughs that CBO and Community have made.
- Ten respondents heard about housing scheme from CBO and got the scheme with the help of CBO.
- Five respondents got Rajiv GruhaKalpa; 20 got pattas and financial support under Indira Awas Yojana to construct house.
- Nine respondents were told about the scheme and got help from service providers.
- Support of local people’s representatives like MLA, Ward Councilor and Panchayat members proved effective in providing information and applying under the scheme.

Coping with severe exclusion (threat of eviction and stigma and discrimination)

- Waiting time for some of the respondents was as long as 6 to 7 years. Many respondents had tried over and over again to get the sanction.

- Group applications even for Self financing Schemes like Rajiv GruhaKalpa had not made much headway.
- Meanwhile the sex workers faced extreme stigma and violence, were driven out of lands allotted to them, cheated by middlemen and sexually harassed and even abused. They faced backlash and protest from local population when house sites were sanctioned to sex workers.
- They could neither use the land pattas given to them nor return it.
- As a result, forty four out of ninety-one respondents felt totally excluded - Thirty respondents stated non-cooperative attitude of officials while thirteen shared about the bitter experiences they had with elected representatives.
- Even confidence in CBO had diminished because they felt that they were not strong enough to overcome the odds.
- It is significant that many felt so discouraged that as high as 23 respondents did not even apply for or engage the scheme.

Aadhaar

Learning about Aadhaar; engaging individually and collectively with different information from diverse stakeholders

- Highly talked about and engaged with scheme as the respondents saw it as the new avatar of the essential ration card that will work as an identity and address proof
- Seventy-eight respondents knew about Aadhaar and identified the scheme by name
- When asked what was the key benefit from the scheme, most saw it as a “permanent identification card”

Accessing benefits; Perceiving Aadhaar as the future game changer; Involvement of CBO spurring an active community engagement

- Seventy eight respondents had received the Aadhaar number. Of these, forty-three respondents were supported by CBO, SHG and community. Eleven respondents got the support either of the Collector, RDO, Aadhaar team, Municipal office staff, MROs, APMS, VELUGU REKHAO or Anganwadi teachers.
- Twenty -two respondents got the support from elected representatives like Panchayat presidents, Councilors and Village Secretaries.
- Few officials visited their site or explained about Aadhaar or supported filling the applications and other processes.
- Thirty three respondents felt they had benefitted from it
- Seven respondents had used Aadhaar number to open bank account, to access health services, submit application for house site and for school admission
- A significant section perceived it as the “single” most important entity for availing all entitlements. Their perception was: Without Aadhaar one cannot benefit as a citizen. Everything in future would be supported by an Aadhaar number.

- The CBOs for the first time went beyond just providing the list of community to actually helping implement the scheme by housing the machine in their office.

Some Exclusion

- Despite the high inclusion and community involvement and the hope that the Aadhaar distribution process would be different, we found there were as many as twenty-one respondents who faced great difficulties in securing it.
- Lack of scheme information, absence of documents and frequent migration for work were factors adding to their woes.
- Eight faced undue harassment including delays and a non-cooperative environment.

Education

Engagement with Educational Schemes

- Only twenty four of the ninety one respondents know about educational schemes. Of these, while sixteen knew about the scholarship schemes, only two knew about residential hostels.
- In all, only 19 respondents were benefitting from scholarships and residential hostels.
- It is significant that only six respondents knew about the fact that government schools did not charge any fees and gave uniform to their students.
- Six respondents strongly demanded greater access to Girl Child Protection Scheme. They felt it was extremely crucial for sustaining girl child's education till the age of 18 years and for supporting higher education aspirations.

Concerns

- Five respondents wanted to know more about schemes to support children's higher education.
- Respondents were keen on preventing their children from dropping out and discontinuing their education and suggested that a special program be initiated to address this problem.
- They were not aware of local initiatives and other programs meant to reach out to dropout children.

Supportive Practices

- The CBO, SHG and Community enabled children of three respondents to get admission into hostels run by Department of Social Welfare.
- One respondent reported that the Sub Inspector of Police supported her in readmitting her children to schools.
- Another respondent reported that the school headmaster helped the children in getting scholarship.

Discriminatory Practices

- Two respondent (Naari Saaksham) reported that their children faced

discrimination at the hands of other children. Schools insist on asking mothers belonging to the Kalavantulu caste to give the name of the father.

- One respondent reported that her child's scholarship was cancelled as they shifted residence. When she tried to renew the scholarship, the principal was not supportive.
- A high number of respondents felt distressed with the attitude of officials towards their children.

Self Help Group (SHG)

Strong association with SHG

- Majority of respondents had experience and associations with SHGs and sixty nine knew about SHGs.
- A large number (26) saw it as advancing financial inclusion while the others related variously with it – as a poverty reduction, skill development or women's development scheme.
- Thirteen respondents wanted to know more about the criteria for forming SHGs, the officials who must be approached for joining an SHG and on starting a business with the loan amount.

Assessing benefits and usefulness of SHG

- We find that SHG is being perceived as an effective safety net program for vulnerable groups like sex workers.
- In the case of some respondents their matter of fact engagement with SHGs is derived from their experience of having participated in SHGs and accessed different schemes. This ranged from getting gas connections to securing big and small loans, to accessing insurance and educational loans for children and both the women and their families benefitting from the schemes in different ways. Many of the experiences they recalled revealed their desire to be included and associated with SHGs. Thirty two respondents were part of SHGs.
- Two respondents stated that joining SHG gave them dignity in society.
- When we look at their present engagement with SHG we can see that they continue to repose trust in and enthusiasm for the program as they see SHG as a platform that is converging all the schemes that they are entitled to. Most importantly, it is seen as enabling the sex workers to build an alternative livelihood when they get older, improving their quality of life, empowering them to start petty businesses and providing easy access to many schemes. The idea that SHGs act like a safety net for sex workers is articulated strongly.
- We get the same kind of response in terms of their future expectations from SHGs. Again they are referring to SHG as a single channel that will enable them to save, get loans, learn skills and access gas connection, pension, insurance, healthcare and education for their children.

Affirmative Practice:

- Fifty respondents heard about the scheme from their CBO/ S.H.G/

Community; eight from family; twenty from service providers and ten from elected representatives.

- CBOs organized awareness camps for the community on SHG by inviting MEPMA officials.
- Respondents got information and were supported in joining SHG by their mothers, Mother-in-laws and other relatives.
- Respondents also got support from MEPMA, IKP, Municipal staff, Village Revenue Officer Tahsildar (MRO) in meetings like Rachabanda. Ward councilors, Panchayat Sarpanches, Councilors supported the sex workers to join SHG. At Rajahmundry, the MLC visited CBO and encouraged the community to join SHG.
- CBOs are supporting their members to participate in SHGs in many ways. They are providing information, space for meetings, facilitating them to form groups, monitoring the activities of SHGs and then linking them with allied schemes. Once they form groups, the members are being encouraged to become SHG leaders and office bearers.
- The feedback received is that officials, program implementers (MEPMA, DWACRA, NYK) and bank managers are working in a coordinated fashion and linking them up with schemes, forming groups, getting loans, enlisting them for skill trainings and helping them to initiate small enterprises.
- It is significant that one respondent stated that as sex workers they did not feel discriminated against or treated differently and shared how they felt included and well supported.
- It appears that the SHG scheme has to some extent been able to converge administrative, programmatic and policy mandates. It is also clear that the SHG has enabled the community to learn new skills, explore income generation activities, access credit and loan and, last but not the least, feel accepted and included by being part of an SHG. Much of what was conveyed by respondents was the “feel good” perception about SHG.

Not so-positive associations

- It was also clear that a significant section of respondents were not feeling included, supported and facilitated to be part of an SHG. They were being prevented from joining because of a lack of permanent address or not owning a house as this was one criteria for forming or joining an existing group. In some instances, after forming an SHG their efforts to get loans also failed. Much of this was attributed to the fact that they cannot stay in one house, because landlords constantly ask them to vacate the premises and also because their work takes them to different parts of the state. And even if the CBO was willing to support the entire endeavor and furnished all the documents, they were finding that the process of getting loans sanctioned was not encouraging. In one instance they found the loan burdensome and found repayment difficult and stated that the SHG scheme was not suitable for them.

Where do Sex Workers Perceive Social Inclusion or Exclusion is Happening?

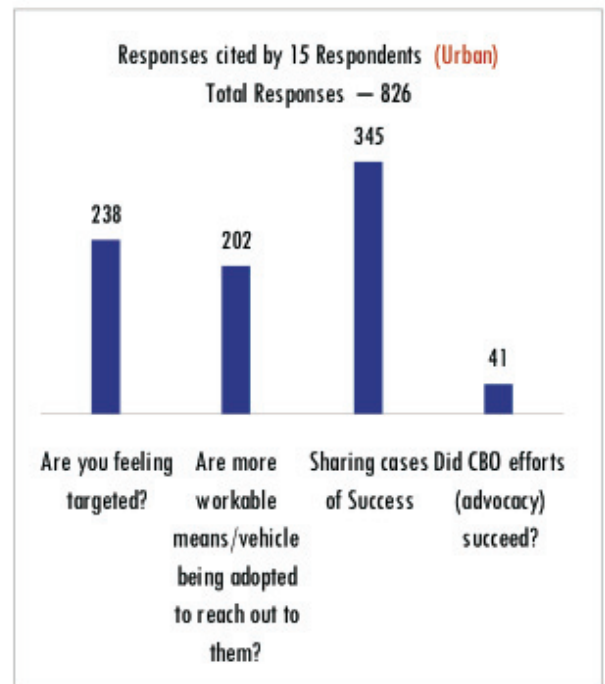
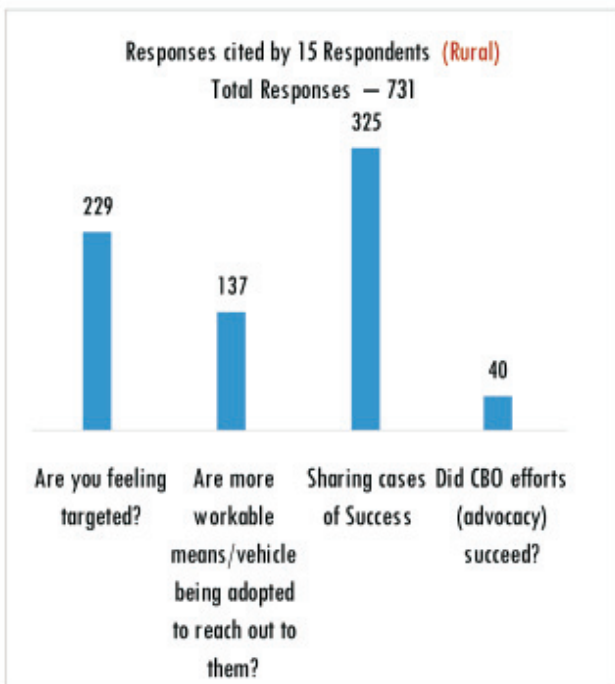
Qualitative Analysis: 15 Urban and Rural Respondents each: Most Linked Up with Schemes

Thrust

We put the responses of sex workers to a qualitative analysis framework in order to bring out nuances within perceptions around inclusion /exclusion. To achieve this we analysed distinctly the statement of each respondent and classified these under the following:

- Did they feel reached out to or not? Why?
- Did they feel new means or vehicles used to reach them worked or not? Why?
- Did they experience success or not? Why?
- Did their advocacy with the government work or not? Why?

We analysed 731 Responses (rural respondents) and 829 Responses (Urban Respondents). The segregation was necessary as rural respondents generally show a greater level of engagement with schemes and programs than the urban respondents. From the point of view of delivery, too, the two settings entail different outreach strategies.



Note:

Statements: Breakup of the answers from the respondents on different questions asked during mapping exercise.

Responses: Breakup of the statements of the respondents to access/analyse the reasons under different indicators (code). The figures under responses are higher than the statements. It is due to overlapping of indicators (code) in the statements as one statement may cover one or more than one indicators (code).



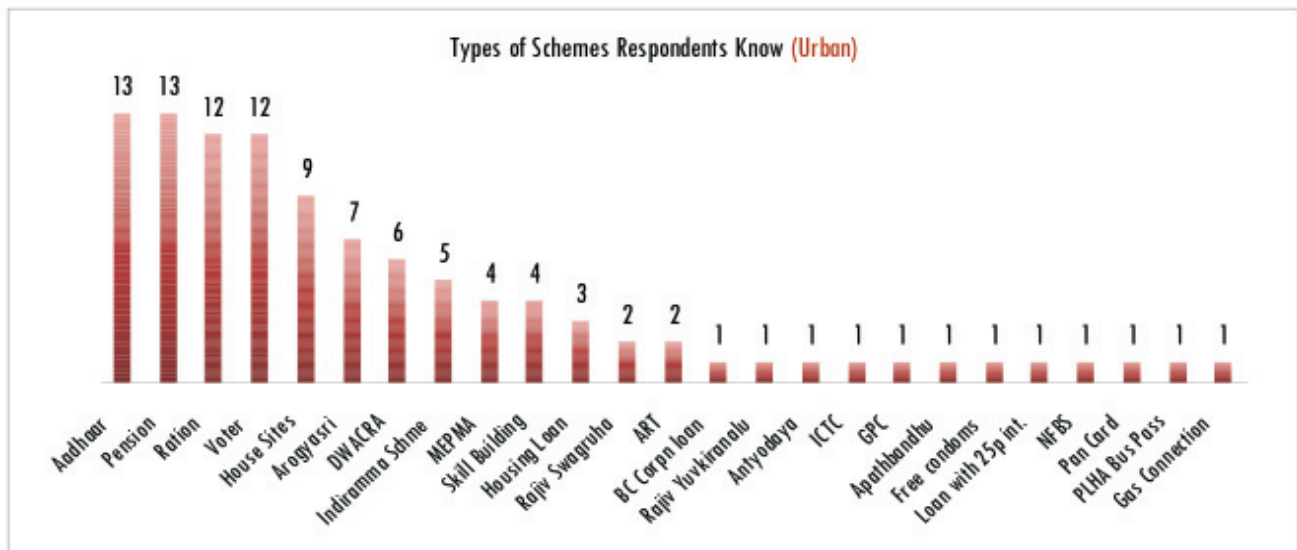
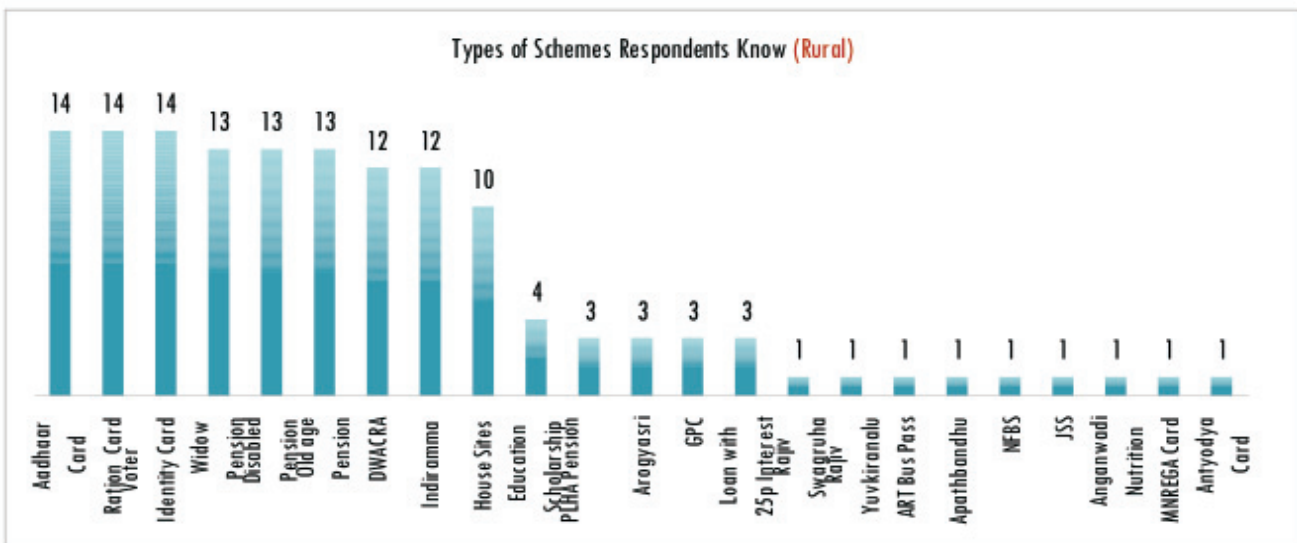
Among the 30 respondents (15 each for urban and rural) the statements that we analyzed were:

- 646 statements of 15 urban respondents
- 697 statements of 15 rural respondents

When they got classified as responses, some statements got reflected in more than one response and as result we found:

- 731 Responses among Rural Respondents
- 829 Responses among Urban Respondents

Schemes Known

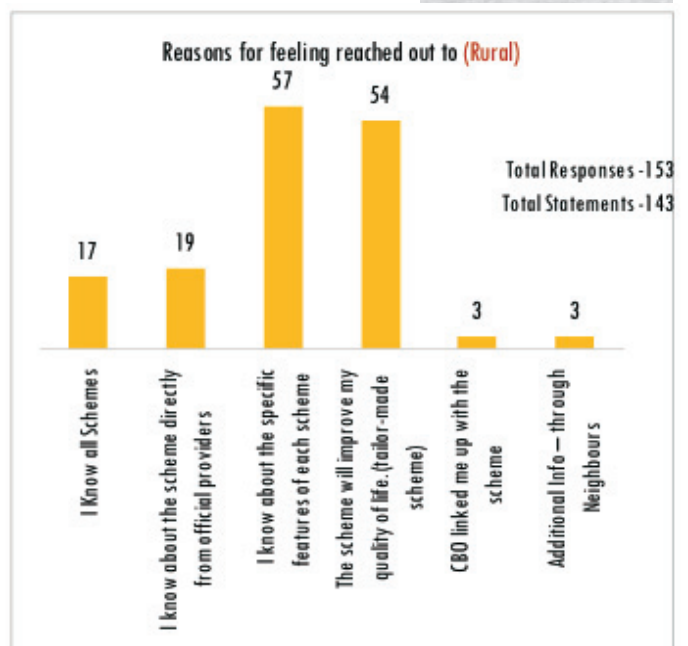
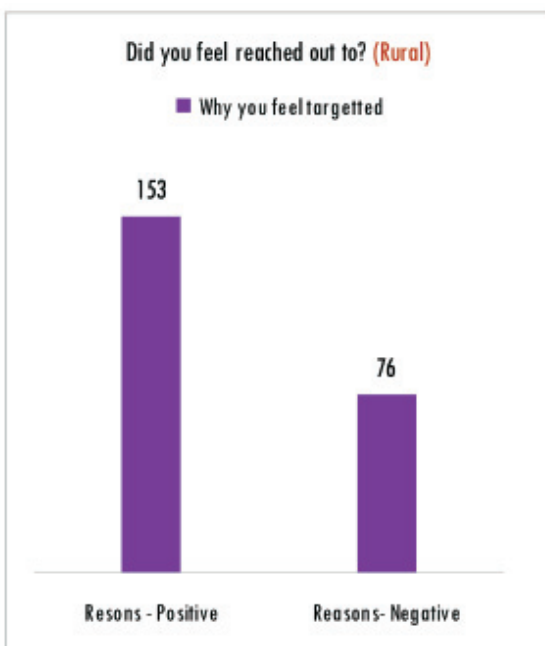


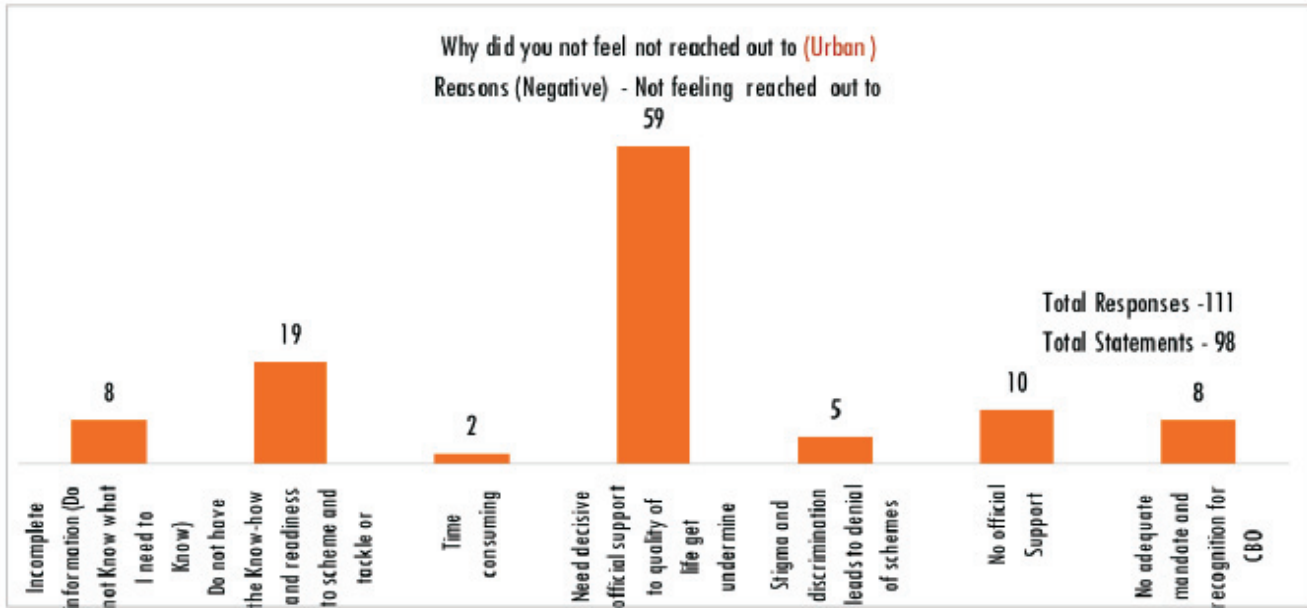
- Rural: Out of the 23 Schemes, 15 rural respondents revealed high and consistent engagement with nine schemes; moderate engagement with one scheme and low engagement with 13 schemes.

- Urban: Out of the 25 Schemes, 15 urban respondents knew they revealed a high engagement with just four Schemes; near high engagement with 1 scheme; moderate engagement with five schemes; and low engagement with 15 schemes
- Clearly rural respondents have a higher level of engagement and with more schemes than the urban respondents. This could be attributed to the fact that the design of the schemes and modalities are more suited to rural communities.
- Further, the officials agree that the administrative processes, structures and mechanisms for delivery of schemes and welfare programs are generally crafted keeping rural communities in mind and hence this difference surface.
- It is pertinent to understand that this difference highlights many shortcomings from the implementation point of view. This includes lack of effective and suitable communication strategies or awareness drives to reach out to them. It also underlines certain assumptions (misplaced) related to welfare status and quality of life of the urban communities.
- Further, it also has implications for the future including the need to follow different strategies for better outreach among sex workers in urban and rural areas.

Did you feel reached out to? Why? – Rural

- It is evident that in rural areas the positive perception that schemes were meant for them and were being provisioned was almost double the negative feedback (153 positive versus 76 negative).



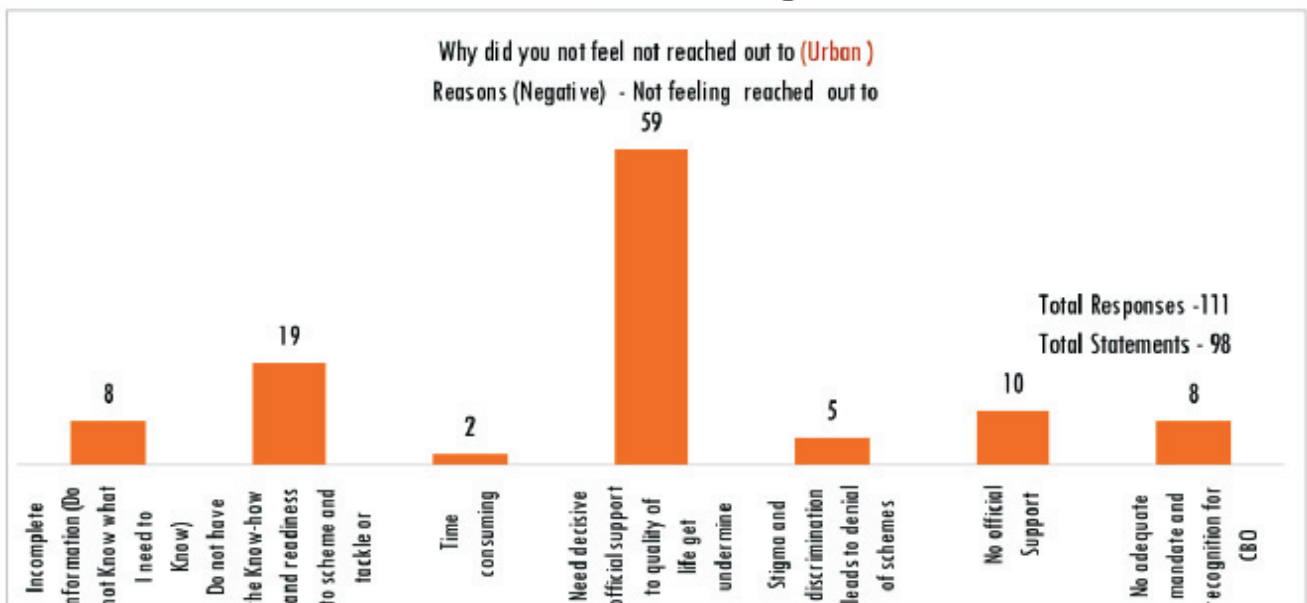
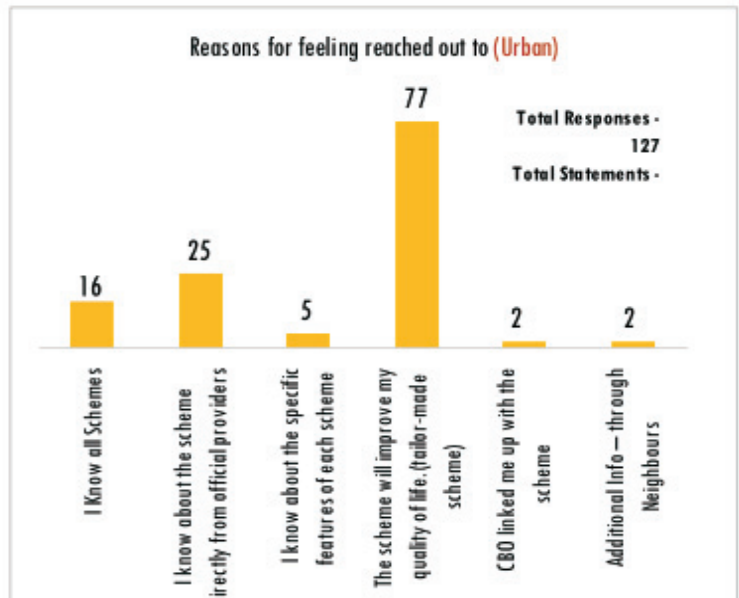
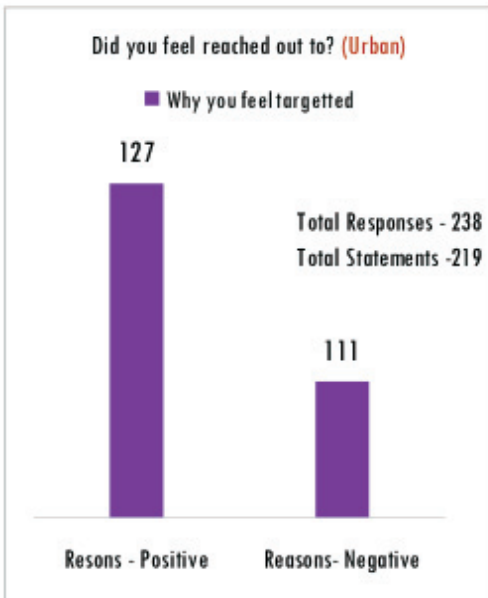


- The reasons cited show that the positive perceptions largely emanated from the self-confidence and empowerment they experienced. This is attributed to them being aware about the schemes and its impact on their lives. A significant number of them felt a sense of inclusion when they received information about specific schemes from the concerned officials. Hence, reasons such as knowing the scheme, knowing it from the provider and knowing its features and realizing that it will improve their quality of life determined their positive perception.
- At the same time, the negative perceptions emanated from their unpreparedness to deal with the challenges despite being aware of the schemes.
- More than 50% of the responses pointed out to insensitivity of the system, mainly at the point of delivery or implementation of the scheme. Here, they asserted that knowing about schemes did not prepare them to face these structural barriers and stigma attached to their profession, which is more critical than process related barriers such as lack of awareness about the schemes.
- It is important to note that while process related barriers can be taken care of by putting mechanisms in place to address these structural barriers are more deep-rooted and require continuous sensitisation of officials. In the current scenario, the respondents felt that they were not ready or in a position to deal or engage with an insensitive system which recognized neither their needs nor their vulnerabilities
- The research also revealed that the time-consuming process of gaining access to the scheme was least of what formed their negative perceptions. The respondents emphasized how they always made it a point to come with relevant documents as and when asked to and waited it out while their applications were being processed. It is the visible lack of official support that makes them question their

inclusivity in the schemes. As such, the perceived gains under the schemes are undermined by their strong perceptions about not having adequate information on various schemes and the stigma and discrimination they faced as sex workers. The gains made were not decisive enough to counter these negative perceptions. This discourages the sex workers severely hampers access to scheme.

Did they feel reached out to? Why? - Urban

- Among urban respondents, we find that positive responses to the question of whether they felt reached out to have a slight edge over negative responses (127 positive versus 111 negative) but not as significant as that among rural respondents.

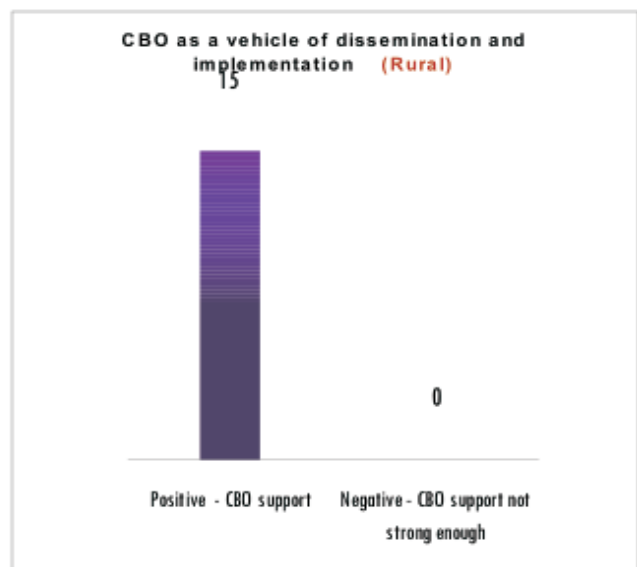
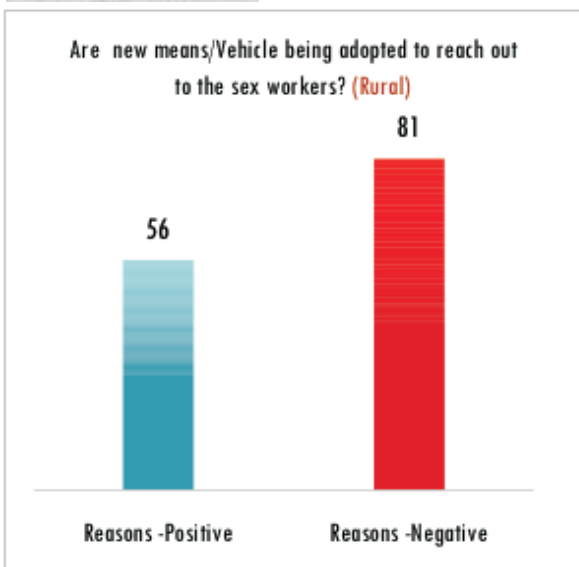


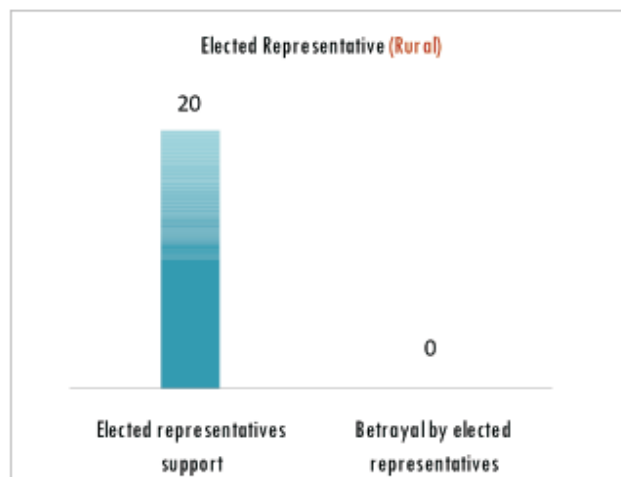
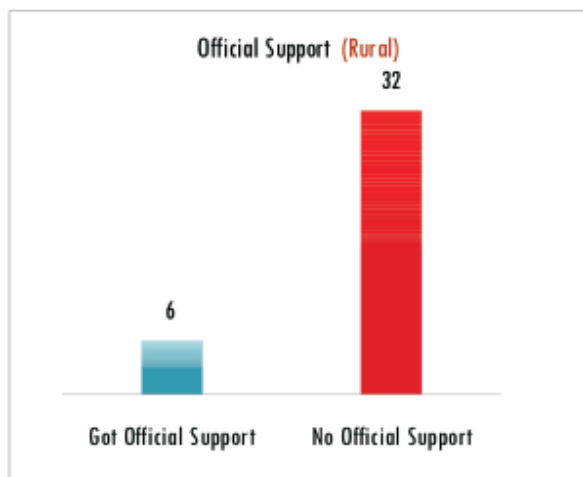


Reasons for feeling positive

- The responses from urban respondents evidence greater resilience as individuals. They responded by stating that they know all the schemes; had learnt about it from the providers; and were convinced that these were tailor-made for them.
- While it was observed that the urban respondents felt more positive about being targeted, it may not be a reflection of their complete satisfaction. Here, their concerns for feeling alienated were similar to their rural counterparts. The most prominent reasons cited by them point towards insensitivity of the system which they keep encountering. This includes experiences of coming across officials and implementers who know or understand little about their needs and vulnerabilities and hence extend negligible or insignificant support to them.
- This does not help an enabling environment for them and also abets a feeling amongst the CBOs members of lack of readiness to tackle and overcome structural and process barriers. The attitudinal barriers contribute to non-fulfilment of their expectations from the schemes which, is made worse by their own inability to resolve issues. As a result their needs remain unmet.
- If the negatives have to be addressed, then strengthening the positives will also need more than targeted approach in order to deliver the schemes. It will need implementers that adapt and rework schemes to remove the structural and procedural barriers such as the documentation norms and other deeper issues such as stigma and discrimination that sex workers face.

Did newer means/ vehicles adopted to reach out to sex workers work? –Rural

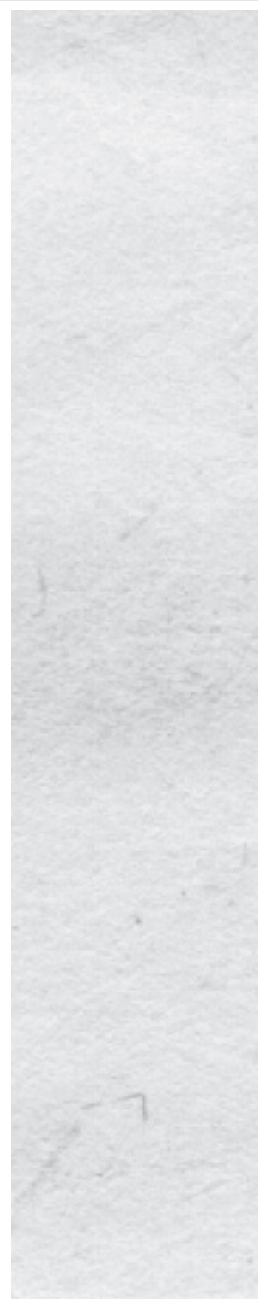


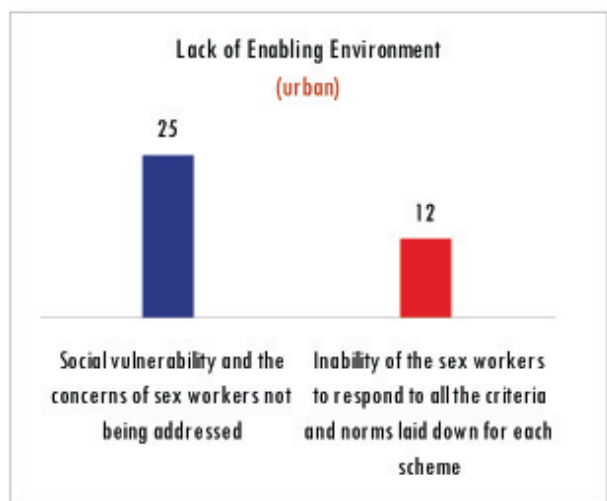
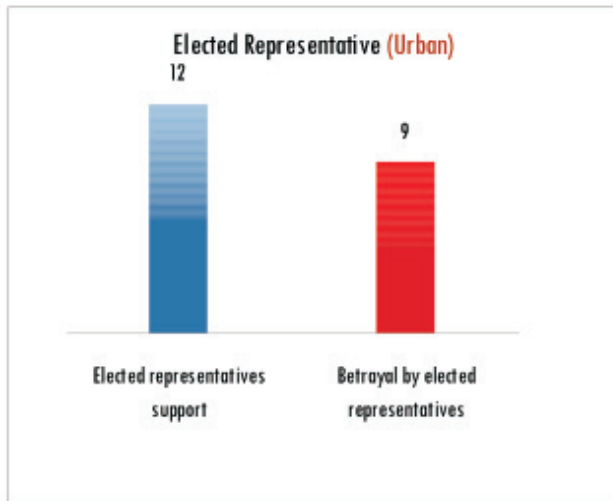
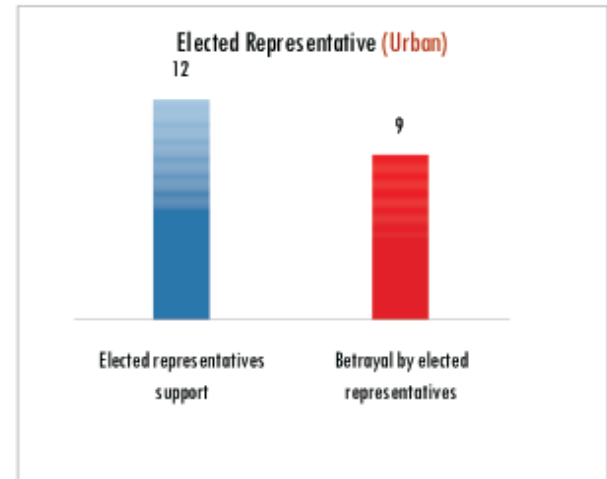
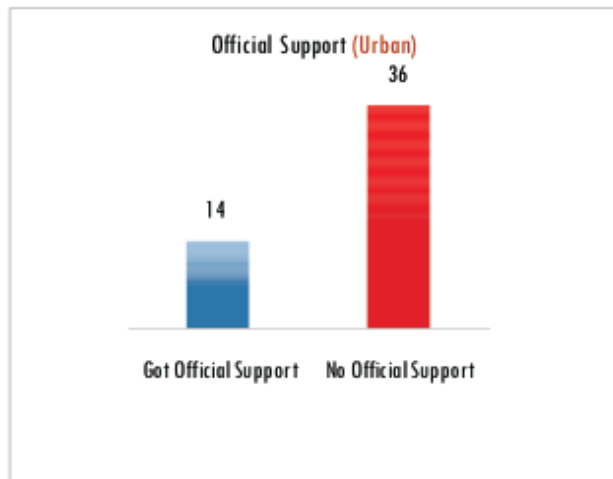
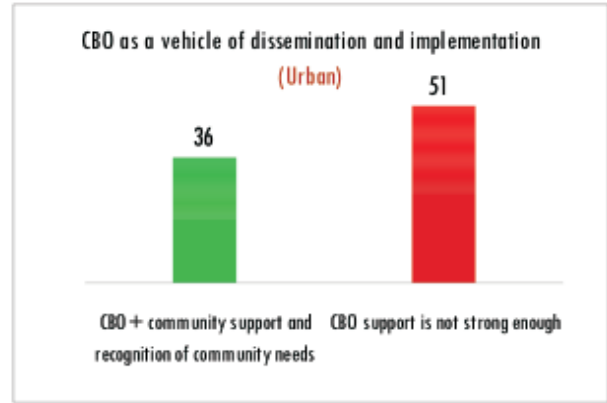
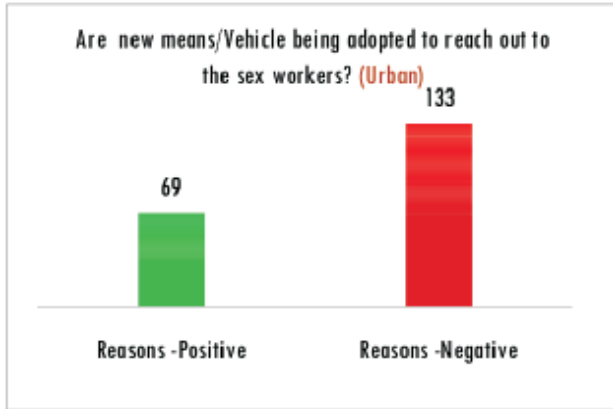


- On the question of workability of newer vehicles to reach out to the sex workers, the negative outweighs the positive. This is attributed to the fact that the new means or vehicles were extremely nascent or practically non-existent. Only the CBOs were being perceived as the new means and seen as doing their bit to reach out to the most vulnerable sex workers.
- The CBOs' support was noticed and acknowledged by a majority of respondents as one that helped in raising their confidence in staking claim to entitlements. While it made them visible as marginalized population, the CBOs' lack of strength and capacity is unable to translate this advantage into quality of life improvements for the sex workers.
- As is evident from the perception mapping, very few officials supported and understood their needs and vulnerabilities. This adds to the absence of a vital factor necessary to create a favourable eco-system or enabling environment for sex workers to feel included. In order to overcome stigma and discrimination or bring about significant shifts in the attitude of the providers, it is imperative that this is addressed. In short, inclusion of all vulnerable sex workers was hindered or strongly inhibited and discouraged by lack of a supportive eco-system.

Did newer means/ vehicles adopted to reach out to sex workers prove workable or not? Why –Urban

- Even in the urban context, despite some gains in terms of CBO strength and the harnessing of support of key decision makers, media and elected representatives, we find that the negative responses drastically outstrips the positive responses.
- Though new vehicles such as CBO and SHG linked them up with key people and empathetic and supportive officials and elected representatives and many were perceived as helping them to make incremental gains, it was not enough to create the much needed paradigm shift.





What weakened it were:

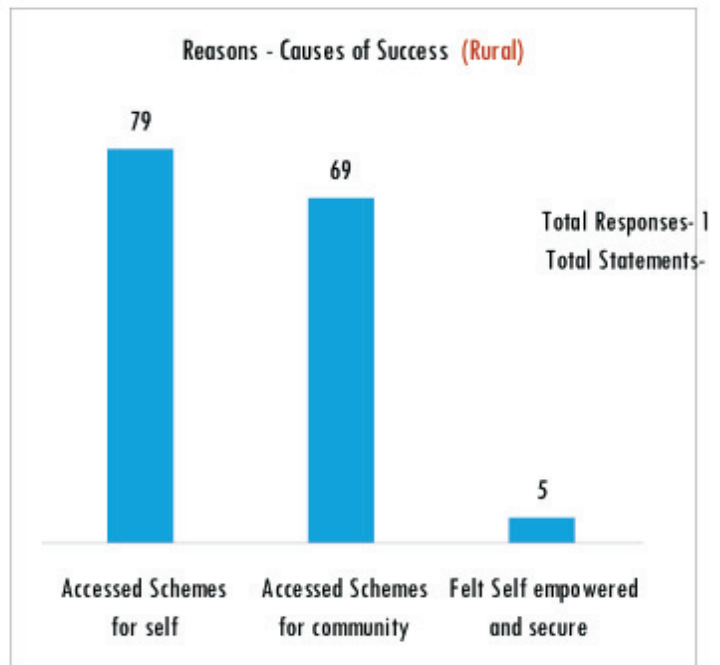
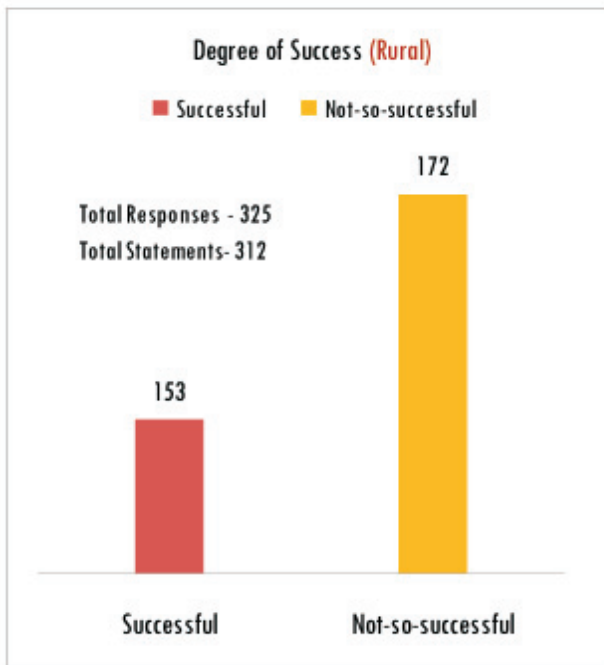
- One vital reason cited was lack of official support. And this got reflected in CBOs not acting effectively as a link. This only worsened the implementers’ lack of understanding of the sex workers vulnerabilities and concerns and even led to betrayals by elected representatives. With so many odds stacked against them, the community found it difficult to overcome the many attitudinal and administrative barriers.
- So, when we analyse the plus and minus perceptions of sex workers on whether they were being reached out to or the effectiveness of new

means what stands out is the sex workers' readiness in many ways to seek and demand schemes and work as a collective through the CBO to advance their concerns. This readiness gets articulated in different manners in the urban and rural milieu.

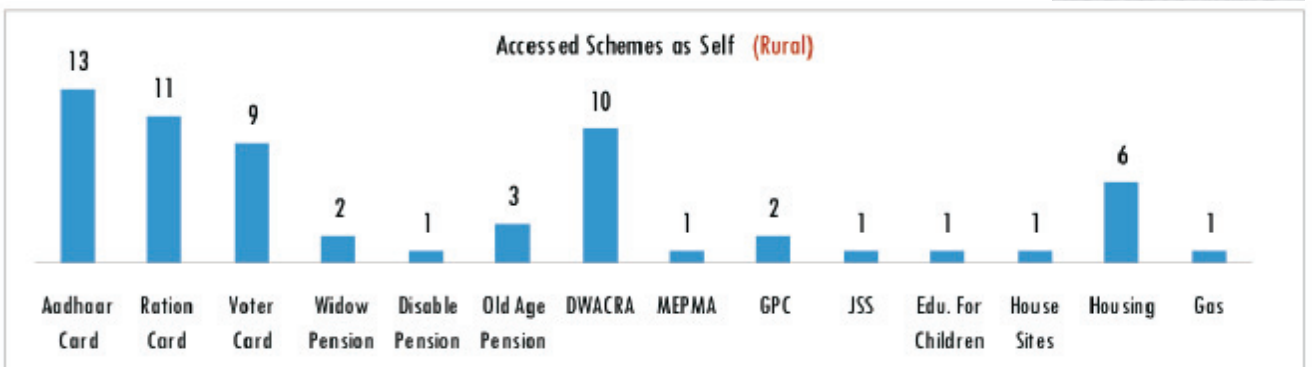
- On the minus side, the official response was perceived as extremely uneven across the board, driven or influenced by periodic pressure from the sex worker community or the presence of empathetic and supportive officials and their personal involvement with the issue. It did not go beyond these charitable gestures. There was no systemic engagement with sex workers as valid entitlement seekers who the system was obligated to be responsive towards.



Experience of Success and Failure; Why? Rural

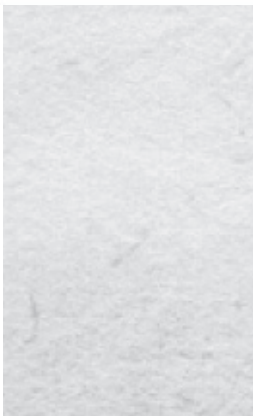
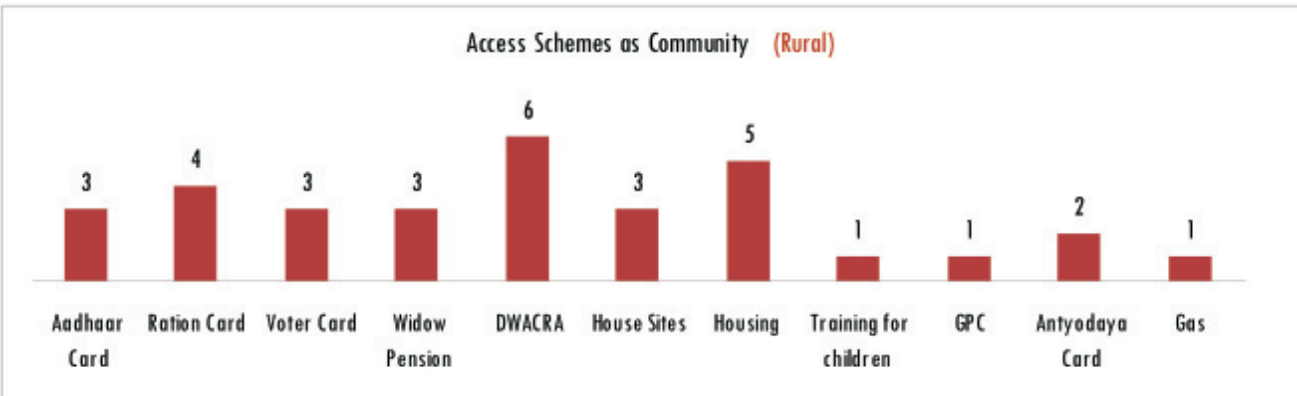


- In the rural context, what the sex workers perceived as successful and not-successful was tilted in favour of not-so-successful responses (170 not-so-successful versus 153 successful)

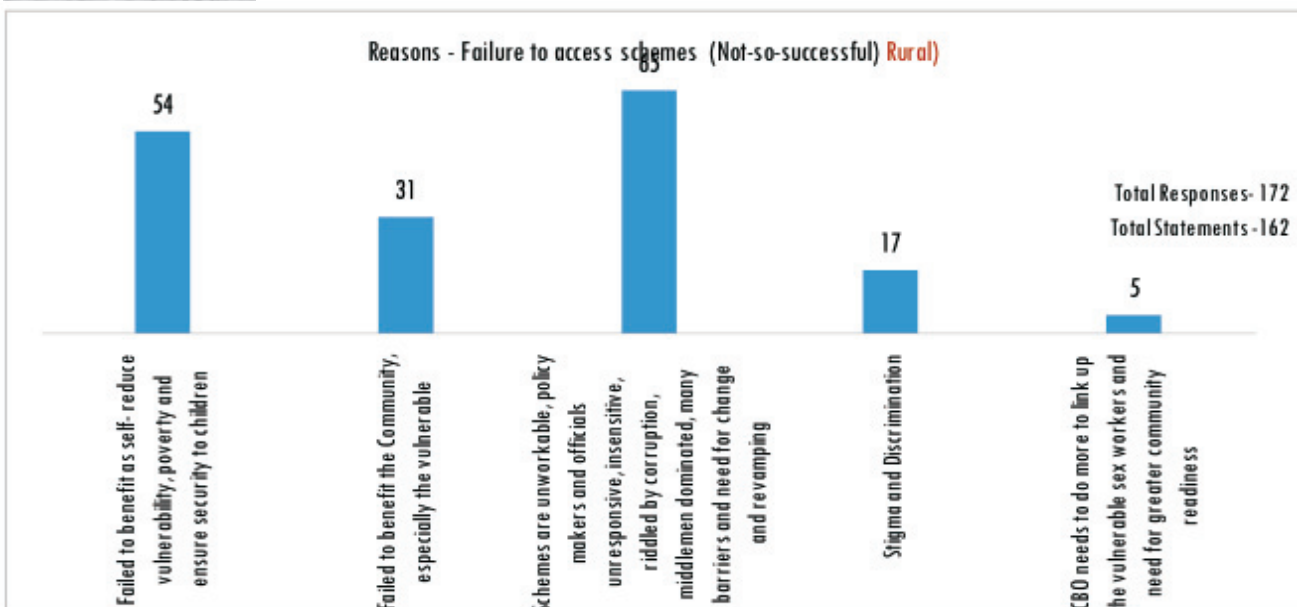




- In assessing the success they achieved, we find that gaining schemes for self topped the list of responses (79 responses) followed by those accessed for community (69 responses)
- The gains for self consisted in getting schemes such as Aadhaar (13), Ration (11) Card, Voter Card (9) DWACRA-10
- And in contrast was low or no access to gas connection, JSS, Disabled Pension, Scholarship (1), Girl Child Protection Scheme, House Sites, Widow Pension (2) Old Age pension (3)



- Gains for community translated into getting schemes such as DWACRA (6), Housing (5), Ration Card (4), Aadhaar, Voter Card, House Sites (3) Antodaya (2) training to youth, Gas connection (1).
- The responses on what they perceived as major success or gains from schemes reflected their earlier perceptions about what was working in terms of meaningful targeting and what was not.
- The responses were two-fold. Firstly, by enumerating scheme-wise gains and lack of it, their perception of inclusion recognized that they had gone beyond mere rhetoric of assurances and had begun to materially benefit from a few key schemes.

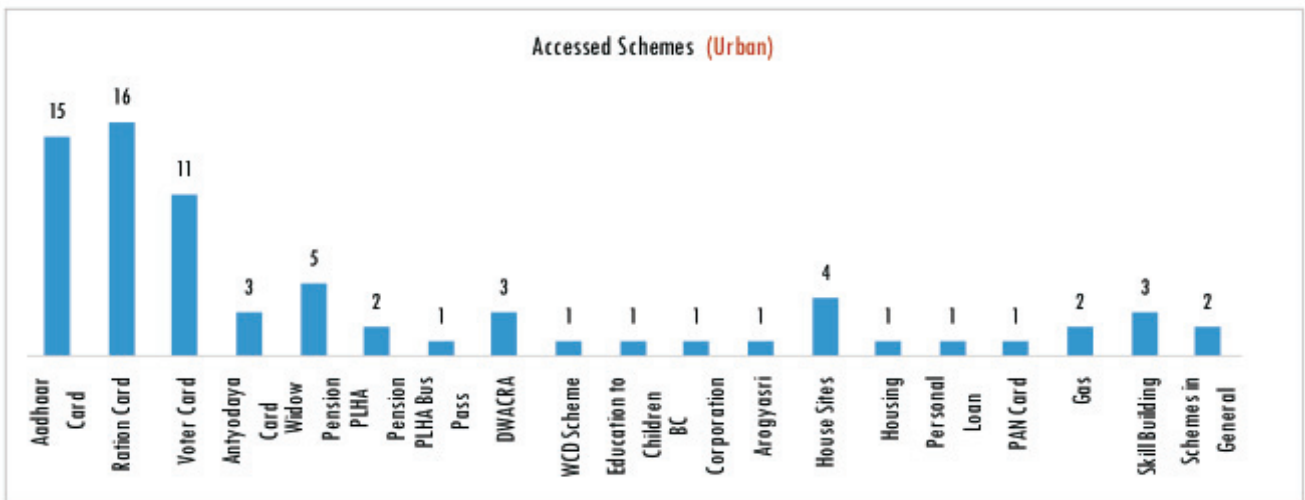
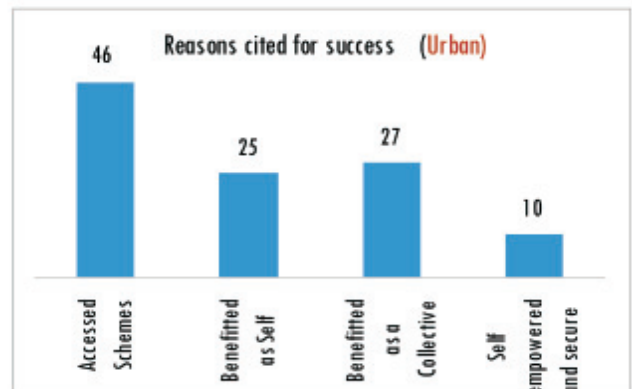
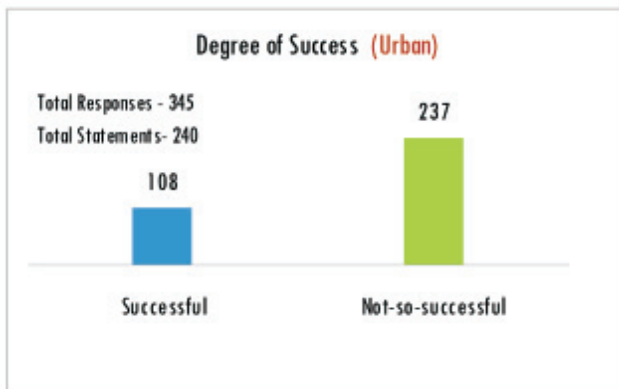


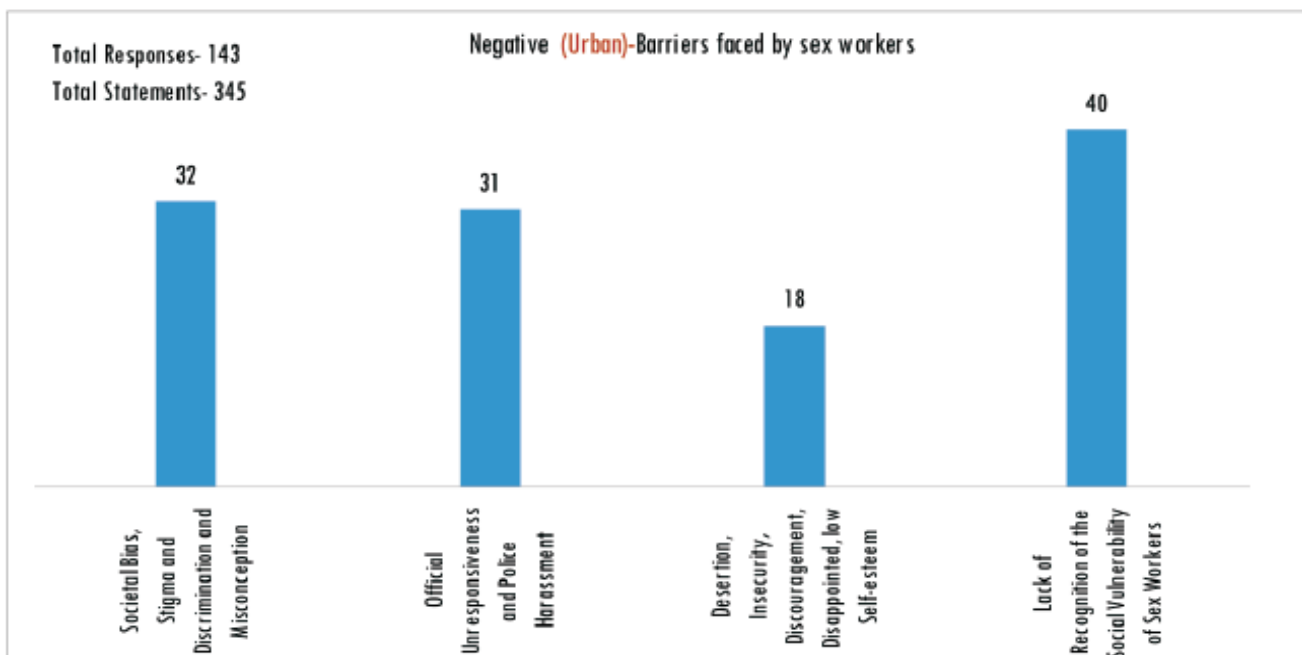
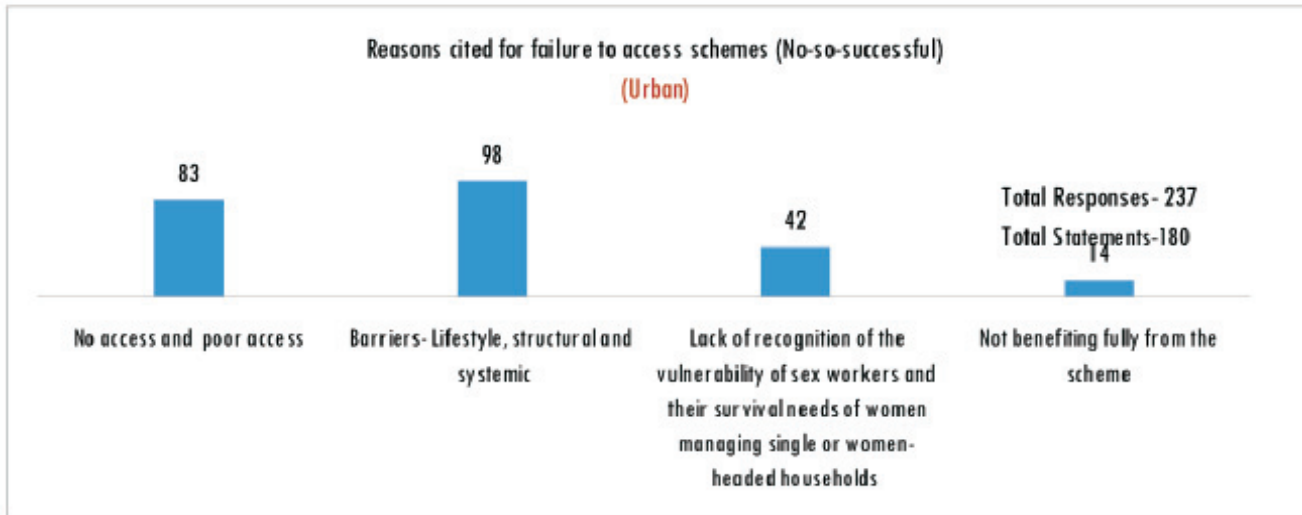
- Secondly, from this very down-to-earth assessment they perceived that the lack of access or uneven access to many schemes was a major challenge and that their concerns about omission or exclusion from key schemes and entitlements persisted.
- It is in this context that their perceptions about why gains were not made assume great importance. Everything from unmet needs to the many systemic shortcomings, attitudinal biases, corruption, middlemen domination and stigma and discrimination were cited as factors that were undermining the relatively small success they were achieving.
- It is clear that in the rural context any process of social inclusion that is made to work within the existing framework of scheme delivery can engage with the many concerns of the sex workers in only a limited way. They can garner some amount of support and reach out schemes case by case but cannot scale up or replicate delivery of schemes to the group or population as a whole without the necessary measure of systemic reforms including bringing about attitudinal change among providers.



Experience of Success and Failure: Urban

- The urban responses were even more tilted in favour of failure (237 negative responses versus 108 positive responses).
- Accessed benefits tops the list of perception with 46 responses, reflected in access to self (25) and access to the community (27).



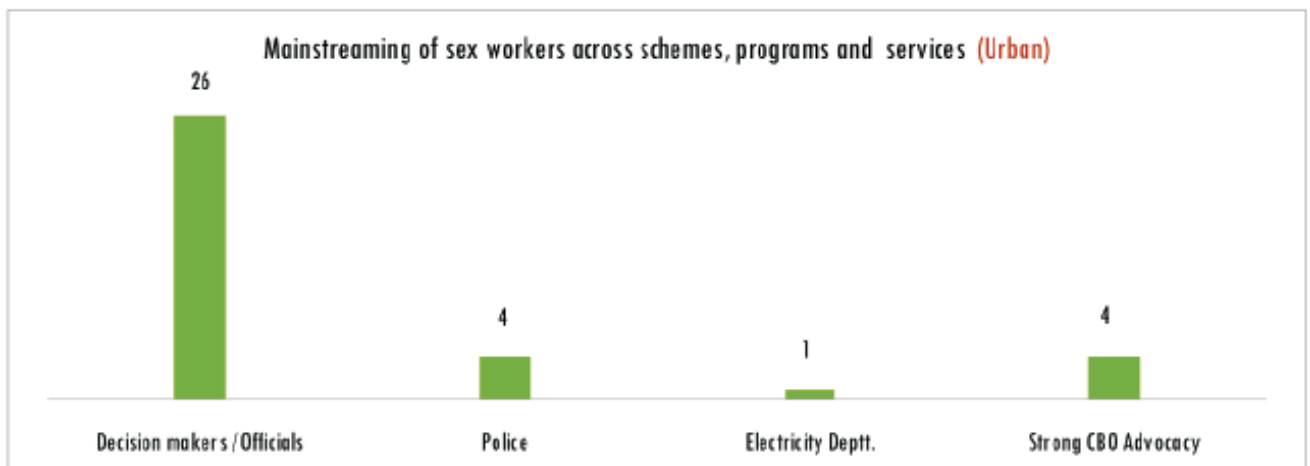
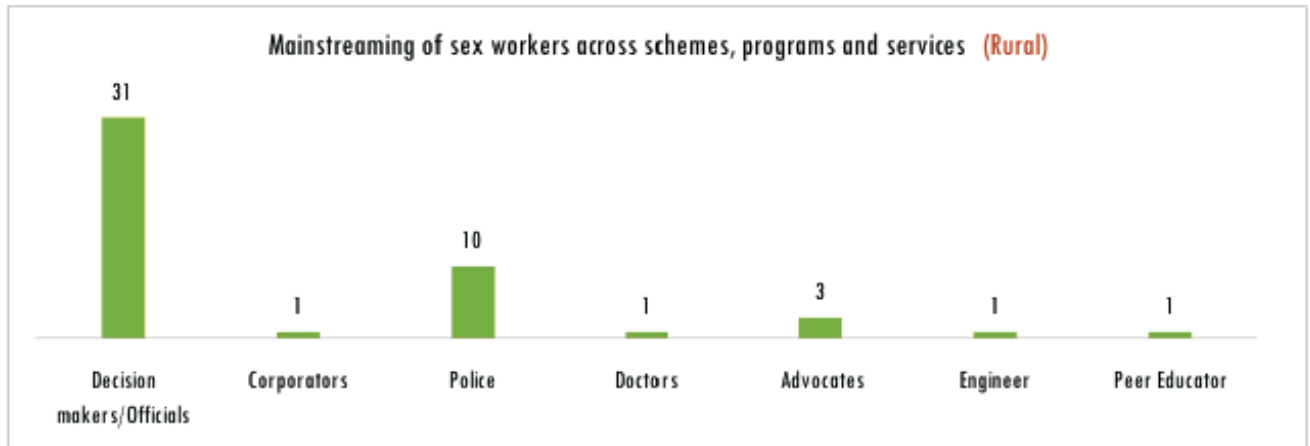


- “Benefitted as self” translated into the following gains: Aadhaar, ration card (9) voter card (6) SHG enrolment 4) antodaya card, PAN card, PLHA Pension, BC Corporation loan, House site, Housing, skill training (1).
- Benefitted as a community translated into following gains: SHG (4) Aadhaar number (3) ration card, antodaya card, widow pension, PLHA pension, anganwadi, skill training (1).
- However when we look at the evidence about which schemes were perceived as having poor or low access we find that widow pension and housing schemes figure as the highest.
- And even more telling is the fact that the barriers - be it from external stakeholders in the form of insensitivity of officials, societal bias, stigma and discrimination against the sex workers and police harassment as well as the self-doubt and low self-esteem they experienced due to many discouragements and disempowering situations they faced - made whatever success they gained too few and far between and failure the norm.

- The lack of success was not discouraging demand. The inability to get schemes that were sanctioned and approved made the respondents more determined to pursue it. This response was more relevant for the urban respondents because we find that on schemes like housing and pension which they perceived as the most essential, the respondents applied and re-applied for these as they did not get an outright 'no' from the administration.



Experiences of Mainstreaming: What Worked?



In both urban and rural contexts, we find that a focused beginning has been made by the CBOs and peer educators to mainstream their demands for schemes across key departments.



Community Scoring Card

Introduction and Scope

Observations emerging from the earlier exercises evidenced a complex scenario. At one level there is a growing realization that all vulnerable communities should be reached out to and provided access to social development programs and entitlements. The Aadhaar scheme is a live example of it. At another level, we realize that communities and providers are struggling to address the unfulfilled needs and bridging the yawning gaps in delivery of schemes. The education scheme, for example, clearly demonstrated this facet with a mere 52 out of 155 respondents knowing about the schemes, and a meagre 19 having availed it. It is in this light that the final tool of Community Report Card assumes importance.

Key findings from the earlier exercises viz. Listening, Mapping, Education Campaign and Survey were used to design the Community Scoring Card exercise. We found that there were issues related to Scheme Design; Implementation Process and Delivery; Role of CBOs as facilitators and advocates; Role of service providers; & Responsiveness of the system to engage, be empathetic, reach out and redress grievances. In looking at all of these in a coordinated way, we were able to figure out the following.

- Identify the scope of Community Scoring Card
- Design the Questionnaire
- Finalize the Sample of Community Panellists
- Identify a Panel with expertise in social science and health research, administering social audits and shape sex workers' collectives and adolescent rights programs.

Objective

As a Diagnostic Tool

- To facilitate the community measure standards and gaps in Scheme and Program delivery.
- To assess how some salient elements - appropriateness of the scheme, core scheme processes, attitude of implementers - shaped the quality of access the sex workers.
- To understand whether and how shortfall in access relates to the design of schemes /programs or result from procedural and implementation bottlenecks.
- To ascertain community awareness on its rights and responsibilities.
- To get a comparative understanding of why some schemes and programs worked, others continue to lag and yet others are struggling to even take off.
- To get feedback from communities where provisioning of schemes is highly inconsistent and uneven.

As an Accountability Tool

- To assess whether the departments implementing schemes have fulfilled their mandate or sustained standards they set for themselves

As a Benchmarking Tool

- To ensure that this study acts as a baseline for future assessment - When this exercise gets repeated after a year, we can track change in the quality of scheme and program delivery over a period of time.

Method and Process of generating the Score Card

The Community Score Card emerged from a coordinated exercise in which four different groups of sex workers participated. Each of these groups had two panels with number of community members ranging between nine and five. All panel and group discussions were facilitated by five expert facilitators who moderated discussions among panel /group members along a set of indicators. As a first step, a representative panel of community members identified against each of the scheme performance indicators they regard as vital. This helped develop a uniform set of design and performance indicators which the Score Card exercise could apply to all schemes and programs. In all, there were 17 to 19 indicators on which each of the schemes /programs were rated and scored by the panels/groups.

The expert facilitators, as they moderated their respective community panel discussions on six different schemes /programs, also encouraged the panel to score. Thus, each scheme /program got rated or scored by the panel members on the listed parameters. Members shared anecdotal narratives as they listed out reasons in support of the scores the group gave to a scheme on any parameter. Scoring was done on a scale of 0 to 10.

There were many instances when the panels came up with quite dissimilar scoring. Rather than average these out into a singular panel score, the facilitators included all such markings as valid sub scores against the concerned parameters. This helped bring out not only the divergent community experiences and knowledge around schemes /programs, but also prodded the facilitators to diagnose reasons behind these.

Assessment and Analysis

Scoring and assessment by each of the panels /groups of sex workers also elicited their recommendations on enhancing awareness of schemes /programs, strengthening uptake by community and improving delivery. Based on these as well as the overall experience of the expert facilitators of moderating the panel discussions with community members, there emerged a set of six parameters vital to any social demand and supply dynamics. For the final analysis, we aligned each indicator (total number varied between 17 and 19) with one of the six parameters, and used these to aggregate a set of overall scores. The six parameters are as under.

- Core scheme process – accessibility, implementation, user-friendliness, follow-up.

- Suitability of scheme – provisions, eligibility criteria.
- Role of CBO/NGO – in facilitating access and inclusion.
- Official response – roll out, execution, attitude.
- Systemic and structural disposition – to reach out to the most excluded groups.
- Grievance redress mechanism – framework, effectiveness.

Profile of community panel members – (Total number 53)

- Community Researchers – 14
- Mapping Respondents – 34
- Board of Directors – 24
- Rural – 16, Urban - 37
- CBO association : Above 3 years – 34 / Below 3 years – 19
- Young: (20-35) – 30, Old: (36-Above)- 23
- Litterate : 25, Illiterate: 28
- BPL: 47, APL: 6

CBO-Wise Break-up

Aasha Jyothi Mahila Abyudaya Sangham: 11, WISE:15, Naari Saaksham:19, Velugu Rekha Mahila Mandali: 4, Udaya Rekha Mahila Mandali : 4

KEY OBSERVATIONS: COMMUNITY SCORE CARD

The Overall Score across the six schemes is 5.52 on this parameter. Purely in terms of rating, it can be characterized as satisfactory. What is however significant is the unevenness of scores across the six schemes and the key markers that shape these scores.

Core Scheme Processes: (Accessibility, implementation, user-friendliness, follow-up)													
S.No	Score Indicators	Pension		Housing		Education		Aadhaar	SHG		Social Welfare		Total Aggregate Across Schemes
		Name of the schemes	Scores	Scheme mentioned as per scoring sheet	Scores	Scheme mentioned as per scoring sheet	Scores		Scores	Scheme as mentioned per scoring sheet	Scores	Scheme as mentioned per scoring sheet	
1	Accessibility of the Scheme		4.38	2.63		7.50	7.25			7.75		7.00	
2	User-Friendly Process laid down for applying		4.63	2.38		6.25	5.25			6.50		4.88	
3	User- centered follow up process to inform applicants on the status of application		4.13	3.88		6.75	4.75			4.50		6.13	
4	Consistency in delivery and quantum of benefits from the Schemes.		7.50	2.38		7.50	7.08			5.00		6.50	
Sub-Aggregate			5.16	2.82		7.00	6.08			5.94		6.13	5.52

- The Key Diagnostic Marker that emerges is that the core processes are primarily provider determined, often rated 'difficult' by the seeker and with non-existent follow up or iteration with the user groups.
- In Housing scheme, demand is discouraged thanks to a highly apparent exclusion bias, an unaccountable provider and tokenism in delivery.
- In education, there is no engagement with structural barriers and issues of stigma and discrimination. As a result, pockets of resistance have adversely impacted children.
- Even for a flagship scheme like Aadhaar, access remains uneven. Somewhere the onus is on the seeker while at other places access is a highly coordinated with the support of CBOs.
- SHG as a scheme is way from being fully integrated in reach and inclusion. This is made difficult because of periodic migration, stigma and discrimination against sex workers, absence of any rules of engagement, an unaccountable provider, uneven benefits and absence of the sense of inclusion.
- Social Welfare schemes are greatly impeded by a lack of awareness even though the few who have accessed entitlements under one of these value the benefits immensely. These relate with education and scholarships for children. Delivery is dependent on the seeker but given the high utility of the schemes even the sporadic benefits are viewed as big milestones and breakthroughs.

Scheme Suitability:

S.No	Score Indicators	Pension		Housing		Education		Aadhaar	SHG		Social Welfare		Total Aggregate Across Schemes
		Name of the schemes	Scores	Scheme mentioned as per scoring sheet	Scores	Scheme mentioned as per scoring sheet	Scores	Scores	Scheme as mentioned per scoring sheet	Scores	Scheme as mentioned per scoring sheet	Scores	
5	Suitability / Relevance of the Scheme for Sex Workers / Children of Sex workers	Old Age Pension	6.50	Rajiv Swagruha - Urban Sex Workers	5.25	Sarva Shiksha Abhiyan - Children of Sex workers	7.00	9.00	MEPMA - Urban Sex Workers	6.50	Scholarship for SC/ST/BC children - Children of Sex workers	5.00	
				Indira AwasYojana - Rural Sex Workers	5.38	Free Cycle for the High School Girls	7.00		SERP - Rural Sex Workers	7.75			
6	Appropriateness of the scheme for Sex Workers/ Children of Sex Workers	Widow Pension	5.75		0.00	Nutrition for children below 5 yrs	8.00	0.00		0.00	Hostel for SC/ST/BC children - children of sex workers	6.75	
7	Clearly laid down Criteria on inclusion	Disability Pension	5.50		3.00		0.00	6.88		4.88	Hostel for CC/ST/BC children - children of sex workers	4.50	
8	Safeguarding confidentiality of PLHIV / Children of Sex workers	ART Pension	8.25		0.00		0.00	0.00		0.00	Hostel for CC/ST/BC children - children of sex workers	4.00	
		Sub-Aggregate		6.50		4.54		7.33	5.29		4.78		5.06

The Overall Score is 5.59 which in terms of rating can be characterized as satisfactory.

The Key Diagnostic Marker that emerges is that the Intent of the Schemes is to an extent inclusive as it aims to reach out to the disadvantaged and needy with life saving schemes but the execution is flawed, often weighing against sex workers.

- Under the Pension schemes, the one for the elderly fails to recognize the need to reconsider the upper age limit for sex workers, as does the Widow pension excludes them by not including single women as eligible.
- The provision and system is largely provider driven, unsupportive, encourage corrupt practices, estranging, sometime not maintaining the small but vital intactness (confidentiality) where it matters.
- Scheme frameworks fail to take into account the structural barriers, underestimate the barrier of stigma and discrimination and the stress and discouragement caused to sex workers by having to conceal their identity.
- Lack of clarity about the exact benefits or future scope of the schemes comes up as a key reason why seekers' engagement remains unsure and tentative.

Role of CBO/NGO:

S.No.	Score Indicators	Pension		Housing		Education		Aadhaar	SHG		Social Welfare		Total Aggregate Across Schemes
		Name of the schemes	Scores	Scheme mentioned as per scoring sheet	Scores	Scheme mentioned as per scoring sheet	Scores	Scores	Scheme as mentioned per scoring sheet	Scores	Scheme as mentioned per scoring sheet	Scores	
9	CBO/NGO support		8.25		5.75		5.00	7.25		7.75		5.00	
10	Inclusiveness of the CBO/NGO		8.25		5.25		4.00	8.00		5.50		5.00	
11	CBO as a service provider (particularly in educating the community about the schemes)		6.92		7.75		2.25	7.75		6.00		5.00	
12	Effectiveness as advocates / CBOs as advocate		8.83		7.50		0.00	6.75		6.67		6.00	
	Sub-Aggregate		8.06		6.56		3.75	7.44		6.48		5.25	6.26

The overall score is 6.26 which show up as a fair rating.

The CBO helps project the strength of the collective (as against individual representations) in any engagement the community needs to make to access an entitlement or scheme. Presence of members from the community in the CBOs brings in the needed credence. As some CBOs are taking service provider roles, the community clearly sees the difference in delivery they bring - as

conscientious providers.

- There is a heightened recognition of the role and effectiveness of CBOs in helping community members respond to crisis, ensuring access for the unreached and specially challenged sections like the PLHAs and as a representative link with the government.
- However, what majorly determines community perception of the role and effectiveness of CBOs in accessing scheme benefits is how the official structures respond to CBO efforts.
- They are finding it challenging to augment community's access on schemes especially due to lack of documents. Their role in securing the essential documents for members and in focusing on schemes meant to benefit the most vulnerable sections (Antyodaya, ART) will be critical to sustaining their acceptance in the community.
- For the housing scheme, the community recognizes that the CBO / NGO are their only effective face to deal with official apathy, neglect and willful subversion.
- In education and social welfare, CBO's role in checking drop-outs, providing life skills to adolescent children, keeping a check on corrupt practices in schools, addressing issues relating to stigma, etc. are seen as significant value additions.
- Under Aadhaar, CBOs' role in mobilizing the community, facilitating their reach to the scheme and even coordinating the scheme roll out in many areas is seen to have made a huge difference in the way the community could access the scheme so well.
- Even beyond their role in facilitating community's access to the scheme, CBOs are also seen as the most eligible outfits to sensitize officials on sex worker issues and needs.

Official response – roll out, execution, attitude:

S.No	Score Indicators	Pension		Housing		Education		Aadhaar	SHG		Social Welfare		Total Aggregate Across Schemes
		Name of the schemes	Scores	Scheme mentioned as per scoring sheet	Scores	Scheme mentioned as per scoring sheet	Scores	Scores	Scheme as mentioned per scoring sheet	Scores	Scheme as mentioned per scoring sheet	Scores	
13	Willingness of the officer/ implementers to interact with the sex workers		4.63		3.33		6.33	0.00		0.00		0.00	
14	Behavior of the concerned officer/ implementers towards sex workers		6.00		3.67		8.67	6.00		5.63		7.00	
14a.	Quality of Officer/ Implementers to interact with sex workers		0.00		0.00		8.00	5.63		5.25		5.00	
15	Willingness to render services		4.63		2.67		8.00	7.17		6.25		5.00	
	Sub-Aggregate		5.08		3.22		7.75	6.27		5.71		5.67	5.62

The overall score is 5.62. It is again satisfactory from the point of view of grading. However, the extremely low parameter score of 3.22 under a scheme like Housing needs close examination.

- Unwillingness to engage is the rule for officers. The community has to persist, often endlessly, with the officials to get them to act.
- CBO's engagement with officialdom is seen to have brought about better staffing patterns in some offices. Even there, inaction and the lack of accountability for it are regarded as the biggest barriers.
- In the Housing scheme, there is a distinct difference in the way the officials treat and relate with sex workers and the other communities. A total disengagement with their issues and concerns, including a complete absence of any first hand interaction with the seekers, means that the officials are nearly always unfair to the community. To add to the community's woes, "the good officers get transferred."
- Response of the housing scheme officials to the community is abashedly degrading. Gestures of empathy by a few officials get overwhelmed by inaction and non-delivery as a rule.
- Even more critical than the sub-human tenor of their response is the way the officials refuse to identify the community members as rightful or eligible seekers under the housing scheme. This the community sees as the most disabling aspect of the official response.

Systemic and structural disposition – to reach out to the most excluded groups

S.No	Score Indicators	Pension		Housing		Education		Aadhaar	SHG		Social Welfare		Total Aggregate Across Schemes
		Name of the schemes	Scores	Scheme mentioned as per scoring sheet	Scores	Scheme mentioned as per scoring sheet	Scores	Scores	Scheme as mentioned per scoring sheet	Scores	Scheme as mentioned per scoring sheet	Scores	
16	Empathy towards sex workers		3.25		2.00		8.50	5.38		4.25		3.00	
17	Being innovative in reaching out to the hidden sex workers		2.50		1.67		4.50	4.75		3.25		5.00	
	Sub-Aggregate		2.88		1.84		6.50	5.07		3.75		4.00	4.00

The overall score is tardy 4.00 with that under the Housing scheme going as low as 1.84.

When contrasted with the scores generated under Education (6.50) and Aadhaar (5.07) schemes, what it reveals is that deep biases often drive officials into being contemptuous towards the community. The most detrimental effect of their deep prejudice shows in the officials not treating the community members as rightful or even genuinely deserving seekers.

- Despite wide ranging misconceptions and apathy, the need of a scheme like Aadhaar to enumerate all seekers may have helped get past some barriers in the way the official structures view the sex worker community. In schemes like SHG and social welfare, the community must access only as poor, SC/ST women. This is done to avoid being out rightly denied the benefits and also to allay deep seated stigma, discrimination and even abusive affronts.
- For the hidden sex worker community though the CBO emerges as the only remote link that can work on bringing about any access.

Redress of Grievances – framework, effectiveness

S.No.	Score Indicators	Pension		Housing		Education		Aadhaar	SHG		Social Welfare		Total Aggregate Across Schemes
		Name of the schemes	Scores	Scheme mentioned as per scoring sheet	Scores	Scheme mentioned as per scoring sheet	Scores	Scores	Scheme as mentioned per scoring sheet	Scores	Scheme as mentioned per scoring sheet	Scores	
18	Formal or informal way of file or air grievance/ Popularizing the Grievance Redress Body		6.00		5.00		4.00	3.75		2.50		5.50	
19	Responsiveness of the individual or body/ Enabling the user to actively approach the body		4.50		2.00		3.50	5.00		4.25		5.50	
	Sub-Aggregate		5.25		3.50		3.75	4.38		3.38		5.50	4.29

Overall score is 4.29 which is not entirely poor from the point of view of grading.

Nonetheless, the key diagnostic marker that emerges is that official response is erratic and is shaped mostly by individual officers.

- The machinery is unwilling to engage in any systematic manner.
- Especially in schemes like Housing, officials are prone to using cracks in the procedural framework to protract or avert allotments. For the Community, on the other hand, having made its claim under the scheme, there is no recourse other than persisting with raising its grievances.
- Community has recognized the need to be persistent with its grievances. As a result, some engagement, - even though superficial and often out of individual empathy – by officials is happening.



- The CBO is an effective channel as is the collective mode for airing grievances. Together they are using different platforms for redress including accessing local representatives, petitioning.
- In schemes like SHG, grievance redress is largely left by the officials to the SHG group /collective, with the CBO as a key facilitator.

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