Banking
On the potentials

Kudumbashree

State Poverty Eradication Mission
Local Self Government Department
Government of Kerala

September 2002

Review Mission for the Royal Netherlands Embassy, New Delhi

Sara Ahmed, (permanent address) 3, Concorde Apts. Bullock Rd. Bandstand, Bandra (W), Mumbai-400 050, India Tel: (91-22) 6426226, 6441322 Temporary (91-2692) 61427 Email: sarahmedin@yahoo.co.in

Tapas Datta, Unicef India Country Office, Unicef House, 73 Lodi Estate, New Delhi-110 003, India Tel: (91-11) 4690401 Extn. 1355 Fax: (91-11) 4627521, 4691410 Email: tdatta@unicef.org

Subhash Mittal, SMA Management Services (P.) Ltd. 512-A, Deep Shikha, 8 Rajendra Place, New Delhi-8, India Telefax: (91-11) 5722044, 5817157, 5821088, Res. 7564561 Email: sma@vsnl.com, sma_1@id.eth.net

Jan Reynders, Van Merlenstraat 77, 2518 TD, Den Haag, The Netherlands Tel: (31-70) 3600597 Fax: (31-70) 3653410 Email: reynders.jan@net.HCC.nl

Hina Shah, ICECD, E-1/41, Sterling City, Bopal Ahmedabad-380 058, India Tel: (91-79) 3732039/059/082/527 Fax (91-79) 3732530, 5500066/124 Email: intcentre@icenet.net, mail@icece.org

Review Mission of Kudumbashree, Kerala's State Poverty Eradication Mission

Acknowledgements

The Mission Team wishes to thank all staff members of Kudumbashree, who gave their time to talk with us, individually and as a team. They explained the activities undertaken by Kudumbashree to date and explained their views on the development of the mission and its programmes, indicating its strengths and weaknesses. They have provided us with lots of information and documents and took us around showing different programme activities. They accommodated our travel and meeting needs on a tight schedule, beyond office hours and even during holidays. We wish to thank them for their time spent with us in workshops, meetings and field visits during their own busy schedules.

We highly appreciate the time GoK officials at State level could spare for us to explain the government position on poverty eradication programmes and their role in decentralised rural and urban development planning. We thank the RNE representative for sharing with us the Embassy views on support to the state of Kerala.

We would also like to thank all the women and men whom we talked with 'in the field': members of different NHGs, ADSs and CDS, GP representatives, researchers, journalist, politicians, different Micro Enterprise groups and a Balwadi group receiving us during their regular meetings or at their work place or scheduling special meetings for our visit. We highly appreciate their patience even waiting for us when we got delayed.

Our thanks to the staff of the NGOs in different places in the state, with whom we could discuss their own approaches, programmes and their views on relating to and co-operating with Kudumbashree.

In order to reach the maximum clarity with regard to the issues at stake within Kudumbashree we held workshops, discussions and individual interviews. We are grateful to all our discussion partners for their frankness, (self-) critical views on the programmes and their motivation to move forward. If we have upset anyone through our questions, or (mis-) understanding of words, we wish to apologise.

We wish to state here that we, as independent consultants, have no personal stake in Kudumbashree, RNE or GoK. As a Review Team, we are not interested in Kudumbashree as a poverty eradication mission per se, but in the role Kudumbashree and possibly RNE as donor agency, can play in strengthening the capacities of the rural and urban poor women and the communities to which they belong in their socio-economic empowerment, gender justice and improvement of the quality of their life. We consider the existence of the Kudumbashree Mission an important function in this process, a means but not an end in its own right.

This report and possible mistakes, omissions, misquotations or otherwise are the sole responsibility of the appraisal team.

September 2002

Sara Ahmed Subhash Mittal Hina Shah Jan Reynders

Review Mission of Kudumbashree, Kerala's State Poverty Eradication Mission

| | Execu | tive Summary | 1 | | | |
|--------------------------|--|---|--|--|--|--|
| 1 | Backg | Background to the Kudumbashree appraisal cum formulation mission | | | | |
| 2 | Object | ctives of the Review, composition of the Team and methodology | | | | |
| 3 | Analy 3.1 3.2 3.3 3.4 3.5 | sis of the Kerala context The Kerala Model of Development Poverty and Livelihoods in Kerala The Gender Paradox in Kerala Decentralisation The Role of Civil Society in Kerala's Development | 77 77 88 9 11 12 | | | |
| 4 | Kudur 4.1 4.2 | mbashree Genesis of the Mission Mission and strategy | 15 15 16 | | | |
| 5 | 5.1 5.2 5.3 5.4 5.5 5.6 | The three tier system of organising poor women 5.1.1 Neighbourhood Groups: NHG 5.1.2 Area Development Society: ADS 5.1.3 Community Development Society: CDS Training and orientation Kudumbashree as State Urban Development Agency Micro Enterprise Development 5.4.1 Conceptualisation and approach of Kudumbashree 5.4.2 Micro Enterprises: reported outcome and observations 5.4.3 Micro Enterprise Development Training Programme 5.4.4 Micro Enterprise Development: strengths and weaknesses 5.4.5 Kudumbasree's role in Micro Enterprise capacity building Empowering women Linkages with NGOs and other civil society institutions | 17 17 17 21 23 26 26 26 26 28 30 31 32 34 | | | |
| 6 | Organ 6.1 6.2 | isational capacities of Kudumbashree Structure and staffing Systems in place | 41 41 42 | | | |
| 7 | Fundi | ng for development and poverty eradication | 45 | | | |
| 7.1 | Fund a 7.2 7.3 | availability for the Kudumbashree Mission The NABARD bank linkage Fund flows | 45 47 48 | | | |
| 8 | Risks | and challenges for the future | 49 | | | |
| 9 | Concl | usion and recommendations for RNE support | 53 | | | |
| Refero Apper Apper | ndix 1 | Terms of Reference Itinerary, programme and agencies/persons met The Kerala context | 56 57 62 65 | | | |

Abbreviations and acronyms used

ADS Area Development Society

CDS Community Development Society

Crore ten million

DWCUA Development of Women and Children in Urban Areas EDII Enterprise Development Institute India, (Ahmedabad)

GoK Government of Kerala GoI Government of India

GoN Government of the Netherlands

GP Gram Panchayat

HDI Human Development Index

HO Head Office

IGA Income Generating Activity

IRMA Institute of Rural Management, Anand

Lakh ten thousand

LSG Local Self Government

LSGI Local Self Government Institutions

ME Micro Enterprise

MED Micro Enterprise Development

Review Mission The team contracted by RNE to undertake the Review

MoU Memorandum of Understanding NGO Non Governmental Organisation

NHG Neighbourhood Group NRI Non Resident Indian

PIP Performance Improvement Programme

PPC Peoples Plan Campaign
PRA Participatory Rural Appraisal
PRI Panchayat Raj Institutions
QANGO Quasi Autonomous NGO
RIS Repayment Information System
RNE Royal Netherlands Embassy

Rs (Indian) Rupees
RSI Repetitive Strain Injury
SC Scheduled Caste
SHG Self Help Group

SJSRY Swaran Jayanti Shehari Rozgar Yojana

ST Scheduled Tribe

SUDA State Urban Development Agency

ToR Terms of Reference ULB Urban Local Body

USEP Urban Self-Employment Programme
UWEP Urban Wage Employment Programme