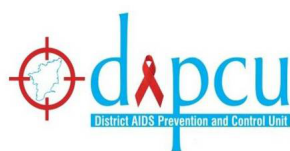


COMMUNITY- LED QUALITATIVE AND
QUANTITATIVE ASSESSMENT
ON ACCESS TO KEY
SCHEMES AND PROGRAMMES
FIRST STEP TO
SOCIAL AUDIT – SALEM, TAMILNADU



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Acknowledgments

This study, facilitated by the Centre for Advocacy and Research, was primarily conducted by the Sex Workers and Transgender community of Salem. The process included a Listening Exercise, the Mapping of Perceptions, a Survey and a Community Scoring Card.

Listening Exercise

1. Salem Pengal Nala Vazhvu Sangam
2. Salem Thirunangaigal Nala Sangam

Mapping the Perceptions of Communities of Sex Workers and Transgender persons –Key Informant Interviews

Community Researchers:

S.No	Name	Typology
1.	Sathya	TG
2.	Saravana	TG
3.	Gopika	TG
4.	Pooja	TG
5.	Muralikrishnan	MSM
6.	Babu Mohan	MSM
7.	Viji	MSM
8.	Manisha	TG
9.	Yasini	TG
10.	Sabitha	FSW
11.	Rajeswari	FSW
12.	Victoria Rani	FSW
13.	Vasanthi	FSW
14.	Mahalakshmi	FSW
15.	Poongodi	FSW
16.	Malliga	FSW
17.	Padma	FSW
18.	Vijaya	FSW

Survey

Community-Based Organizations that conducted the survey:

- a. Salem Thirunangaigal Nala Sangam
- b. Salem Pengal Nala Vazhvu Sangam

Community Scoring Card : Panel of Sex Workers

Panel: 1, Group - A

1. Victoria Rani
2. Paapathi
3. Sivagami
4. Mahalakshmi
5. Sumathi
6. Bakyam
7. Padmavathy
8. Jamuna
9. Jayanthi

Panel: 2, Group - B

1. Vasantha
2. Durga
3. Radha
4. Chandra
5. Rani
6. Shanthi
7. Indhrani
8. Ganga
9. Malliga
10. Amudha
11. Poongodi

Panel: 3, Group - C

1. Vijayalakshmi
2. Selvi
3. Saraswathi
4. Vinodhini
5. Shanthi
6. Gayathri
7. Sangumathi
8. Valli

Community Scoring Card : Panel of Transgender Persons

Panel: 1, Group - A

1. Parasuraman
2. Manimegalai
3. Saranya
4. Uma
5. Altaaf
6. Swarna
7. Alagu
8. Babu

Panel: 2, Group - B

1. Alamelu
2. Ranjitha
3. Karuthama
4. Ambika
5. Rohini
6. Anbalagan
7. Shankar
8. Vaishnavi
9. Sudha Perumal
10. Pooja

Panel: 3, Group - C

1. Gayathri
2. Swetha
3. Manisha
4. Viji
5. Prashanth
6. Jayaprakash
7. Mani
8. Mrithula
9. Murali

Expert Panel

Experts who facilitated the Panelists:

1. Dr. K. Shanmugavelayutham, Convener, For You child, Chennai
2. Ms. Ruby Thiyagarajan, Secretary, Young Women Christian Association, Salem
3. Ms. Meera, Founder and Secretary, WINS, Tirupathi, Andhra
4. Mr. A.P. Nayagam, Director, Social Awareness and Cultural Society, Salem
5. Ms. P. Kousalya, President, Positive Women Network, Chennai

CFAR Team:

Ms. Akhila Sivadas

Ms. Shyamala Shiveshwarkar

Mr. V. Daniel Vinod Kumar

Mr. D. Sivakumar

Mr. P. Sathyanathan

Mr. Martin Anandaraj

Mr. C. Azab Titus Prabhu

Ms. M. Gandhimathi

Ms. S. Jayanthi

Mr. S. Raghu

**Executive summary,
Key Findings and
Recommendations**

Background, Scope and Roll-out

On 19th September 2013, Salem Pengal Nala Sangam and Salem Thirunangaigal Nala Vazhvu Sangam in coordination and collaboration with the Centre for Advocacy and Research (CFAR), initiated the first steps of a Social Audit exercise in Salem 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 area and communities that are poorly linked and integrated with key development programmes.

The principle of social inclusion was articulated in the Draft Approach Paper to the 12th Plan and in the 26th July, 2012 directive of the Supreme Court Bench that was addressed to the Executive as part of the Public Interest Litigation (PIL) which the Court is currently hearing on the 'Rehabilitation of Sex Workers'. Realizing that many processes were in their favor, the community of sex workers came together and built strong community-based organizations to demonstrate that they can shape and be part of solutions. They also presented written submissions to policy planners and decision makers, both individually and collectively and placed their representatives on Committees and Panels, set up by the judiciary and policy makers, to ensure greater social inclusion and a life of dignity for sex workers and sexual minorities.

This study aims at community assessment as a first step prior to a full-fledged social audit. It was a collaborative process that was done along with Community Based Organizations (CBOs) of Sex Workers and Transgender Persons and State Lead Partners (SLPs), to strengthen evidence while assessing the extent of inclusion of Most-at-Risk Populations (MARPs) in mainstream development programmes and entitlements. Further, in order to bring together evidence from different layers of the communities on their needs and aspirations, we decided to use community-centered processes and tools like a 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 schemes and programmes), a Quantitative Survey and a Community Score Card.

To ensure a coherent presentation of the key findings the Report begins with the Listening Exercise followed by the Survey, the two qualitative tools - Mapping Perceptions of Sex Workers and Transgender Persons on Key Schemes and Programmes using Key Informant Interviews and the Community Score Card brought out by six different panels, three each of sex workers and transgender people. It culminates with Recommendations and Next Steps.

Listening Exercise

As a shared exercise by the CBO representatives, it traces both their individual journey and the Collectives' journey. This Listening Exercise was carried in Salem on 13th and 14th August 2013 among community representatives from Salem Pengal Nala Vazhvu Sangam and Salem Thirunangaigal Nala Sangam. They etched out the entire evolution from being disempowered and not knowing how to stake their rightful claims in various social development programmes to the present stage where providers of schemes such as Pension, Aadhaar, the Education card and Housing are reaching out to them in a bid to make delivery of these schemes and programmes inclusive. It helped to bring out both the community perspectives on accessing schemes and entitlements and how being organized as a CBO was influencing the community's access and overall inclusion.

A substantial number of them felt deliberately excluded from key schemes and programmes. They felt

that much of what has been done to change or adapt was a one-sided effort by the community, to break through the many barriers they experience, by working through their network of contacts and collective advocacy. 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

A total of 471 community members participated in the quantitative survey which included 232 FSW from 7 blocks and 239 members of the Transgender community from 15 blocks of Salem District.

The Survey shows that out of 232 FSW surveyed, a total of 143 (61.6%) were aware of the housing schemes of the Government, but only 80 (34.4%) knew the details of the schemes and just 28 (12%) have benefitted from the schemes. In the case of Transgender persons, of the 239 respondents, 134 (56%) were aware of the housing schemes but only 68 (28.4%) of them were aware of the details and just 34 (13.8%) had benefitted from the schemes.

Aadhar was the most reached out scheme in terms of awareness, knowledge and access among FSWs and TGs. And 98% of FSW and 97% of TG respondents have either been enrolled or received their Aadhar number.

In the case of Education only 28.44% FSWs have benefitted in some ways, but the majority view it as significant and as many as 91% showed interest in knowing about the benefits of and the eligibility requirements for the scheme. While it was not a significant issue for TG with 4% having benefitted from it, 58% wanted to know more about existing schemes.

Of the 239 Transgender respondents 176 (73.6%) wanted to know more about the pension schemes.

Of the 232 women 213 (90.9%) wanted details about the various pension schemes.

Qualitative Survey - In-depth interviews

From Listening to Training Community Researchers to Map the Perceptions of the Community

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 programmes, with particular focus on the intent of each programme, where the rights to schemes and programmes stem from and what the providers and users were obliged to do when it comes to the provisioning and availing of schemes and programmes. This was done through rigorous training. The 18 community researchers conducted 60 Key Informant (KI) Interviews in 7 blocks of Salem. These include 24 TGs and 36 FSWs.

The data was used to assess the engagement of these communities with the scheme and the end result of inclusion or exclusion, by tracing the journey of inclusion across the key milestones of accessing knowledge, getting motivated to apply, the process of applying and withstanding all compliances and norms and finally an assessment of the end result of getting included or excluded.

Perception Mapping - Do sex workers and Transgender persons feel that Social Inclusion or Exclusion is taking place?

Under this component, we used a sample of 20 respondents to qualitatively show where the sex workers felt inclusion was indeed taking place and where they had experienced outright exclusion.

The 20 respondents included 5 TGs and 5 FSWs each from urban and rural areas.

The responses of the 20 respondents from the qualitative interviews were classified under four questions to understand their collective perception surrounding exclusion.

The questions were:

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

We analyzed a total of 628 statements of 10 urban respondents and a total of 540 statements of 10 rural respondents; Transgender persons - 313 responses from urban respondents and 265 responses from rural respondents. And among FSWs – 315 responses from urban respondents and 275 responses from rural respondents.

Among the urban TG group, out of the total responses we identified 121 positive and 71 negative responses on the question of whether they felt they had been reached out to or not. Among the urban FSWs, out of the total responses we identified 129 positive and 59 negative concerning the feeling of whether they had been reached out to or not. The higher positive score for both the community groups indicate a positive sense of been reached out to or not.

The reasons for positive perceptions derives from their knowledge of the scheme, a sense of confidence from knowing the scheme in depth and knowing the various features of the scheme, which was reflected in the responses of both the FSWs and TGs. While the source of knowledge was least important for FSWs, it does not merit for TGs. Moreover, knowing the schemes directly from providers is not seen as a strong parameter because the community is using or exposed to multiple sources of information. And CBO linkage gets a preference, which is mostly due to the facilitating role of the CBO in the process and support in addressing hurdles, if any.

On the issue of newer vehicles, for urban area, out of the total responses of TGs we identified 16 positive and 05 negative perceptions concerning the experiences of new means and vehicles. Respondents appreciate the role of newer vehicles they were exposed to or using in the process of accessing schemes. We specifically looked at three types of vehicles – CBO (Community, neighbors, relatives, family members, CBO and NGO); Officials (officials at various ranks) and elected representatives (local leaders, elected representatives at various levels and political parties). The TGs not only get information from these sources, but most were positive about support from CBO and elected representatives.

In rural areas, out of the total responses of TG we identified 12 positive and 04 negative perceptions concerning the experiences of new means and vehicles. As was the case with their urban counterparts rural TGs also found more support from elected representatives and CBOs than from officials.

A comparison of degrees of success and failure among rural and urban TGs does not show a striking difference. Both show higher levels of success than failure. But the situation is different for FSWs. Urban women have an advantage with better access, which is reflected in their sense of higher degree of success as compared to rural FSWs. The rural women have higher sense of not being able to successfully in accessing the schemes.

Community Score Card

It is in this light of the above that the final tool of Community Report Card assumed importance. Key findings from the earlier exercises viz. Listening, Mapping, and Survey were used to design the Community Scoring Card exercise. We found that there were issues related to Scheme Design; the Implementation Process and Delivery; Role of CBOs as facilitators and advocates; Role of service providers; and the response of the system to engage, empathize, reach out to and redress grievances. As the last of component of the pre-audit exercise, the administration of Score Card was aimed at diagnosing the factors responsible for their half-hearted inclusion or persistent exclusion in every sense of the word. We therefore devised the Score Card Investigation to serve as a diagnostic tool, an accountability tool and as a benchmark for 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 with 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 pointers from the Community Score Card

The Community Score Card for TG and FSW community panels reveal that on three major parameters such as:

- Core Processes such as accessibility, implementation, user-friendliness, follow-up and delivery
- Scheme Suitability
- Official response – roll out, execution, attitude
- The scores for TGs were 3.28, 3.07 and 3.03 respectively. The scores for FSW were 2.77, 3.07 and 2.00 respectively. Both these set of scores can be best rated as “average satisfactory” And the reasons cited for it were extremely telling on why inclusion was half-hearted or not taking place in the manner it needed to be done.
- On the parameters such as “empathy” towards TGs and “grievance redress” we find that the scores were as low as 2.10 and 1.68 respectively. Similarly, the set of scores for towards sex workers was as low as 1.53 and 2.14 respectively.
- For the hidden sex worker community there was absolutely no strategy with the CBO emerging as a remote link with them.
- The only parameter that was rated as highly satisfactory was the role of CBO and the Single Window, as the community could see the benefits and services as also the changes in the manner of approach.
- No formal grievance redress system is available for the community and they have to approach everyone from the village accountant to the Stakeholders to respond for everything.
- Provider driven schemes are excluding the community from entitlements.
- According to the respondents, the CBO's role in coordinating, mobilizing and facilitating their reach to schemes has made a positive impact and resulted in improved access to schemes.

Next Steps and Key Recommendations

This assessment, conducted primarily by the leaders and members of community-based organizations representing sex workers, clearly indicates that some critical beginnings have been made in integrating sex workers and transgender persons into major Government schemes and development programmes. This is essential from the point of view of removing and reducing all barriers and poor delivery much of which stems from social bias against transgender persons and sex workers and misconceptions about their needs and capabilities.

Clearly there is need to expand the mechanism of the community-led Single Window to all the districts. And involve representatives of sex workers and transgender people in designing programmes and developing the programme implementation framework.

We recommend that the District Legal Services Authority (DLSA) under the National Legal Services Authority (NLSA) support the “Trafficked Victims of Commercial Sexual Exploitation Scheme” and partner with the community-based organizations of sex workers and transgender persons to mainstream their peers and facilitate the convergence of all departments through the Single Window mechanism to ensure that sex workers and their children are integrated with all programmes and schemes.

What do we need to address?

Concern: Lack of meaningful information on the various schemes and programmes.

A Single Window, known as Paalam, was set up as a Pilot by Salem Pengal Nala Sangam in Salem district with the technical support of CFAR, to address the information gap. It has strengthened the convergence of all information relating to different departmental schemes and programmes through one node with the support of the District administration through the District AIDS Prevention and Control Unit (DAPCU).

This has enabled the sex workers and transgender community to engage with every dimension of schemes; determine whether they want to avail it or not and then painstakingly take the steps necessary to ensure its realization. The Single Window has provided sex workers and the transgender community with information on twenty three 23 schemes; enabled them to actively engage with eleven (11) schemes and helped five hundred and twenty one (521) sex workers and transgender persons to avail the benefit of schemes like Family Card, Labor Welfare Card, Pradhan Mantri Jan Dhan Yojana, Aadhaar, Transgender Welfare Card, Voter ID, Girl Children Marriage Assistance Scheme, THADCO related schemes, disability pension, destitute widow pension, CM Comprehensive Insurance Scheme, free sewing machines under Social welfare board and ICDS.

This initiative must be strengthened in Salem and extended to other districts to help other sex workers and transgender persons who have not been reached under the programme.

Concern: Not sensitive enough to Providers and Implementers

To address this concern, it is important to sensitize the providers and implementers about the challenges the women face due to extreme discrimination, social marginalization and exclusion. It is often felt that while they are not excluded blatantly or overtly from any scheme, no effort is made to enable or facilitate them to engage with and realize the scheme and its benefits. It is often wrongly assumed that they are not disadvantaged and hence do not require the benefits of such programmes.

There is also an underlying sense of distrust and lack of sensitivity towards these communities and if the vicious cycle of social marginalization, exclusion, stigma and discrimination has to be broken, the providers and implementers will have to engage with the realities that confront the sex worker community and work in partnership with their collectives and community-based organizations to find ways to overcome it.

Concern: Stigma and Discrimination discourages and prevents sex workers from accessing many social development schemes and programmes

The structural and attitudinal barriers faced by sex workers calls for the building of an enabling environment. When sex workers reveal their status they face multiple travails including that of being coerced to confer sexual favors and gratifications. And when they do not reveal their status they are haunted by the fear of untimely and unseemly disclosure which prevents them from demanding or seeking their entitlements or what is due to them. Hence, it is essential to build an environment that is supportive and in solidarity with them.

Concern: Core processes are primarily provider determined with a non-existent grievance redress system which makes it difficult for the seeker of schemes to set right the many barriers, incorrect notions and assumptions that prevail about them.

To address this concern, we need to strengthen grievance redress systems and ensure that regular meetings are organized to hear the community and improve the delivery of schemes and programmes.

**Detailed Report
Community-led Qualitative
and
Quantitative
Assessment on Access to
Key Schemes and Programs:
First Step to Social Audit
Salem, Tamil Nadu**

Introduction

Sex Workers' Organizations across six states have in collaboration with State Lead Partners (SLPs) and the Centre for Advocacy and Research been engaged in intense advocacy at the policy and programme 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, the Transgender community and IDUs from six high prevalence states interacted with Dr. Syeda Hameed, Member, Planning Commission and placed before the Commission 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, MSMs and IDUs 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 communities that are poorly linked and integrated with key development programmes.

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 programmes 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 Exercises, 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 programmes), a Quantitative Survey and a Community Score Card.

Process

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

Training of Community Researchers: We trained the identified representatives of sex workers CBOs to undertake the Mapping Exercise. We facilitated these community researchers to examine schemes and programmes they have striven to access and avail, share experiences and 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 schemes /programme access.

Mapping of Community Perception on key schemes and social development programmes:

Each Community Researcher spent two to three days in the field mapping the sampled respondents. They were supported in conducting the mapping process by teams from CFAR.

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

Community Score Card: The entire range of evidence gathering exercises culminated in a Community Score Card. It involved six panels, three each of sex workers and Transgender people who generated a Community Score Card for rating major schemes and programmes. 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 the evidence that has been gathered through these exercises at a consultation with key policy makers and decision makers and 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 six panels, three each of Female Sex Workers and Transgender people

To ensure a coherent presentation of the key findings we will begin with the Listening Exercise followed by the Survey and then presented the two qualitative tools-Mapping Perceptions of Sex Workers on Key Schemes and Programmes using Key Informant Interviews and the Community Score Card - brought out by the six panels, three each of sex workers and Transgender people. 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 COs in order to learn about their evolution as community based collectives.
- To know the efforts made by the COs with regards to access to social entitlements
- To understand the opportunities and challenges they come across in mainstreaming sex workers in all major development programmes

Name of the CBO	Location	No of Respondents	
		CBO Office bearers	CBO Community members
Salem Pengal Nala Vazhvu Sangam	Five Roads, Salem	6	14
Salem Thirunangaigal Nala Sangam	Koranchuvadi, Salem	28	7
Total		34	21
Grand Toal		65	

Key Findings:

Salem Pengal Nala Vazhvu Sangam:

Registered in 2011, the CBO which operates in Salem district essentially works with part time and full time sex workers in the district, to ensure their participation in the community led HIV prevention programme. The CBO seeks to improve health seeking behavior, address issues of violence and crises and increase the element of unity in the community. The total outreach of the CBO is around 3000.

Key Milestones:

- Initiated over 78 Self Help Groups among women in 2013 for income generation activities
- Organized a fund raising event in Salem in 2011 to provide educational support for sex workers children in 2011
- Supported over for 40 HIV positive sex workers with nutritional support through local donors
- Actively handled many legal cases faced by the community through Araichimani- which was a 24 hours crisis response team with dedicated community workers and advocates
- Provided entitlements to the women such as Ration Card, Voter Cards and Pan Cards,
- Facilitated 92 sex workers and those living with HIV to access government entitlements and schemes like Ration Card, Voter Card, Pan Card and government schemes for women, children and the elderly
- Linkages with local leaders and stakeholders

Challenges

- Violence by law enforcement officials towards sex workers
- Apathy of government offices who fail to recognize them as a deserving and needy population
- Lack of documentary evidences such as proof of residence and citizenship hinder access to schemes and entitlements

Salem Thirunangaigal Nala Sangam:

Registered in 2011, this CBO operates in the Kuranguchavadi and essentially works with Transgender people and the MSM community. The CBO seeks to improve health seeking behavior, address issues of violence and crises and increase the element of unity in the community, strengthen their access to social benefits and legal entitlements and economic development. The total outreach of the CBO is around 2000.

Key Milestones:

- Organized many fund raising events where they were able to express their talents and also raise funds to support the economically weaker Transgender community.
- They were able to help 36 community members to access Old age pension in 2011.
- They also helped 71 transgender community members to access free land patta in 2011.
- Developed strong linkages with the District administration and public through various events
- Addressed several incidents of violence and brought the perpetrators to justice through their crisis response team
- Developed many Self Help Groups and initiated income generation programmes including the Menmai Idly Shop and helped the skilled community set up their own businesses through loans.
- Strengthened linkages with Government departments apart from health.

Challenges

- Violence by police as well as goondas put us in a situation where many were forced to hide it instead of speaking out about it.

- Existing stigma in the society against our community prevented us from getting employment opportunities and houses on rent
- Media has been both supportive as well as been very negative towards the community as we are still used for sensationalizing an issue
- Lack of documentary evidences such as proof of residence and citizenship hinders access to schemes and entitlements

Quantitative Survey

This community-led survey in Salem was administered among 471 respondents by a team of researchers drawn from two 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 programmes including Aadhar, Pension, Education, Housing and Self Help Groups.

Two CBOs who organized and conducted the survey for FSWs and the TG community were:

1. Salem Pengal Nala Vazhvu Sangam
2. Salem Thirunangaigal Nala Sangam

Socio Economic Details of the Respondents								
Block	Age		Condition of living		Education		Economic Condition	
	Young	Old	Urban	Rural	Literate	Illiterate	BPL	APL
Ayothiyapatinam	12	10	0	22	8	14	22	0
Magudansavadi	1	1	0	2	1	1	2	0
Omalur	16	17	0	33	8	25	27	6
Salem	15	20	0	35	5	30	32	3
Salem Corporation	51	62	113	0	34	79	91	22
Vazhapadi	8	2	0	10	0	10	10	0
Veerapandi	6	11	0	17	0	17	8	9
Total	109	123	113	119	56	176	192	40
Grand Total	232		232		232		232	

Transgender								
Block	Age		Condition of living		Education		Economic Condition	
	Young	Old	Urban	Rural	Literate	Illiterate	BPL	APL
Attur	1	1	0	2	2	0	2	0
Ayothiyapatinam	2	1	0	3	3	0	3	0
Edapaddi	12	6	0	18	8	10	18	0
Gangavalli	1	0	0	1	1	0	1	0
Magudansavadi	7	9	0	16	11	6	16	0
Mechri	5	3	0	8	5	3	8	0
Mettur	4	1	0	5	4	1	5	0
Nangavalli	1	1	0	2	0	2	2	0
Omalur	26	9	0	35	14	31	35	0
Salem	2	2	0	4	3	1	4	0

Salem Corporation	88	26	114	0	64	50	113	1
Sangagiri	2	0	0	2	1	1	2	0
Tharamangalam	2	3	0	5	3	2	5	0
Vazhapadi	8	3	0	11	6	5	11	0
Veerpandi	7	6	0	13	5	8	13	0
Total	168	71	114	125	130	109	238	1
Grand Total	239		239		239		239	

Key Findings: Scheme wise

Aadhar - FSWs										
Block	Do you know about Aadhar		Is Aadhar UID?		Do you know about Aadhar benefits		Have you got your Aadhar number		Do you want to know more about Aadhar	
	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No
Ayothiyapatnam	22	0	22	0	22	0	22	0	17	5
Magudansavadi	1	1	2	0	2	0	1	1	2	0
Omalur	32	1	32	1	32	1	31	2	29	4
Salem	35	0	35	0	35	0	35	0	35	0
Salem Corporation	110	3	113	0	112	1	112	1	112	1
Vazhapadi	10	0	10	0	10	0	10	0	10	0
Veerapandi	17	0	17	0	17	0	17	0	17	0
Total	227	5	231	1	230	2	228	4	222	10
Grand Total	232		232		232		232		232	

- 98% of the respondents were aware of Aadhar
- 99.5% respondents recognized Aadhar as unique identification.
- 99% respondents said that they knew the benefits of Aadhaar.
- 98% have either been enrolled or had already got their Aadhar number.
- Still it is significant that 97% respondents have shown interest in knowing more about it.
- Clearly this is a highly reached out to scheme in terms of awareness, knowledge and access.

Aadhar - TG:										
Block	Do you know about Aadhar		Is Aadhar UID?		Do you know about Aadhar benefits		Have you got your Aadhar number		Do you want to know more about Aadhar	
	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No
Attur	2	0	2	0	2	0	2	0	2	0
Ayothiyapatnam	3	0	3	0	2	1	3	0	3	0
Edapaddi	18	0	18	0	17	1	18	0	18	0
Gangavalli	1	0	1	0	1	0	1	0	1	0
Magudansavadi	16	0	16	0	13	3	15	1	15	1
Mechri	8	0	8	0	8	0	8	0	8	0
Mettur	5	0	5	0	5	0	5	0	5	0
Nangavalli	2	0	2	0	2	0	2	0	2	0
Omalur	34	1	34	1	33	2	33	2	25	10

Salem	3	1	3	1	4	0	4	0	4	0
Salem Corporation	111	3	112	2	111	3	112	2	104	10
Sankagri	2	0	2	0	2	0	2	0	2	0
Tharamangalam	4	1	4	1	4	1	4	1	4	1
Vazhapaddi	10	1	10	1	10	1	10	1	10	1
Veerpandi	13	0	13	0	13	0	12	1	13	0
Total	232	7	233	6	227	12	231	8	217	22
Grand Total	239		239		239		239		239	

- 97% of the respondents were aware of Aadhar and also recognized Aadhar as unique identification.
- 95% respondents said that they knew the benefits of Aadhaar.
- 97% have either been enrolled or already received their Aadhar number.
- Still it is significant that 91% respondents have shown interest in knowing more about it.
- Among TGs as well Aadhar is a highly reached out to scheme in terms of awareness, knowledge and access.

Pension - FSWs										
Block	Do you know about Pension?		Do you know about types of pension?		Have you benefited under any pension scheme?		Which pension you are getting?		Do you want to know more about pension?	
	Yes	No	Yes	No	Yes	No	WP	OAP	Yes	No
Ayothiyapatnam	21	1	14	8	3	19	3	0	15	7
Magudansavadi	1	1	2	0	0	2	0	0	2	0
Omalar	22	11	19	14	7	26	6	1	27	6
Salem	28	7	24	11	3	32	2	1	35	0
Salem Corporation	90	23	63	50	6	107	2	4	105	8
Vazhapadi	10	0	10	0	0	10	0	0	10	0
Veerapandi	11	6	10	7	4	13	2	2	17	0
Total	183	49	142	90	23	209	15	8	211	21
Grand Total	232		232		232		232		232	

PENSION

*Note: WP – Widow Pension, OP- Old age Pension, DP – Disable Pension.

- 79% respondents said they knew about Pension Schemes but only 61% respondents knew about the various schemes like widow, old age and disable pension.
- Out of 232 only 23 (10%) have benefited from the scheme; roughly 6% with widow pension and 4% with old age pension.
- Out of the 232 women 211 (91%) were interested to know the details about the various pension schemes. As earlier cited out of 232 sex workers almost 50% percent, that is 123 are old, hence it is significant that the percentage of FSWs wanting to know more about the Pension Scheme is as high as 91%.

Pension - TG:										
Block	Do you know about Pension?		Do you know about types of pension?		Have you benefited under any pension scheme?		Which pension you are getting?		Do you want to know more about pension?	
	Yes	No	Yes	No	Yes	No	WP	OAP	Yes	No
Attur	2	0	2	0	1	1	0	1	2	0
Ayothiyapatinam	2	1	1	2	1	2	0	1	3	0
Edapaddi	11	7	10	8	2	16	0	2	17	1
Gangavalli	0	1	0	1	0	1	0	0	1	0
Magudansavadi	14	2	7	9	2	14	0	2	14	2
Mechri	7	1	6	2	2	6	0	2	2	6
Mettur	5	0	4	1	0	5	0	0	4	1
Nangavalli	0	2	0	2	0	2	0	0	2	0
Omalar	26	9	21	14	5	30	0	5	23	12
Salem	2	2	1	3	0	4	0	0	2	2
Salem Corporation	84	30	55	59	11	103	0	11	79	35
Sankagri	2	0	0	2	0	2	0	0	2	0
Tharamangalam	4	1	2	3	0	5	0	0	4	1
Vazhapaddi	11	0	4	7	1	10	0	1	11	0
Veerpandi	11	2	7	6	4	9	0	4	10	3
Total	181	58	120	119	29	210	0	29	176	63
Grand Total	239		239		239		239		239	

- 76% respondents said they knew about Pension Schemes, but only 50% respondents knew about various the various schemes like widow, old age and disable pension.
- Out of 239 only 29 (12%) have benefited from the scheme; the only scheme TGs are able to access is old age pension and all 29 have benefitted from it.
- As cited earlier out of 239 transgender respondents, roughly one-third, that is 71 are old, hence it is significant that the percentage of FSWs, 74%, i.e. 176 out of 239, wanting to know more about the Pension Scheme is significant.

EDUCATION:

Education - FSW										
Block	Do you know about Education scheme?		Have you benefitted under any Education scheme?		If yes, under which scheme you got/ getting benefits?			Do you want to know more about Education scheme		
	Yes	No	Yes	No	H	S	O	Yes	No	
Ayothiyapatinam	20	2	3	19	3	0	0	18	4	
Magudansavadi	2	0	0	2	0	0	0	1	1	
Omalar	19	14	9	24	3	2	4	28	5	
Salem	22	13	13	22	2	0	11	34	1	
Salem Corporation	57	56	26	87	6	1	19	105	8	
Vazhapadi	0	10	0	10	0	0	0	9	1	
Veerapandi	14	3	15	2	3	0	12	17	0	
Total	134	98	66	166	17	3	46	212	20	
Grand Total	232		232		232			232		

*Note: H-Hostels, S- Scholarships, O-Others.

- 134 out of 232 (58%) knew about one or the other education scheme but only 66 (28.44%) have benefitted from any of them.
- Out of the 66 beneficiaries - 26% got hostel accommodation, 5% got scholarships and 79% got benefits of other educational schemes.
- At the same time, a significant 91% showed interest in knowing about the benefits of and eligibility for the scheme.

Education - TG									
Block	Do you know about Education scheme?		Have you benefitted under any Education scheme?		If yes, under which scheme you got/ getting benefits?			Do you want to know more about Education scheme	
	Yes	No	Yes	No	H	S	O	Yes	No
Attur	1	1	0	2	0	0	0	2	0
Ayothiyapatinam	2	1	0	3	0	0	0	3	0
Edapaddi	6	12	2	16	0	0	2	12	6
Gangavalli	0	1	0	1	0	0	0	1	0
Magudansavadi	5	11	1	15	1	0	0	10	6
Mechri	2	6	0	8	0	0	0	2	6
Mettur	3	2	1	4	1	0	0	4	1
Nangavalli	0	2	0	2	0	0	0	2	0
Omalar	15	20	1	34	0	0	1	18	17
Salem	0	4	0	4	0	0	0	3	1
Salem Corporation	39	75	2	122	0	0	2	62	52
Sankagri	0	2	0	2	0	0	0	1	1
Tharamangalam	0	5	0	5	0	0	0	1	1
Vazhapaddi	8	3	2	9	0	0	2	8	3
Veerpandi	2	11	0	13	0	0	0	9	4
Total	83	156	9	230	2	0	7	138	101
Grand Total	239		239		239			239	

- 83 out of 239 (35%) knew about one or the other education scheme, but only 66 (4%) have benefitted from any of them.
- Out of the 9 beneficiaries - 2 (22%) got hostel accommodation and 7 (78%) got benefits of other educational schemes.
- At the same time, 58% showed interest in knowing about the benefits of and eligibility for the scheme.

HOUSING

Housing - FSW								
Block	Do you know about Housing scheme?		Do you know about various housing schemes?		Have you benefitted under Housing scheme?		Do you want to know more about Housing	
	Yes	No	Yes	No	Yes	No	Yes	No
Ayothiyapatinam	21	1	7	15	2	20	19	3
Magudansavadi	0	2	0	2	0	2	2	0
Omalur	19	14	8	25	5	28	33	0
Salem	17	18	13	22	4	31	34	1
Salem Corporation	68	45	34	79	12	101	106	7
Vazhapadi	8	2	8	2	0	10	8	2
Veerapandi	10	7	10	7	5	12	17	0
Total	143	89	80	152	28	204	219	13
Grand Total	232		232		232		232	

- The Survey shows that out of 232 women surveyed a total of 143 (61.6%) are aware of the housing schemes of the Government.
- Only 80 (34.4%) know the details of the housing schemes and only 28 (12%) of them were beneficiaries.
- Housing is a significant scheme for most and 94% wanted to know more about the scheme.

Education - TG								
Block	Do you know about Housing scheme?		Do you know about various housing schemes?		Have you benefitted under Housing scheme?		Do you want to know more about Housing	
	Yes	No	Yes	No	Yes	No	Yes	No
Attur	2	0	1	1	1	1	2	0
Ayothiyapatinam	2	1	0	3	0	3	3	0
Edapaddi	12	6	2	16	2	16	12	6
Gangavalli	0	1	1	0	1	0	1	0
Magudansavadi	8	8	3	13	2	14	12	4
Mechri	3	5	2	6	2	6	6	2
Mettur	3	2	0	5	0	5	5	0
Nangavalli	0	2	0	2	0	2	1	1
Omalur	24	11	17	18	6	29	29	6
Salem	2	2	0	4	0	4	3	1
Salem Corporation	60	54	31	83	17	97	70	44
Sankagri	1	1	1	1	1	1	2	0
Tharamangalam	0	5	0	5	0	5	3	2
Vazhapaddi	10	1	7	4	0	11	11	0
Veerpandi	7	6	3	10	1	12	10	3
Total	134	105	68	171	33	206	170	69
Grand Total	239		239		239		239	

- Out of the 239 transgender persons 134(56 %) were aware of the housing schemes of the Government
- Only 68 (28.4%) of them were aware of the details and only 34 respondents (13.8%) were able to be benefit from them.
- Housing is a significant scheme for most and 71% wanted to know more about the scheme.

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

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 programmes, with particular focus on the intent of each programme, where the right to schemes and programmes stem from and what the providers and users were obliged to do when it came to the provision and availing of schemes and programmes.

Eighteen (18) community researchers conducted 60 Key Informant (KI) Interviews in 7 blocks of Salem. These include 24 TGs and 36 FSWs.

Respondent Profile

1. CBO/NGO involved

Name of CBO/NGO	Block	Number of Respondents	Total No of respondents interviewed
Salem Thirunangaigal Nala Sangam	Salem	6	24
	Salem Corporation	8	
	Omalur	3	
	Nangavalli	1	
	Yedapaddy	2	
	Mechri	2	
	Veerapandi	1	
	Ayothiyapatinam	2	
Salem Pengal Nala Vazhvu Sangam	Salem	13	36
	Salem Corporation	11	
	Omalur	6	
	Veerapandi	6	
Total			

2. Age- wise Community Respondents

Age	Transgender	Female Sex Worker	No of respondents interviewed
19 – 25 years	8	0	8
26 – 30 years	5	8	13
31 – 35 years	6	8	14
36 – 40 years	2	8	10
41 – 45 years	3	6	9
46 – 50 years	0	5	5
51 – 55 years	0	1	1
Total	24	36	60

Education- wise Community Respondents

Education	Transgender	Female Sex Worker	No of respondents interviewed
1st to 10th class	12	25	37
Intermediate	5	2	7
Graduation	4	1	5
Diploma/ITI	3	0	3
Illiterates	0	8	8
Total	24	36	60

Socio Economic Status of Community Respondents

Category	Transgender	FSW	Total
Literate	24	28	60
Illiterate	0	8	
Long term association with CBO (Above 4 years)	26	19	60
New to CBO (Below 4 years)	2	8	
Not a Member of the CBO	3	2	
BPL	15	27	60
APL	9	9	

Purpose

Schemes fall under categories of Universal Schemes (Aadhar, Voter ID), Beneficiary Selection Schemes (Pension and Housing) and Targeted Scheme (Ration card)

Firstly, to assess the extent of exclusion/inclusion, both the quantitative and qualitative, across schemes we focused on measuring the following aspects;

- Extent of awareness of each and across schemes
- Source of information (Gram Panchayat, CBO and personal network or family or friends)
-

Secondly, to assess how much of the qualitative sample findings and in particular numbers match with the quantitative survey

Thirdly, to analyze the extent of engagement with each scheme we have tried to ascertain to what extent the value chain was completed. This implied assessing the entire value chain from the process of learning about the scheme to engaging with it by deciding to stake claim for it, apply for it, complete all due diligence processes and then realize it. To see whether the value chain was completed and if not, where was it interrupted and the reasons thereof.

This was done both on each scheme and across schemes

Finally, based on the above findings to identify which entity or set of influencers (panchayat, CBO, friend and peers) proved more effective or more fulfilling

WHERE DO SEX WORKERS PERCEIVE SOCIAL INCLUSION OR EXCLUSION IS HAPPENING?

Greater rigor was added to this research by applying a qualitative analysis framework to the responses of the sex workers. This allowed us to go beyond overall or popular perceptions and focus in a nuanced manner on specific places where social inclusion and/or exclusion is taking place. This marked a

departure from the focus being on just the number of respondents who knew, stroved to access and gained benefits from the scheme.

To achieve this, we analyzed the statements of 20 respondents, both for Transgender persons and FSWs from urban as well as rural sections and classified the responses under the following questions:

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

We analyzed:

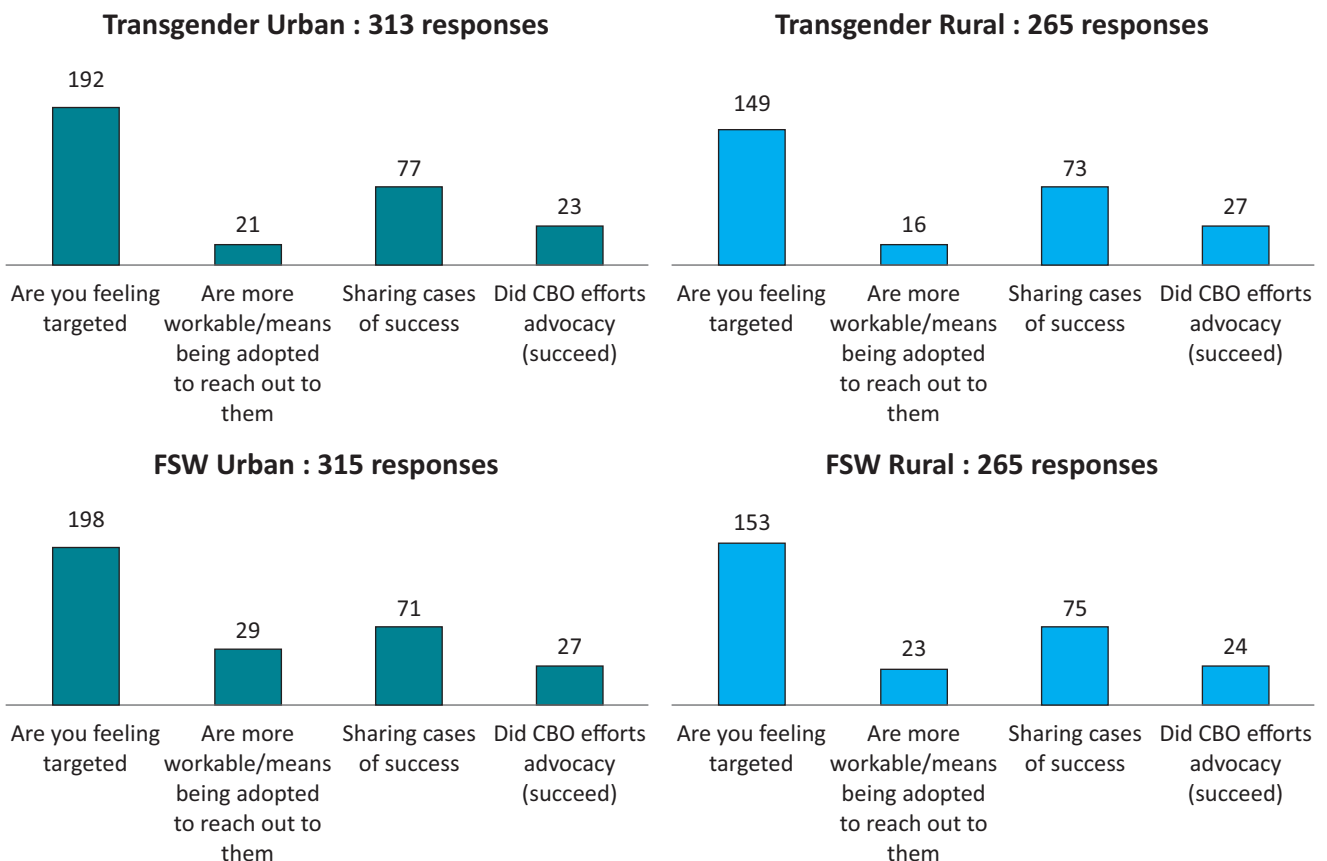
Twenty (20) respondents including 5 TGs and 5 FSW each from urban and rural areas.

A total of 628 statements of 10 urban respondents and 540 statements of 10 rural respondents

Transgender people - 313 responses among urban respondents, 265 responses among rural respondents and FSWs - 315 responses among urban respondents, 275 responses among rural respondents

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

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



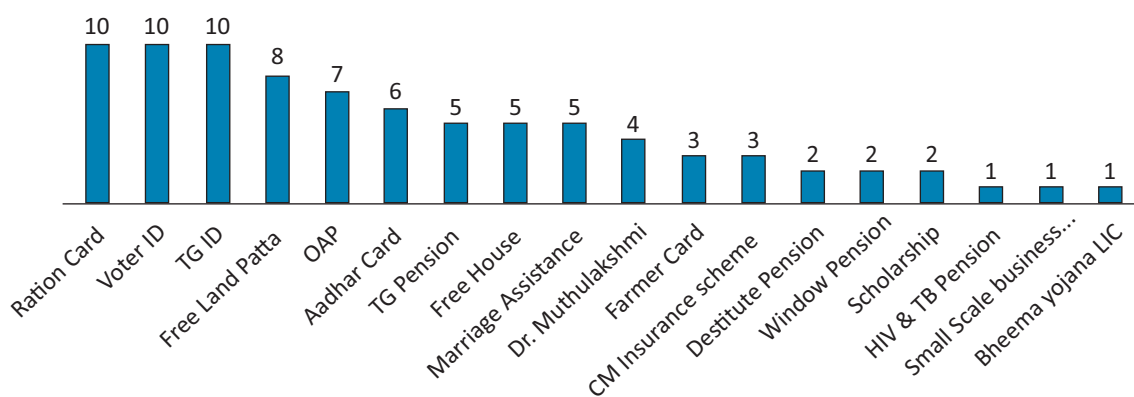
Schemes known:

Perception mapping through respondents' statements and responses was done for the following five schemes.

- Basic Schemes - Ration Card, Aadhaar, Voter Card
- Program Schemes - Education, Health
- Life Supporting Schemes - Pension, Housing

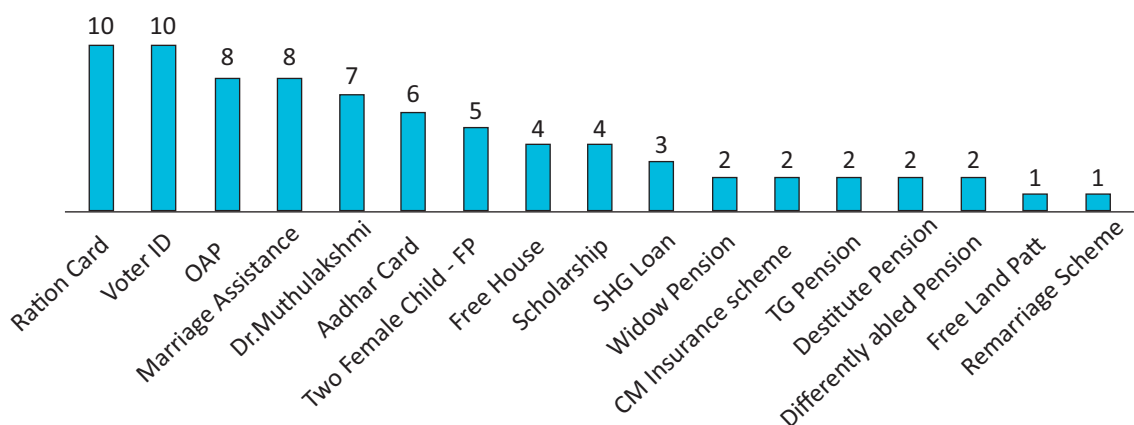
Transgender - Urban

Types of Schemes Respondents Know (Urban) - Transgender



FSW - Urban

Types of Schemes Respondents Know (Urban) - Women



The 10 respondents from the urban section were fairly linked with the 2 basic schemes Ration Card and Voter Card, engagement with the third basic scheme - Aadhar is also towards higher side. Levels of engagement are the same for TG and FSW in urban areas. Linkages with programmes/ schemes like Education and Health are below average (like insurance, scholarships and family planning). TGs have listed 18 benefits, while FSWs have listed 17 benefits under the major 7 schemes, which include sub-schemes or specific benefits and allied schemes or entitlements. Awareness is low on life supporting schemes like pension, some FSW respondents have listed 4 types of pensions, while TGs have comparatively better awareness on specific provisions of TG pension. There is also complete awareness on TG ID. Awareness on housing schemes (free houses, land patta) is better among TGs as compared to FSWs.

“The card is issued through the Civil Societies Department and has information of all family members. We are treated as special category and given special consideration by the Government.” - Vennila (TG), 26 years

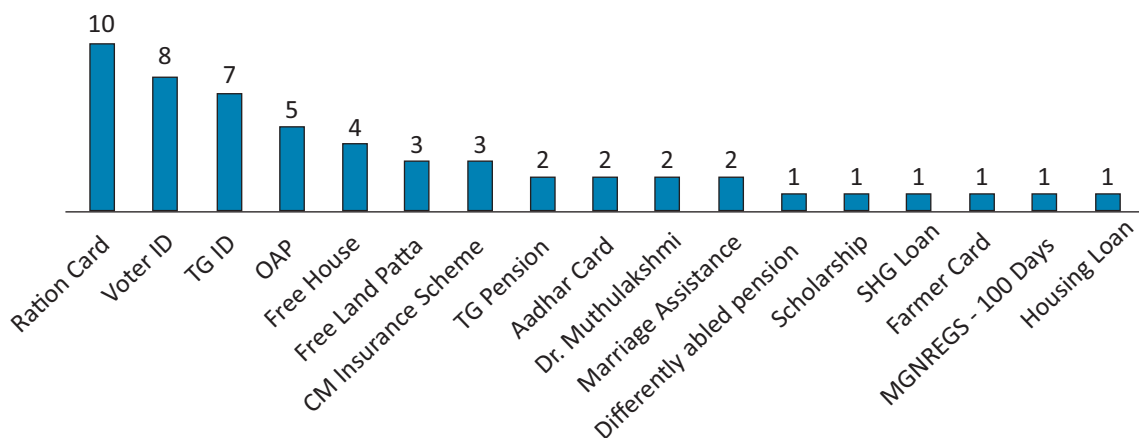
“Through the CBO has given a petition to the Collector requesting ration cards the Collector has asked it to submit applications. The CBO collected the applications from the communities and submitted it to the collector at the grievance meeting. After 2 months 200 were sanctioned ration cards.” - Akshya (TG), 25 years

“I came to know that ration card is a basic entitlement and it gives a person recognition as a citizen of this country and not just to get ration. It can also be used as proof while seeking bail for our community members or our relatives.” - Tamilselvi (FSW), 40 years

“Yes, I know about Voter Card from Government advertisements through bill board, and newspapers. This is for those above 18 years old and it can be used as ID card too.” - Vijayalaxmi (FSW), 32 years

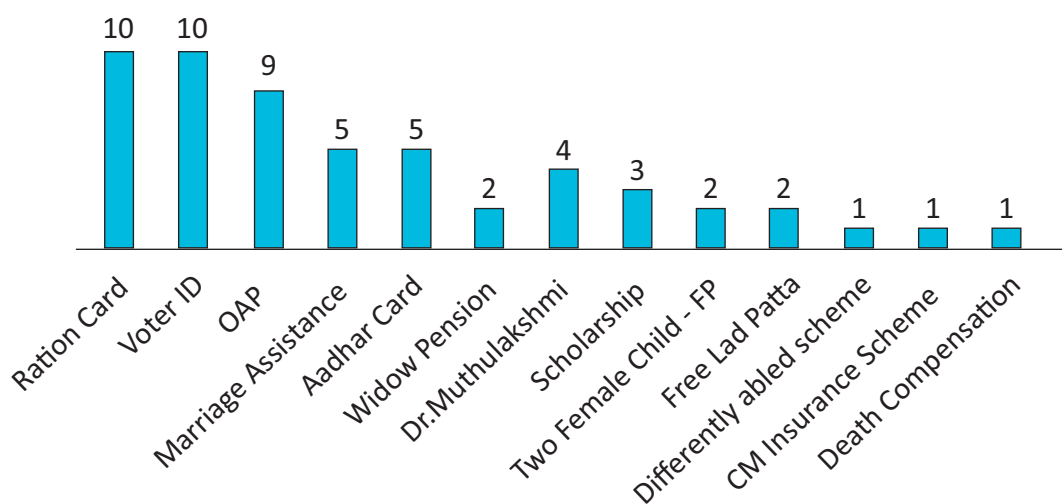
Transgender - Rural

Types of Schemes Respondents Know (Rural) - Transgender



Women - Rural

Types of Schemes Respondents Know (Rural) - Women



TG's listed 17 benefits, while FSWs listed 13 benefits under 7 major schemes, which included sub-schemes or specific benefits and allied schemes or entitlements.

The 10 respondents from the rural section were fairly linked with the basic scheme of Ration Cards. Awareness levels for Voter ID were also high but FSWs fair better than the TG in this regard. Engagement with the third basic scheme, Aadhar was average for FSWs and lesser for TGs. Levels of engagement differ for TGs and FSWs in rural areas. Linkages with programme schemes like Education and Health (like insurance, scholarships and family planning) was far lower.

Awareness was high about life supporting schemes like pension among FSWs as compared to TGs. Level of awareness was also lower on specific provisions of TG pension. There was high awareness on TG ID. Awareness on housing schemes (free houses, land patta, housing loan) was marginal among TGs and far lower among FSW.

"I know about Ration Card, Voter ID, Aadhar Card. Wwe can get subsidized provisions only if you have a Ration Card. It is also important for accessing government schemes." - Mallika (FSW), 42 years

"I know about Ration Card, Old-age Pension, Voter Card, Girl Child Education Scheme, Dr. Muthulakshmi Welfare Fund and Aadhar Card. I came to know from different people like a school teacher and through TV about the various schemes that the Government of Tamil Nadu has introduced during the last 3 years in different departments." - Jayanthi (FSW), 37 years

"I know about Ration card, Voter ID, TG Welfare card, Old-age pension, Dr. Muthulakshmi Welfare Fund, scheme for free land patta, marriage assistance, TG Old Age Pension Scheme and Farmer's Protection scheme. I came to know about them from other CBO members and my friends." - Uma Rani (TG), 31 years

Awareness among rural and urban respondents was high on Ration Card and Voter ID. This is followed by TG ID in the case of TGs and Old Age Pension in the case of FSWs. Awareness levels among urban respondents was higher than their rural counterparts. Being urban is an advantage to an extent, in terms of access to information.

Range of schemes listed by the TGs in rural areas was quite wide and covered all three categories - basic (Ration, Voter ID, TG ID, Aadhar), programmes (scholarships, SHG loans, Farmer Card, housing) and life supporting (Old Age Pension, Widow Pension, TG Pension, CM insurance, MNREGA and so on).

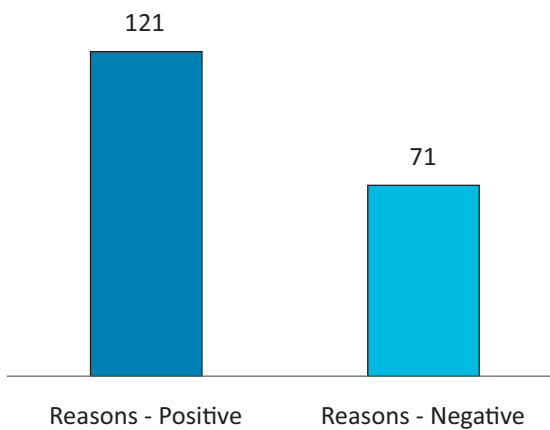
"I know about Voter ID, TG ID Card, Farmer Protection Scheme, Aadhar, Comprehensive Insurance, Ration and other schemes. I know it from the Councilor, Panchayat leader and CBO." - Muthulakshmi (TG), 41 years.

"Yes, I know about the Ration Card and I have it. I came to know about it from the village panchayat leader, Councilor and CBO member.

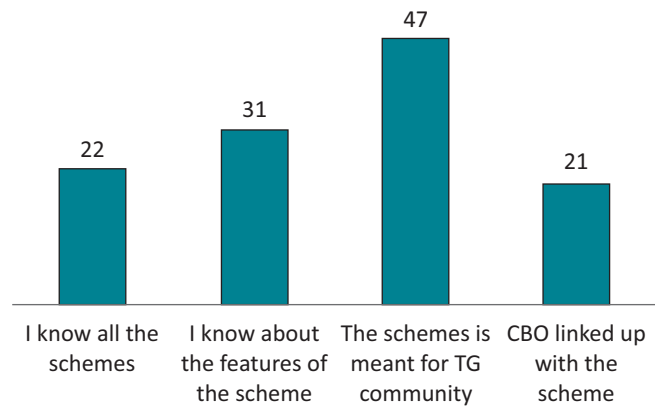
"The CBO field workers helped me to get a ration card which is not just for buying provisions. One of our community members" got arrested and one of my friends used her ration card to help her to get bail." - Bhoomika (TG), 19 years

Did they feel reached out to? Why?

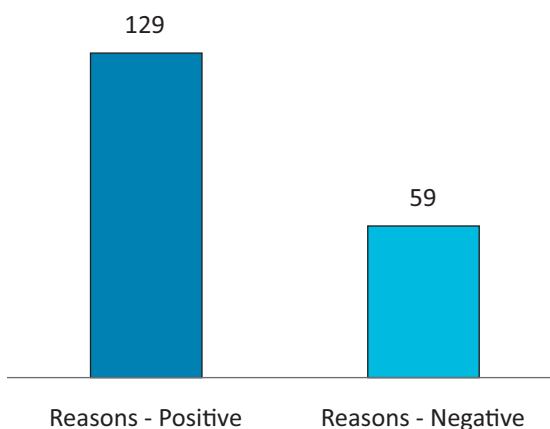
Did you feel Reached out to?
Transgender (Urban)



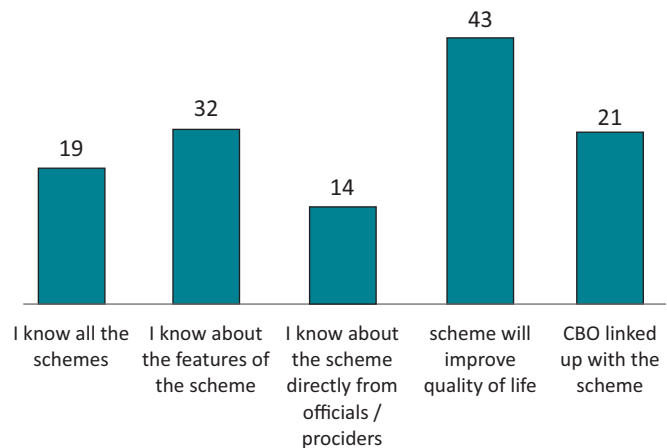
Reasons for feeling reached out - Transgender (Urban)



Did you feel Reached out to?
FSW (Urban)



Reasons for feeling reached out - FSW (Urban)



Positive Perception:

Among the urban TG group, of the total responses we identified 121 positive and 71 negative responses concerning the feeling of being reached out to.

Among the urban FSWs, out of the total responses we identified 129 positive and 59 negative responses concerning the feeling of being reached out to. The higher positive score for both the community groups indicate a positive sense of being reached out to.

The reasons for positive perceptions come from knowing the scheme in depth and knowing its various features, which is reflected in the responses of both the FSWs and TGs. While the source of knowledge is least important for FSWs, it does not merit for TGs either. Knowing the schemes directly from providers is also not seen as a strong parameter because the community is using or exposed to multiple sources of information. CBO linkage gets a preference, which is mostly due to the facilitating role of the CBO in the process and support in addressing hurdles, if any.

Further, when we look at the scale of parameters used for assessment, TGs give greater emphasis to the scheme being tailor made for the community and thereby recognition to their specific needs. While the FSWs accord high emphasis on the scheme impacting their quality of life. Clearly, both the communities do not seek interim solutions or support and give importance to schemes that address their specific or fundamental needs and therefore have a bearing on their quality of life.

"I know about the schemes and I have benefited from the scheme for Free Land Patta. TG ID Card is necessary to access this scheme. It is given to our community as a special category. I have got the land patta by applying through the CBO. Those having land patta are eligible for the Free Housing scheme. It can be applied through the CBO or by giving the application directly in the Collector." - Dhanalakshmi, TG (urban), 25 years

"These schemes are necessary for our community. Ten years back the Transgender community faced stigma and discrimination. But these people are also part of the society and they also a right to access schemes. Transgender communities comprise of people who were sent out by their family members or community. TGs need these schemes for their livelihood and existence." - Karuthamma, TG (urban), 38 years

"I have not received any free schemes and I am now expecting the free schemes recently announced by the present Government that, my ward councilor has promised to give us. I am getting wheat, rice, oil, dhal, kerosene and pulses at subsidized rates and I get an additional 15 kg to the 20 free kg that is being provided by the Government." - Chandra, FSW (urban), 45 years

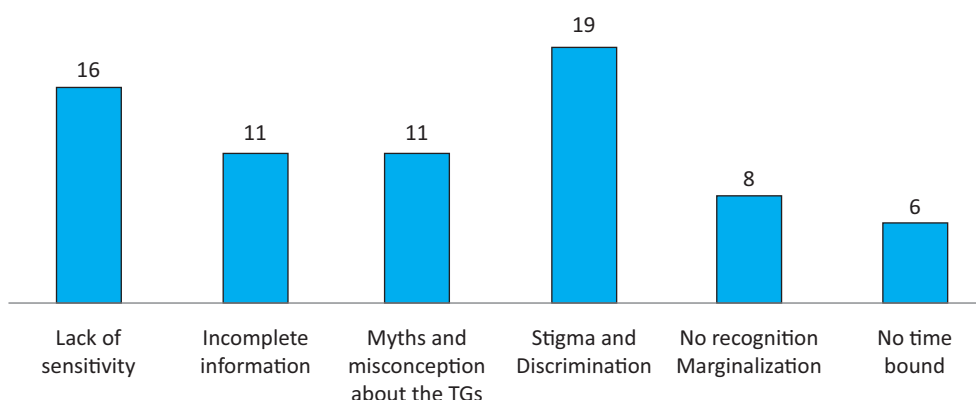
"Voter ID Card is meant for voting and electing the Government to rule us. They are issued only for those above 18 years who have been living in that area for a long time. I have used this as ID proof to apply for a Ration Card." - Vaishnavi, TG (urban), 24 years

"I have a Ration Card so I was able to get other benefits like Voter ID and Aadhar Card by using this as a proof of address It has used to get the provision in minimal cost. It gives us the right as the citizen of the country and also recognizes us as people who are economically weak." - Aruna, TG (urban), 35 years

"We need these schemes because most among us are economically weak. A school teacher in my area helped me to access the scheme by giving me information on the camp that was held in the school to provide Ration Card and Voter ID. The CBO helped us to submit applications to the District administration" - Eshwari, FSW (urban), 30 years.

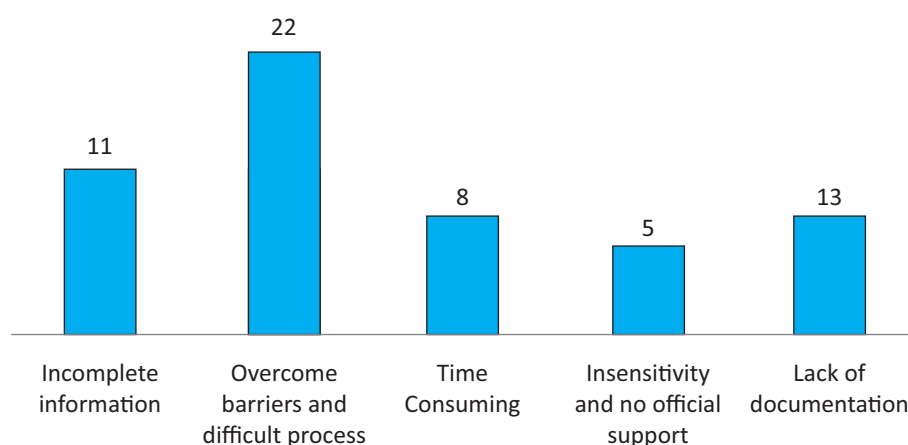
Transgender Urban - Not feeling reached out to

Why did you fee not reached out to
Reasons (Negative - Not feeling reached out to)
Transgender (Urban)



FSW Urban - Not feeling reached out to

Why did you feel not reached out to?
Reasons (Negative - Not feeling reached out)
FSW (Urban)



Negative Perception:

The 71 and 59 negative responses of the TGs and FSWs respectively were further assessed. Although the significance of specific schemes was recognized, the process of accessing schemes was invariably tough, which gives rise to a feeling of not being reached out to or left out.

Once they apply for the scheme there is no time commitment given to them for realizing or getting benefits and neither do the officials give reasons for rejecting their application. TGs feel the procedure is not time bound. The community also feels handicapped due to lack of information. They are inhibited by lack of sensitivity and misconceptions about TGs. But the major parameter influencing their negative perception is the stigma and discrimination they face in the process of accessing schemes.

“The applications given through CBO get accepted by the officials, but when individuals approach, they did not accept because they don't understand us and our need. Sensitization programmes must be held regarding this aspect for them. The government should give a third column in the application for our community.” - Gayathri, TG (urban), 28 years

For the urban FSW, the procedural part is much more difficult to comply with. Lack of documentation and incomplete information make it difficult for them to overcome barriers. They find the process of accessing schemes difficult. The reluctance of the system to support and cooperate to find ways to overcome problems further intensifies their negative perception. Many are reluctant to access schemes due to these negative experiences.

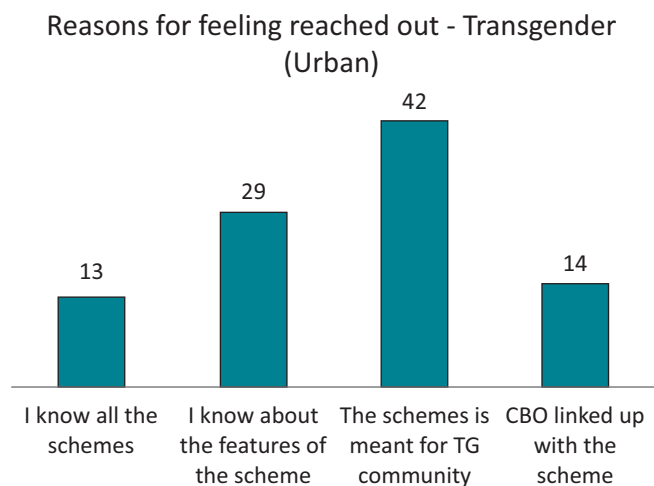
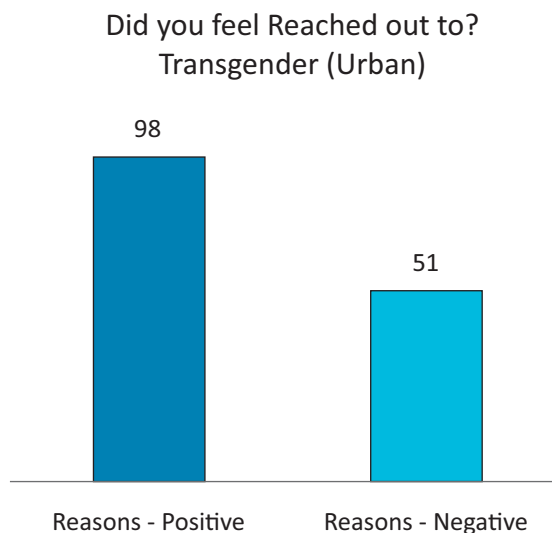
“Our communities do not come forward to access even basic important schemes like Ration Card and Voter ID because they do not understand their importance. But more than that, they get discouraged by the response of government official, who are not cooperative, so people got frustrated and lose interest in availing of schemes.” - Sumathi, FSW (urban), 32 years

Both the TGs and FSWs feel unreached but the reasons underlying this perception are somewhat different. Stigma and discrimination is the biggest concern for TGs while the inability to overcome barriers in accessing a scheme is cited as a major parameter by FSWs as well as TGs. Incomplete information, insensitivity of officials and time consuming procedures are common parameters pointed by both the groups. Community members also reflect on their limitations and suggest changes among members and the role the collective should be taking.

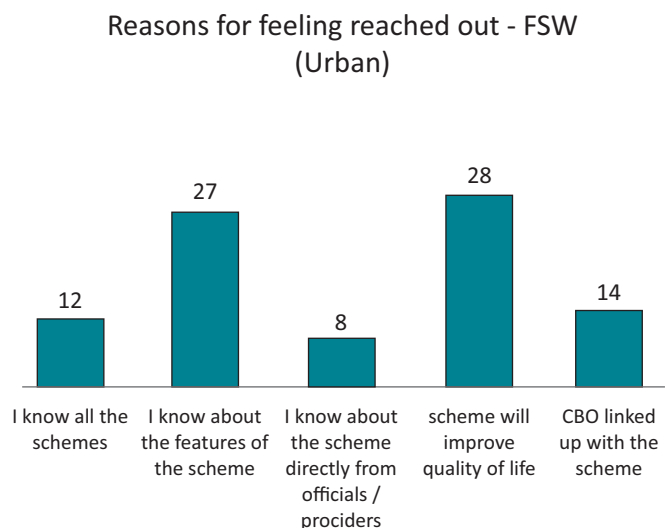
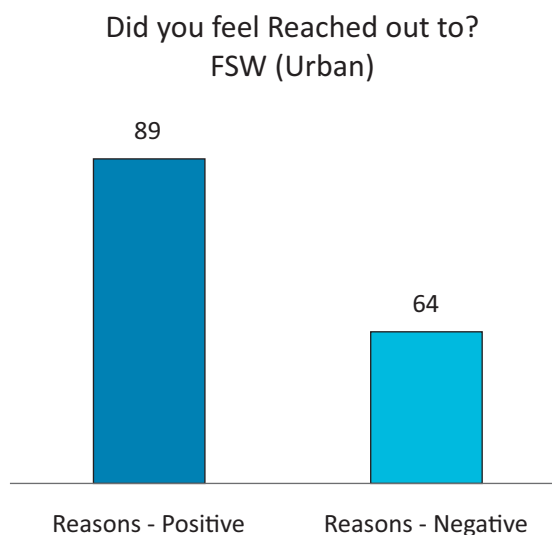
“The biggest concern is the delays in the processing of applications. When I applied for a scheme it got delayed for more than a year. This is the reason why community members do not come forward to access schemes. But now they should realize the importance of schemes. A Ration Card is not just for provisions alone; it gives them an identity and recognition as members of society. CBOs should provide scheme education and help the community in training community members.” - Radha, TG (urban), 40 years

Did you feel reached out to? Why? –

Transgender - Rural



FSW - Rural



Positive perceptions:

In the rural TG group, out of the total responses we identified 98 positive and 51 negative concerning the feeling of being reached out to by the respondents.

In the urban FSW, out of the total responses we identified 89 positive and 64 negative concerning the feeling of being reached out to by the respondents. The slightly higher positive score for both the community groups indicate a better sense of being reached out to.

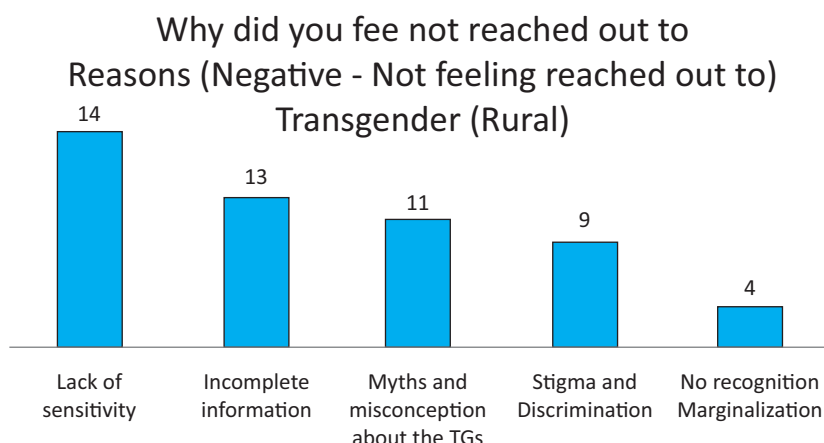
The reasons for positive perceptions comes from knowing the scheme in depth and its various features, was the second highest ranked parameter in the responses of both the FSW and TG. While the source of knowledge is least important for FSWs, it does not merit for TGs. Knowing the schemes directly from providers is hardly seen as a strong parameter as the community is using or exposed to multiple sources of information. CBO linkage gets a preference, which is mostly due to the facilitating role of the CBO in the process and support in addressing hurdles, if any.

Preferred parameters are the same as the urban community, TGs give higher emphasis to the scheme being tailor made for the community and thereby recognition to their specific needs. While the FSWs accord high emphasis on the scheme impacting their quality of life. Clearly, both the communities do not seek interim solutions or support, but give importance to schemes that address their specific or fundamental needs and therefore have a bearing on their quality of life.

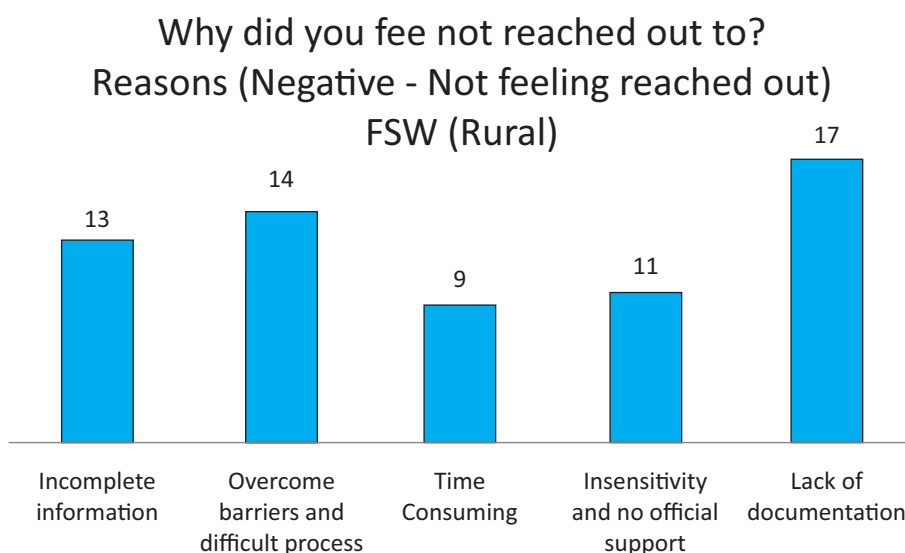
“This card is important as it gives us recognition as citizens of this country and that we are part of this state. It is also used to get provisions at subsidized rates and as ID proof for opening bank account. The Ration Card is also needed when applying for a passport.” - Saroja, FSW (rural), 47 years

“I have a ration card so I was able to get other benefits like Voter ID, Aadhar card using this as a proof of address It can be used to get provisions at minimal cost. It gives us rights as a citizen of the country and also recognizes us as people who belong to the economically weak category.” - Aruna, TG (urban), 35 years

Transgender Rural



FSW Rural



Negative Perception:

The 51 and 64 negative responses of the TGs and FSW respectively were further assessed. The negative perception arises from the inability to get the resultant benefits once the community members apply for a scheme.

Unlike their urban counterparts rural TGs feel a lack of sensitivity and incomplete information are the biggest barriers in accessing schemes. They are also inhibited by the lack of sensitivity and misconceptions about TGs as well as the stigma and discrimination that they face in the process of accessing schemes.

“My family card had my name as a male and I wanted to change it. Initially I did not know about the taluk and DSO office or that I need a Nominee certificate that you get from the Chennai office. The Village Administrative Officer treated me badly and used harsh words. The Pegavin community helped me to go to the Tahsildar and get the name changed in the Ration Card.” - Mugilarasi, TG (rural), 27 years

“I realized that we have to be prepared with all the information and procedures in order to access schemes, just the way we prepared ourselves to respond to HIV. However, in HIV prevention, we were given special focus; here we are treated like anybody else without knowing the problems of the community. We are often ill-treated by the officials due to a lack of sensitivity about our community; this prevents many of us from approaching the Government for any benefits.” - Uma Rani, TG (Rural), 31 years

For the rural FSWs, like their urban counterparts, the procedural part is much more difficult to comply with. The lack of documentation tops, as the main reason for having a negative perception. Not having adequate information also makes them diffident and unable to overcome barriers. They found the process of accessing schemes difficult and take the help of middlemen, but it does not work either. The reluctance of the system to support and cooperate to find ways to overcome problems further intensifies the negative perception. Many are reluctant to access schemes due to negative experiences.

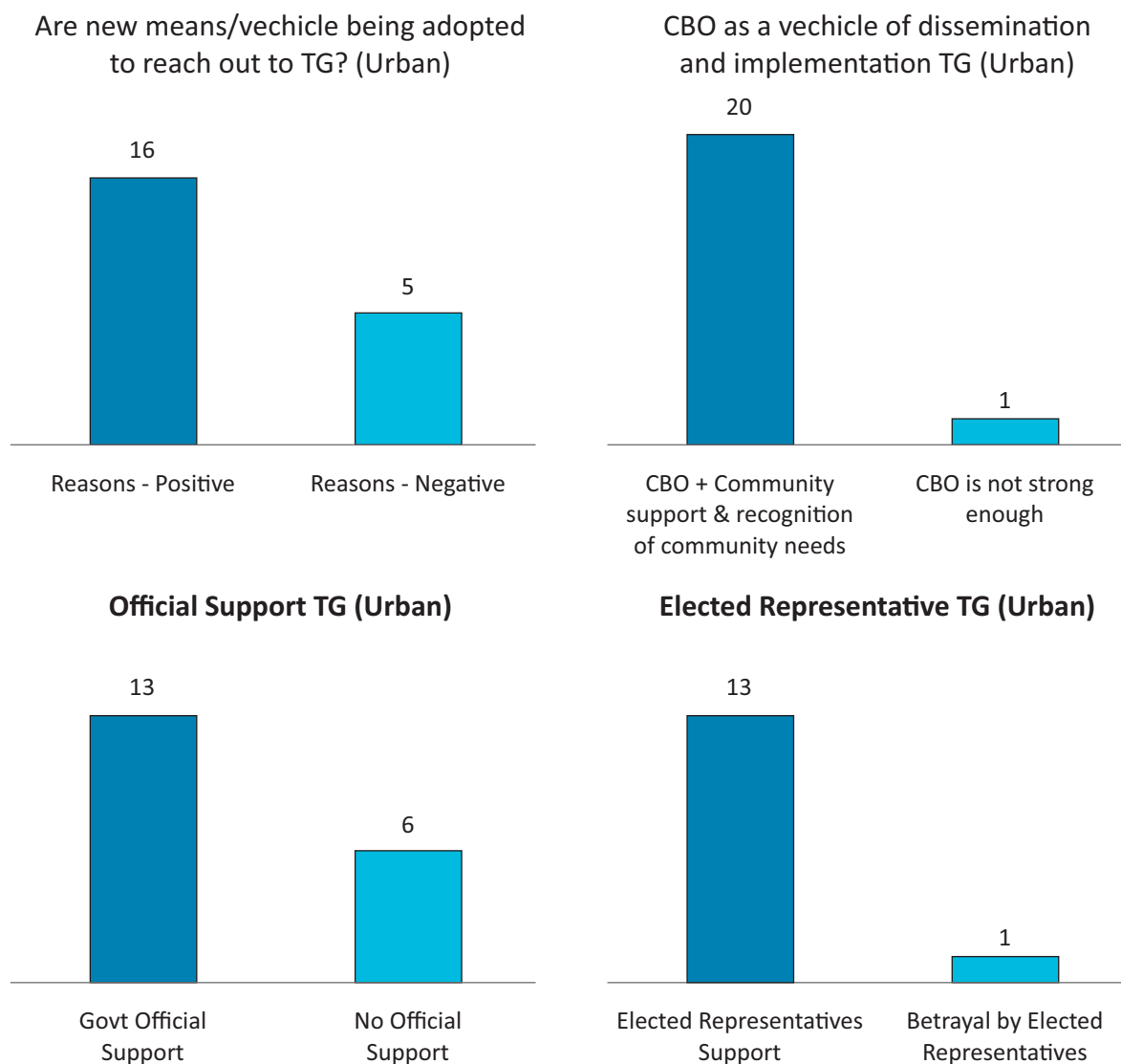
“More than 50 community women tried to get one scheme or the other. But most of them went through middlemen. Two women in my neighborhood applied for the OAP scheme, more than three times but even then they did not get it! The reason being that they have to pay a bribe to get the application cleared. The CBO should play a key role to create awareness about the schemes among the community.” - Papathi, FSW (rural), 40 years

“One has to wait for long and do a lot of follow up to get a scheme. Officials delay in processing applications and they do not respond to the community properly. Main problem is their lack of sensitivity towards our community. Community also fears that their status may get revealed.” - Thenmozhi, FSW (rural), 45 years

Both the TGs and FSWs feel unreached but the underlying reasons differ. While lack of sensitivity is the biggest concern for TGs, lack of documentation was cited as a major parameter by FSWs. Incomplete information, insensitivity of the officials and time consuming procedures were common parameters pointed out by both the groups.

Did newer means/vehicles adopted help to reach out?

Transgender (Urban)



In urban areas, out of the total responses of TGs we identified 16 positive and 05 negative perceptions concerning their experiences of new means and vehicles. Respondents appreciate the role of newer vehicles they are exposed to or using in the process of accessing schemes. We specifically looked into three types of vehicles – CBO (Community, neighbors, relatives, family members, CBO and NGO); Officials (officials at various ranks) and elected representatives (local leaders, elected representatives at various levels and political parties). The TGs not only get information from these sources, but most were also positive about support from CBOs and elected representatives.

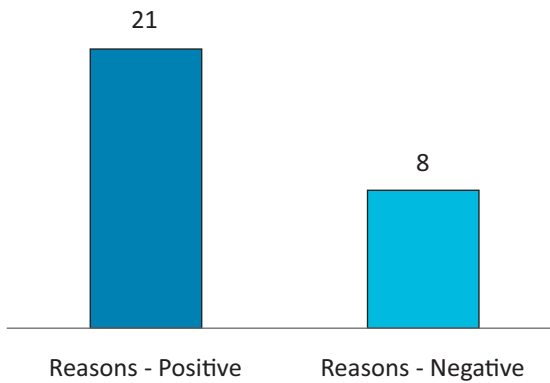
"I got most of scheme related information from the Panchayat leader and CBO staff. I myself supported four communities to get the Old Age Pension. I supported two communities of ANC to get benefits of Rs. 12000 from the Muthulakshmi Scheme. People from Panchathanki area had applied many times for ration cards. Initially they didn't get it, then their panchayat leader facilitated the process by giving the sanctioning signature and helped complete the procedural part for availing the cards." - Victoria Rani, TG (urban), 46 years

"I get to know scheme related information through the CBO Staff, TV, newspapers, school teachers and senior government officials like the Collector. We need to have a better understanding about

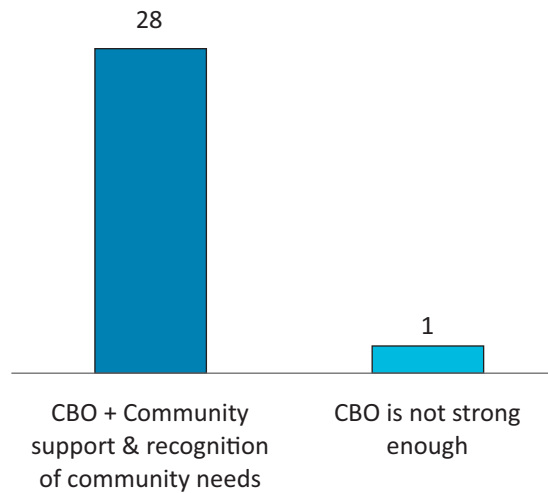
employment opportunities and about schemes meant for our community.” - Dhanalakshmi, TG (urban), 25 years

FSW (Urban)

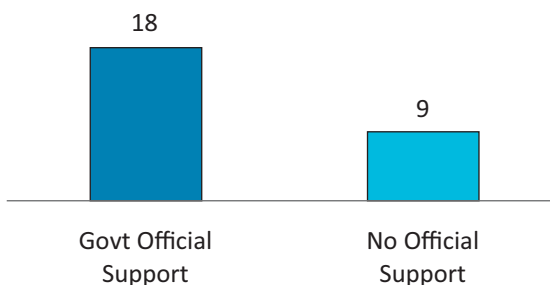
Are new means/vehicle being adopted to reach out to FSW? (Urban)



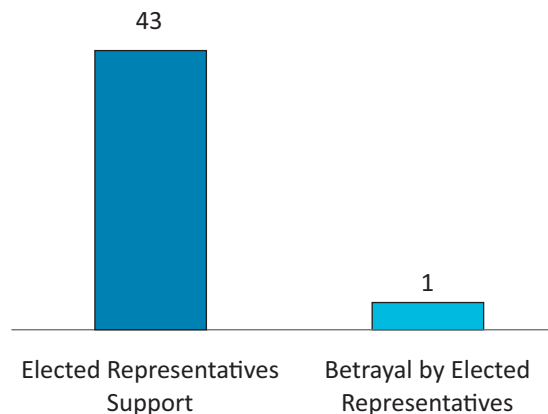
CBO as a vehicle of dissemination and implementation FSW (Urban)



Official Support FSW (Urban)



Elected Representative FSW (Urban)

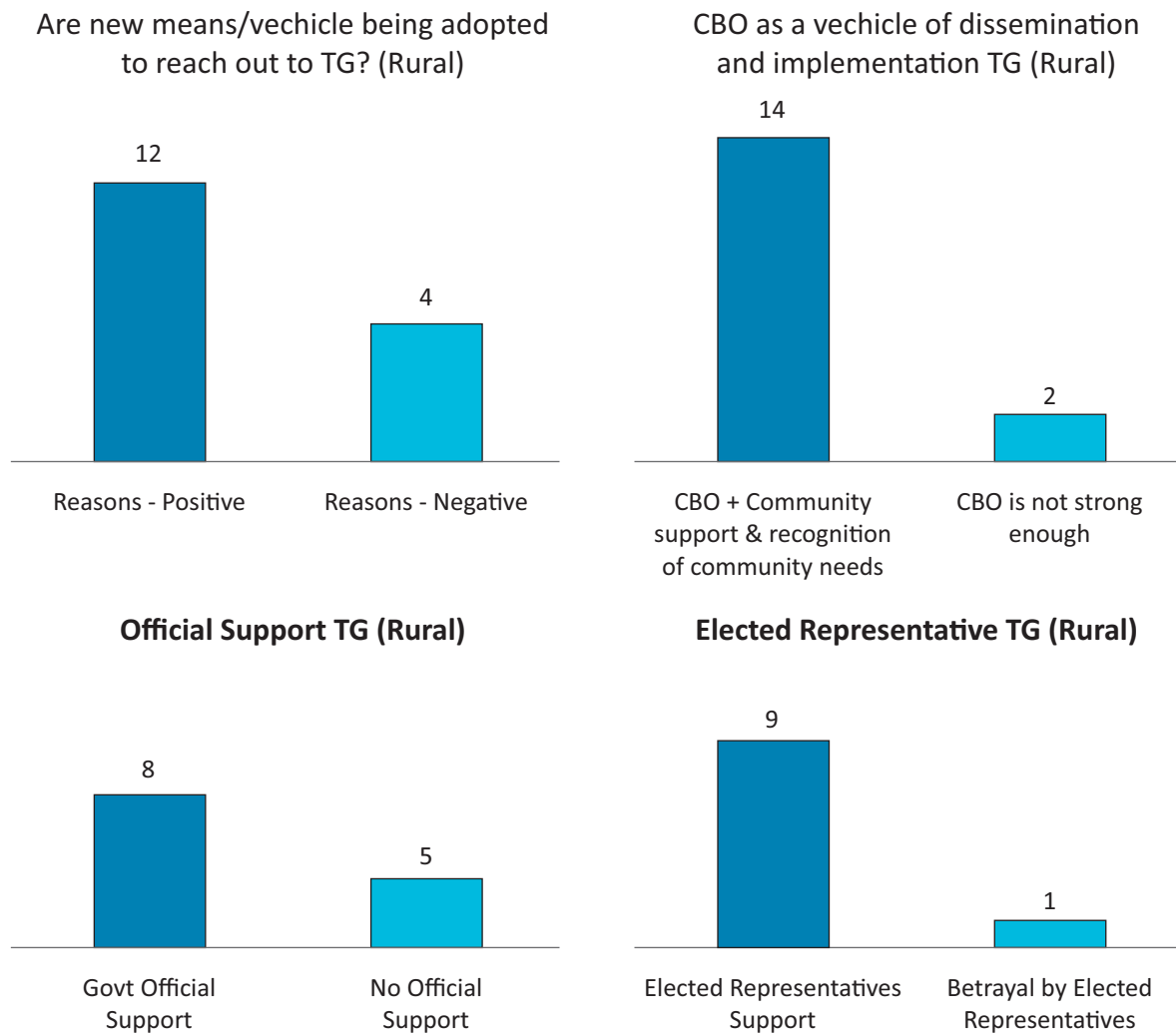


For urban area, out of the total responses of FSWs we identified 21 positive and 08 negative perceptions concerning their experiences of new means and vehicles. Like TGs, this group also got more support from CBO and elected representatives as compared to officials.

“I know about schemes from the Village Administrative Officer, ward member and village panchayat leader, who are mostly helpful. But the officials ask for bribe to get any work done in their office. This is a major issue for us. They don't respond with respect. Some of them even use abusive words, when the community or any other poor person approaches them. This attitude prevents many from going to offices to get the schemes.” - Sumathi, FSW (urban), 32 years.

Did newer means / vehicles adopted to reach out prove workable or not? Why?

Transgender - Rural

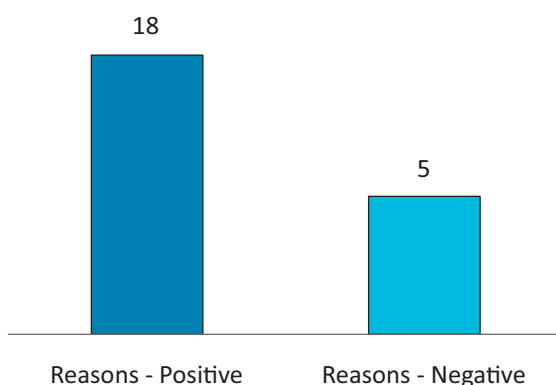


In rural area, out of the total responses of TGs we identified 12 positive and 04 negative perceptions concerning the experiences of new means and vehicles. Similar to their urban counterparts rural TGs also find more support from elected representatives and CBOs than officials.

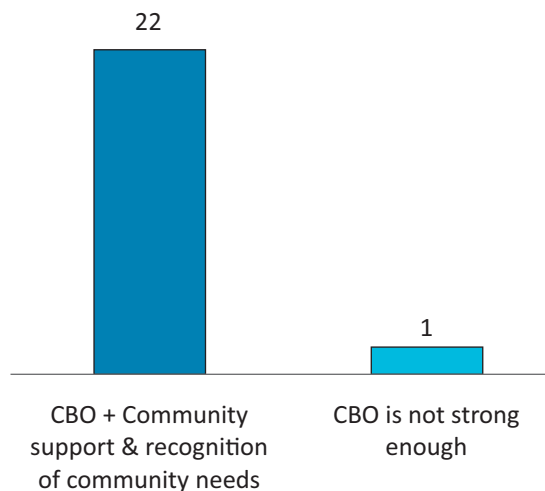
“Earlier I approached the local councilor who helped me in getting my application processed for my Ration Card. He also supported me in getting Voter ID card. Now many of the members have approached the CBO to get Ration Cards. They have submitted their applications. The postman and local school head master are also of help, they know a lot.” - Muthulaskshmi, TG (rural), 41 years.

FSW - Rural

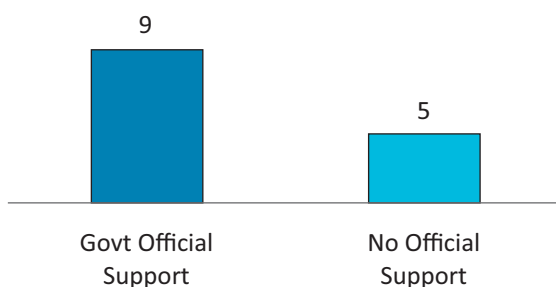
Are new means/vehicle being adopted to reach out to FSW? (Rural)



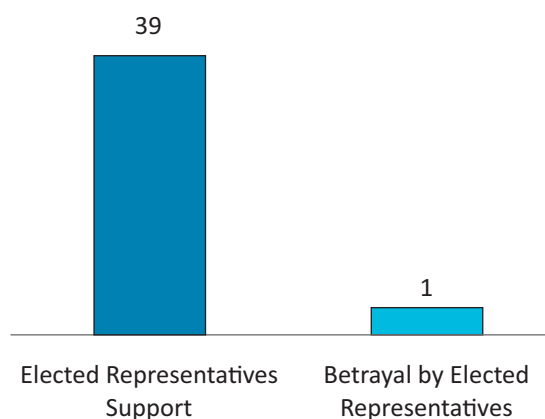
CBO as a vehicle of dissemination and implementation FSW (Rural)



Official Support FSW (Rural)



Elected Representative FSW (Rural)



In rural areas, out of the total responses of FSWs we identified 18 positive and 05 negative perceptions concerning the experiences of new means and vehicles. As with their urban counterparts rural FSWs also find more support from elected representatives and CBO than officials. Elected representatives seem to be assuring a better support system for TGs and FSW in rural areas when compared to their counterparts in urban areas.

Almost all appreciate the role of new vehicles in giving them information about schemes, alerting them about it and even helping them to apply for it and motivating them to put their claim for it.

“I have applied 10 times to get a Ration Card. I did follow ups with the officials but nothing happened. But I did not lose hope. This time I applied with the support of the Councilor and I got the card in 2 months time. I got the letter from the DCSO office and went directly to the DSO office with the letter and got the card.” - Kaliasammal, FSW (rural), 38 years

Most rural sex workers and TGs have strong linkages with elected representatives like the gram panchayat member and ward member, who extend them needed help, especially to access identity and citizenship documents like Voter ID, Aadhaar and also basic schemes like Ration Cards.

Respondents express the need to change the mindset of officials for a more sensitive systemic response. They also stress the need for strong awareness among community, their readiness by knowing the significance of schemes, willingness to engage with the system, patience and so on.

All the respondents were clear that they do not want piecemeal inclusion in each scheme. What they wanted to advocate for and get the government to recognize was; the need for an overall improvement in the quality of their lives as well as that of their children, support in accessing diverse livelihood opportunities, greater empathy, confidence in the community of sex workers and a non judgmental approaches towards them

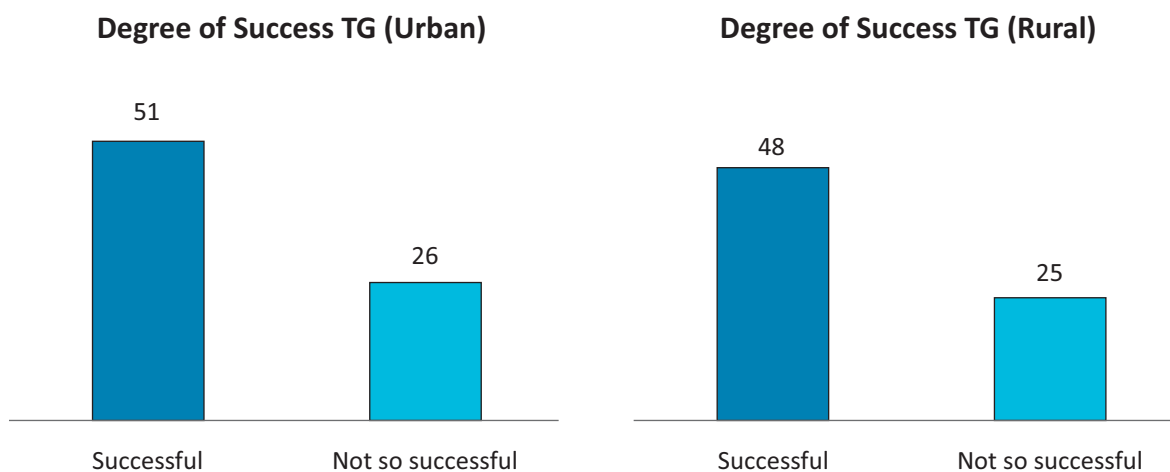
“Illiterate people should get guidance and support from the officials for filling their applications. The application status should be disclosed to the applicant with correct information.” - Eshwari, FSW (urban), 30 years

“Community should not expect things to happen immediately, patience is important. The feeling that all officials are wrong and they will not be sensitive to us is a myth that has to be broken. The CBO, in partnership with government officials, can create necessary awareness about the schemes and help to mobilize the hidden community who are left out.” - Nirmala, FSW (urban), 28 years

“Government and CBO should work together in creating awareness and reaching out to community members. Camps and street plays can also be organized in different parts of the district to create awareness on various schemes and its benefits. We had concerns regarding employment opportunities; if the government gives reservation in jobs, it will help a lot.” - Shwetha, TG (rural), 30 years

Experience of Success and Failure; Why?

Transgender - Urban and Rural

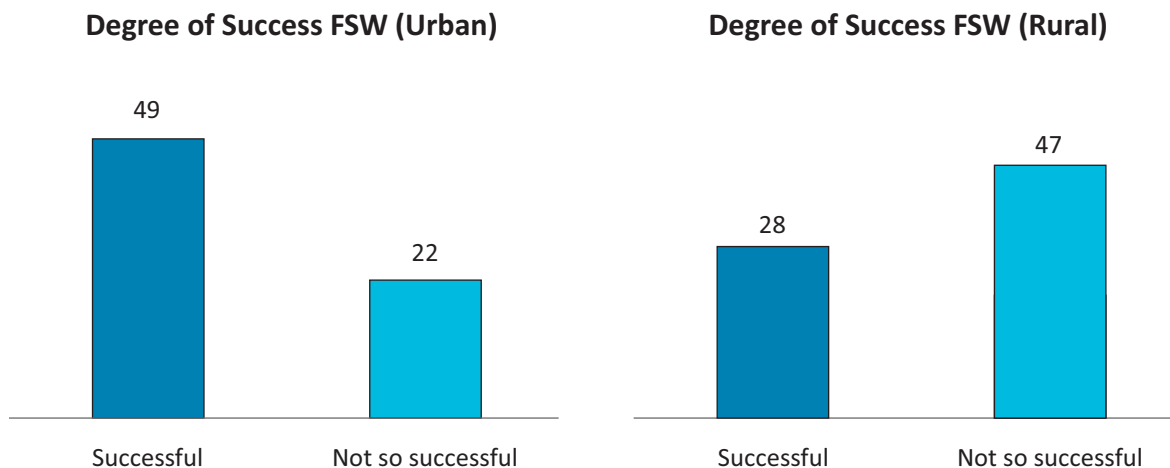


“For free land patta I applied with CBO support. I filed an application through the CBO, got the approval from VAO, RI and Tahsildar, where the CBO supported me. The application was submitted to the Collector Grievance. After six months the department sent a sanction letter to the CBO office. This time, 125 community members were allotted free land patta. We jointly went to the Collector's office and received the free land patta from him.” - Dhanalakshmi, TG (urban), 25 years

“CBO helped me to get the TG ID card. After the medical test I got the card through the Social Welfare Department. CBO letter, medical certificate and permanent address proof is essential to get the card. I used the TG ID card as proof for applying for my Ration Card. Applying through our CBO will reduce our

constraints. The CBO's role in identifying, educating the TG and helping them access the Welfare Card will be useful. It's also important for the CBO and Government to reach out to all TGs who may not be part of the CBOs as members.” - Vaishnavi, TG (urban), 24 years

FSW: Urban and Rural



A comparison of degrees of success and failure among rural and urban TGs does not show a striking difference. Both show higher levels of success than failure. But the situation is different for FSWs. Urban women have an advantage with better access, which is reflected in their sense of higher degree of success as compared to rural FSWs. The rural women have higher sense of not being able to successfully access schemes.

“I know about Dr. Muthulakshmi Scheme and benefited from it during my pregnancy. Pregnant women getting treatment in Government Hospital get Rs.12, 000 in two (2) installments. This money was very useful for me because as community we don't have a regular income.” - Nagamani, FSW (urban), 28 years

“The Annai Theresa NGO supported me in accessing the Ration Card. I was able to access other schemes like (Aadhaar, Farmer protection scheme, HIV-TB pension and Voter ID) through the free legal aid clinic situated in the ART centre. Fifteen others from the community were trying to avail the schemes. I don't know how many of them got it. Mostly they applied for Ration Cards through the CBO. Our CBO gives knowledge on eligibility criteria, the necessary documents, procedure for application, whom to approach and also support for the application process by getting approval from VAO.” - Chandra, FSW (urban), 45 years

While the situation of TGs and FSWs in urban areas is almost similar, it slightly favors the FSW. The situation is exactly opposite in rural parts. There TGs have higher degree of success than FSWs, which shows that several barriers remain unaddressed.

Reasons of failure to access the schemes

Respondents do recognize the value of various existing schemes; hence failure amounts to their failed delivery to intended beneficiaries. Majority relate to lack of success of schemes with their failure to benefit the vulnerable community.

Respondents have also identified reasons for their failure to access schemes.

Urban Transgender:

- Insensitivity
- Official unresponsiveness
- Hesitation to support TG Community

Attitude of the officials (Don't deserve to access the scheme)
No timeline

Rural Transgender:

- Insensitivity
- Official unresponsiveness
- Hesitation to support TG Community
- Attitude of the officials (Don't deserve to access the scheme)
- No timeline

Urban FSW:

- Societal bias, stigma discrimination and misconception
- Official unresponsiveness
- Low self esteem
- Lack of recognition of marginal communities

Rural FSW:

- Societal bias, stigma discrimination and misconception
- Official unresponsiveness
- Low self esteem
- Lack of recognition of marginal communities

Mainstreaming of Sex workers and Transgender across the schemes and programmes

“TG ID card is necessary for the community to access government schemes in TG category. After the medical test I got the card through the Social Welfare Department. I used the TG ID card as proof for applying for the Ration Card.” - Vaishnavi, TG (urban), 24 years

“The eligibility age for getting the OAP is 60 years but transgender persons who complete 45 years are eligibility. The destitute, widow, orphan, aged are given priority. The pension Rs.1000 rupees is transacted to the beneficiaries through postal or bank.” - Swetha, TG (rural), 30 years

“Ration Card is important for the family, as it is used to get free provisions from the shop. Food grain, free dhotis and other benefits are given at subsidized rate only for those who have a Ration Card. I feel the card is supportive to me because I can get 20kg rice, sugar, oil and kerosene at subsidized rates every month.” - Nirmala, FSW (urban), 28 years

“As of now we will be able to manage with the money we are making, but as we are getting old, we may not be able to make money in the same fashion we are doing now and therefore a Ration Card is important. Also many a times it is useful to get us out on bail. The Ration Card is also required to receive any Government benefits.” - Devi, FSW (urban), 27 years

Overall we find that a focused beginning has been made by the CBOs and peer educators to mainstream the right of communities to schemes being implemented across departments.

COMMUNITY SCORING CARD

Introduction and Scope

Observations emerging from the earlier exercises evidence 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 programmes and entitlements. There is an expectation that the community needs special recognition and a conducive policy environment and / or flexibility in implementation mechanisms.

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. The housing scheme, for example, clearly demonstrated this face - out of the 239 transgender community, 134(56 %) are aware of the housing schemes but only 34 respondents (13.8%) were able to benefit from it. Out of the 232 FSWs a total of 143 (61.6%) are aware about the housing schemes but only 28 (12%) of them had benefitted from 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; and Responsiveness of the system to engage, be empathetic and 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 Panelists
-

Identify a Panel with expertise in social science and health research, administering social audits and shaping sex worker's collectives and adolescent rights programmes.

OBJECTIVES

As a Diagnostic Tool

- To facilitate the community to measure standards and gaps in Scheme and Programme delivery.
- To assess how some salient elements - appropriateness of the scheme, core scheme processes, attitude of implementers - shaped the quality of access for the sex workers.
- To understand whether and how shortfalls in access relate to the design of schemes / programmes 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 programmes 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 programme 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 three different groups of sex workers and transgender persons participated. Each of these groups had three panels with the number of community members ranging between 8 and 11. All the panel and group discussions were facilitated by four 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 programmes. In all, there were 17 to 19 indicators on which each of the schemes/programmes were rated and scored by the panels/groups.

The expert facilitators, as they moderated their respective community panel discussions on five different schemes/programmes, also encouraged the panel to score. Thus, each scheme /programme 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 5.

Assessment and Analysis

Scoring and assessment by each of the panels/groups of sex workers and transgender persons also elicited their recommendations on enhancing awareness of schemes/programmes, 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 seven 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 seven parameters are:

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

Since the Single Window was started before this exercise we have developed indicators to evaluate the role of the Single window, ascertain community awareness on rights and responsibilities and get feedback from the community on the Scheme implementation strategies adopted by the Single window.

Scoring indicators on the basis of different level of implementation/ performance/ assessment

1. Scheme level 2. CBO/NGO level 3. Single window level 4. Officer/ Implementer level

Scoring in grades:

5 Marks - Excellent

4 Marks – Good

3 Marks - Average

2 Marks – Poor

1 Mark - Very poor (Highly dissatisfied)

KEY OBSERVATIONS: COMMUNITY SCORE CARD

Core Scheme Processes: (Accessibility, implementation, user-friendliness, follow-up)

Transgender:

Score Indicators	Scores For				
	Pension	Housing	Aadhar Card	Ration Card	Voter Card
Accessibility of the Scheme	4	3	3.16	4	4.16
User-Friendly Process laid down for applying	4	3.33	3.16	3	3.83
User centered follow up process to inform applicants on the status of application	2.75	2.33	2.66	2.50	3.83
Consistency in delivery and quantum of benefits from the Schemes.	2.66	3	3.50	3	3.83
Sub-Aggregate	3.35	2.91	3.12	3.12	3.91
Total Aggregate Across Scheme	3.28				

FSW:

Score Indicators	Scores For				
	Pension	Housing	Aadhar Card	Ration Card	Voter Card
Accessibility of the Scheme	2.75	1.75	3.16	3.33	4.16
User-Friendly Process laid down for applying	2.25	2.25	3	3.33	3.83
User centered follow up process to inform applicants on the status of application	1.75	1.25	3.16	2.83	4.16
Consistency in delivery and quantum of benefits from the Schemes.	1.75	0.75	3	3	4
Sub-Aggregate	2.12	1.5	3.08	3.12	4.03
Total Aggregate Across Scheme	2.77				

The Overall Score on Scheme accessibility across the five schemes is 3.28/5 for TG and 2.77/5 for FSW on this parameter. Purely in terms of rating, it can be characterized as Partly Satisfactory. What is however significant is the unevenness of scores across the five schemes and the key markers that shape these scores and also the difference in aggregate scores for the TG and FSW community.

- As the aggregate scores indicate satisfaction level for TG is higher than FSW for core scheme processes impacting accessibility. Scheme-wise the differences in scores are more in pension and

housing schemes, whereas similar or close to similar for three other schemes, namely Voter ID, Ration Card and Aadhar Card.

- Aggregate scores for TG for housing and pension are 2.91 and 3.35 respectively, whereas for FSWs these are 1.5 and 2.12 respectively. TGs are recognized as a special social section in need and hence pension and housing policy have district provisions to include them. TG ID given by the State Governments makes the TG eligible to access the scheme under certain criteria. But a similar conducive policy provision does not exist for FSWs, hence they have limited access.
- Voter ID is the most accessible scheme for both the community groups and has been rated high on all indicators. Maximum aggregate score is given by FSW 4.03 and the group perceives the scheme accessible on all counts - user friendly and user centered process of application as well as consistency in delivery.
- When the scores are consistent on all indicators, not just at the application or entry point level, but unto its delivery and benefits integral, it is considered as accessible. Assessment by both the groups reflect what they mean by accessibility.
- This is specifically significant for schemes other than universal schemes like Aadhar and Voter Card. These two are provider driven and have clearly laid out procedures and flexibility. But the community is not happy with the applying process as there are delays and denials and also a disregard for their situation. Struggle in getting certificates or bonafide documents are very high.

“Many Transgender people leave the family at an early age and they are left with no financial support whatsoever. Since family cards are used to provide ration to families it becomes a challenge for transgender people to access rations. There are also issues relating to their name which is different from what they call themselves after becoming a transgender”. - Ms. P. Kousalya, Positive women Network, Chennai

“The women who are in sex work, are afraid of accessing the schemes which continues to be a challenge, because though they need it they are not willing to approach the officials fearing that their identity would become public”- Dr. K.Shanmugavelaytham, Chennai

SCHEME SUITABILITY

Transgender:

Score Indicators	Pension		Housing		Aadhar	Ration	Voter
	Names of Scheme (Mentioned as per scoring sheet)	Score	Schemes mentioned as per scoring sheet	Score			
Suitability / Relevance of the Scheme for Sex Workers	Old age Pension-	3.83	Chief Minister solar powered Green house scheme	2.83	2.50	3.50	4.0
	Disability Pension-	3.0	Indira Awaas Yojana	3			
	ART & TB Pension	2.66					
Aggregate for Pension		3.16		2.91			
Clearly laiddown Criteria on inclusion		3.0		3.0	2.83	2.33	3.5
Sub-Aggregate		3.08		2.95	2.66	2.91	3.75
Total Aggregate Across Scheme		3.07					

Female Sex Workers:

Score Indicators	Pension		Housing		Aadhar	Ration	Voter
	Names of Scheme (Mentioned as per scoring sheet)	Score	Schemes mentioned as per scoring sheet	Score			
1. Suitability / Relevance of the Scheme for Sex Workers	Old age Pension-	3.75	Chief Minister solar powered Green house scheme	2.0	3.33	4.16	4.0
	Widow Pension -	2.25					
	Disability Pension -	2.75	Indira Awaas Yojana	3.75			
	ART & TB Pension -	1.5					
	Destitute Pension	2.75					
Aggregate for Pension		2.6		2.87			
2. Clearly laiddown Criteria on inclusion		2.75		2.5	2.33	2.16	4.0
Sub-Aggregate		2.67		2.68	2.83	3.16	4.0
Total Aggregate Across Scheme		3.06					

The Overall score for scheme suitability across the five schemes is 3.07/5 for TG and 3.06/5 for FSW on this parameter. Purely in terms of rating, it can be characterized as Partial Satisfactory.

- 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 which excludes them by not including single women as eligible.
- Among the basic schemes Aadhaar and Voter ID, scheme suitability scores are lowest for Aadhar and highest for Voter ID. Sex workers rank Voter ID as 'good' on both indicators of suitability - relevance and clear cut criteria.
- On the other hand for schemes like Ration, relevance is high but the criteria and procedure laid out are not clear and transparent, hence the overall satisfaction level is low. This is reflected more clearly for FSWs than Tgs.
- 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.
- 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.

ROLE OF CBO/NGO

Transgender:

Score Indicators	Scores For				
	Pension	Housing	Aadhar Card	Ration Card	Voter Card
CBO/NGO support	4.33	4.16	2.50	4.66	3.33
Inclusiveness of the CBO/NGO	4.66	4.16	1.25	4.66	3.16
CBO as a service provider (particularly in educating the community about the schemes)	4.66	4	2	4.66	3.50
Effectiveness as advocates / CBOs as advocate	4.16	3.33	1	4.33	4.25
Sub-Aggregate	4.45	3.91	1.68	4.57	3.56
Total Aggregate Across Scheme	3.63				

Female Sex workers:

Score Indicators	Scores For				
	Pension	Housing	Aadhar Card	Ration Card	Voter Card
CBO/NGO support	3	2	2.16	3.50	2.83
Inclusiveness of the CBO/NGO	3	0.87	2	2.66	2.66
CBO as a service provider (particularly in educating the community about the schemes)	2.50	2	0.83	3	2.66
Effectiveness as advocates / CBOs as advocate	1.50	1.75	1.66	2.33	2
Sub-Aggregate	2.5	1.65	1.66	2.87	2.53
Total Aggregate Across Scheme	2.24				

The Overall Score for scheme suitability across the five schemes is 3.63/5 for TGs and 2.24/5 for FSWs on this parameter. Purely in terms of rating, it can be characterized as Satisfactory and Fair for TGs and Partial Satisfactory for FSWs.

- CBO's role is not seen as even across the schemes. TGs give high scores to CBOs, almost full marks, in Pension and Ration, the two schemes where CBOs plays a major role, in organizing all needed documents and completing the application procedure. It indicates similar situation for FSW score-wise, but the scores are low as compared to TGs. This is because of the favorable policy environment for Tgs.
- 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 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.
- 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. But the scores are poor on effectiveness of CBOs as advocate for FSWs. CBOs are able to play a active or decisive role for TGs, take for instance Pension and fair well on all four indicators - support, inclusiveness, service provider and advocacy.

OFFICIAL – ROLL OUT, EXECUTION, ATTITUDE

Transgender:

Score Indicators	Scores For				
	Pension	Housing	Aadhar Card	Ration Card	Voter Card
Quality of Officer/ Implementers to Interact with sex workers	2.50	3.16	3.5	3	3.16
Behaviour of the concerned officer / Implementers towards sex workers	2.33	3.16	3.33	3	3.66
Willingness of the officer/ implementers to render services	2.0	2.66	3.33	3	3.66
Sub-Aggregate	2.27	2.99	3.38	3.0	3.49
Total Aggregate Across Scheme	3.03				

FSW:

Score Indicators	Scores For				
	Pension	Housing	Aadhar Card	Ration Card	Voter Card
Quality of Officer/ Implementers to Interact with sex workers	1.50	1.25	1.66	1.83	3.33
Behaviour of the concerned officer / Implementers towards sex workers	1.25	1.37	2.83	2.16	3
Willingness of the officer/ implementers to render services	1.50	1.37	2.66	1.41	3
Sub-Aggregate	1.41	1.33	2.38	1.8	3.11
Total Aggregate Across Scheme	2.0				

The Overall Score for Systemic Response across the five schemes is 3.03/5 for TG and 2/5 for FSWs on this parameter. Purely in terms of rating, they can be characterized as Partial Satisfactory for TG and Poor for FSW.

- The sub-aggregate is at least closer to average (score 3) for TGs, but it is mostly below that and closer to (score 2) for FSWs. This shows higher sense of betrayal and non-co-operation by the system.
- Community dissatisfaction becomes clear from the score on the indicator of willingness to render services, which is poor or below poor. Thus the systemic apathy gets reinforced as and when community members engage with it in an effort to get the schemes.
- Unwillingness to engage is the rule for officers. The community has to persist, often endlessly, with the officials to get them to act.
- 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.
- 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

Transgender:

Score Indicators	Scores For				
	Pension	Housing	Aadhar Card	Ration Card	Voter Card
Empathy towards sex workers	1.83	2.66	2.66	3.25	2.83
Being innovative in reaching out to the hidden sex workers	1.16	1.16	0.50	1.50	3.50
Sub-Aggregate	1.49	1.91	1.58	2.37	3.16
Total Aggregate Across Scheme	2.10				

FSW:

Score Indicators	Scores For				
	Pension	Housing	Aadhar Card	Ration Card	Voter Card
Empathy towards sex workers	1.25	1.12	2.83	0.88	2.83
Being innovative in reaching out to the hidden sex workers	1.25	0.50	1.83	0.88	2.0
Sub-Aggregate	1.25	0.81	2.33	0.88	2.41
Total Aggregate Across Scheme	1.53				

The Overall Score on special efforts needed to ensure inclusiveness across the five schemes is 2.10/5 for TG and 1.53/5 for FSWs, which are Poor for TGs and below Poor for FSWs.

- 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 Voter ID and Aadhar to enumerate all seekers may have helped get past some barriers in the way the official structures view the sex worker or TG. In schemes like Ration Card, Pension and Housing the FSW must access only as 'poor' and their specific vulnerabilities does not get recognized and properly addressed.

REDRESS OF GRIEVANCES – FRAMEWORK, EFFECTIVENESS

Transgender:

Score Indicators	Scores For				
	Pension	Housing	Aadhar Card	Ration Card	Voter Card
Formal or informal way of file or air grievance/ Popularizing the Grievance Redress Body	1.83	2.26	1.50	2.66	0.75
Responsiveness of the individual or body / Enabling the user to actively approach the body	2.0	1.50	0.50	2.66	0.75
Sub-Aggregate	1.91	2.08	1	2.66	0.75
Total Aggregate Across Scheme	1.68				

FSW:

Score Indicators	Scores For				
	Pension	Housing	Aadhar Card	Ration Card	Voter Card
Formal or informal way of file or air grievance/ Popularizing the Grievance Redress Body	3.25	2.50	2.33	3.16	2.33
Responsiveness of the individual or body / Enabling the user to actively approach the body	1.50	1.25	2.16	0.50	2.50
Sub-Aggregate	2.37	1.87	2.24	1.83	2.41
Total Aggregate Across Scheme	2.14				

The Overall Score on grievance redress across the five schemes is 1.68/5 for TG and 2.14/5 for FSWs, which are below Poor for TGs and Poor for FSWs.

- As the scores point out there is on an average poor awareness on existing redress mechanism and preparedness to make use of them. Still the FSW respondents have good level of knowledge for redress mechanism for Pension and Ration, which means they have used them. But, as the scores indicate, responsiveness of these mechanisms is poor to below poor. This is a serious cause for concern that needs to be addressed with the government.
- 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.

“Community representatives, know that they are eligible for certain Government schemes and they are able to apply for certain schemes. But they find it difficult without the knowledge on whom to approach and how to follow it up when the applications are not moving”- Ms. Meera Raghavendra, Community Expert, Andhra

“There is strong need for a facilitation process to link the Government officials with the community members. Though the schemes are meant for everyone, there are certain peculiar challenges faced by the community in accessing them. It is therefore important to have regular interactions between Government departments as well as the community members to share with each other and look for solutions”- Ms. Kousalya, Positive Women Network, Chennai.

“There is a lot of fear of being discriminated and the issue of their identity being revealed which is preventing many of the women and transgender persons to access the schemes. Housing schemes tend to be very important for the transgender community but they are unable to avail it because of the criteria that they should be owning land in their name”- Dr. K. Shanmuga Velayutham, For you Child, Chennai.

In Tamil Nadu, the Government schemes are planned to help the marginalized and poor communities but only those who are aware of these schemes and have the patience to follow it up managed to get the schemes. There are no specific efforts made by the Government to reach out to hidden community members which is also a huge challenge”- Ms. Ruby Thiyagarajan, Salem

“There are many not so happy experiences faced by these community members who are often conned by middle men or brokers who promise them to get some financial assistance from the Government. At the same time, many community members lose their hope in accessing a scheme when they are asked to come back after a few days to know the status, as they usually hit a dead end”- Mr. Nayagam, Social Awareness Cultural Society, Salem.

COMMUNITY SCORE CARD - KEY POINTERS

The Community Score Card for TG and FSW community panels reveal that on three major parameters such as:

- Core Processes such as accessibility, implementation, user-friendliness, follow-up and delivery
- Scheme Suitability- Some of the community members are not able to access certain schemes as they either don't meet the criteria (owning a land for availing the Green house scheme), or lack the required documents.
- Official response – roll out, execution, attitude-The scores for TGs were 3.28, 3.07 and 3.03 respectively. The scores for FSWs were 2.77, 3.07 and 2.00 respectively.

- Both these set of scores can be best rated as “average 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.
- On the parameters such as “empathy” towards TGs and “grievance redress” we find that scores were as low as 2.10 and 1.68 respectively. And a similar set of scores for sex workers were as low as 1.53 and 2.14 respectively.
- 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 was the role of CBOs and Single Window, as the community could see the benefits and services and also changes in the approach manner.
- No formal grievance redress system is available for the community; they have to approach everyone from the village to respond for everything.