

**AID AND BEYOND:
FARMERS, FACILITATORS, AND THE POLITICS OF
PARTICIPATION IN THE STATE OF KERALA**

MINI K



**DEPARTMENT OF HUMANITIES AND SOCIAL SCIENCES
INDIAN INSTITUTE OF TECHNOLOGY DELHI**

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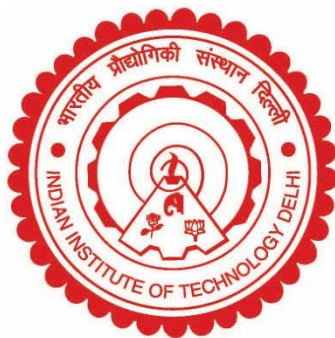
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DEPARTMENT OF HUMANITIES AND SOCIAL SCIENCES

Submitted

in fulfilment of the requirements of the degree of Doctor of Philosophy

to the



INDIAN INSTITUTE OF TECHNOLOGY DELHI

OCTOBER 2019

Laxmi,

The guiding light of my life,

I dedicate this thesis to you...

Certificate

This is to certify that the thesis entitled “**Aid and Beyond: Farmers, Facilitators, and the Politics of Participation in the State of Kerala**” being submitted by **MINI K** to the Department of Humanities and Social Sciences, Indian Institute of Technology Delhi for the award of the degree of **DOCTOR OF PHILOSOPHY**. This thesis is a record of bonafide work carried out by her under my guidance and supervision. In my opinion, the thesis has reached the standards fulfilling the requirements for submission relating to the degree.

The results contained in this thesis have not been submitted to any other University/ Institute for the award of any degree or diploma.

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Abstract

“Aid and Beyond: Farmers, Facilitators, and the Politics of Participation in the State of Kerala” is an autoethnographic account of a participatory agricultural development intervention in the south Indian state of Kerala, called Kerala Horticulture Development Programme (KHDP), which was executed with the European Union aid. It was eventually institutionalized and scaled up as a governmentally organized company called the Vegetable and Fruit Promotion Council Keralam (VFPCCK), where the author worked for more than a decade. Drawing from the anthropology of the state, and following the actors with the help of Actor-Network Theory, the arguments have been and expressed using a largely autoethnographic narration. Imagining development as a historically situated process, this thesis tries to deconstruct the philanthropic imagery of development aid, critically exploring the implications of the *tied* nature of such *aid*. In doing so, it critiques participation as a form of representation and control, but also tries to show that while ‘*doing participation*’ and using the *language of participation*, hitherto unknown spaces are created by such interventions that have the potential for emancipatory transformation. This thesis approaches ‘empowerment’ as a neoliberal articulation of self-governance and presents the outcomes of such interventions as *network effects*, produced by entangled networks formed by multiple human and non-human actors, and shaped by a complex amalgam of seemingly unrelated and often unpredictable factors. As a result of tracing the shifting power relationships in a bureaucratized network, this thesis proposes that ‘*limits to empowerment*’ are embedded in the process of ‘doing participation’ itself. By questioning the binaries of *bottom-up* and *top-down*, and presenting the absolute “bottom-up” approach as *a mirage*, it shows how they dovetail together in practice. Finally, this study, by deconstructing the monolithic imagery of the state, builds upon the idea of the state as a *multi-dimensional, multi-compositional, and multi-functional amorphous installation*. It argues that the idea of participation is a vehicle for state formation, where the *mirage of self-governance* is being used in state building as a beacon for ensuring participation.

सार

"सहायता और परे : किसान, फसीलिटेटर्स, और केरल राज्य में पर्तिसिपेशन की राजनीति" दक्षिण भारतीय राज्य केरल में एक सहभागी कृषि विकास इंटरवेंशन का एक ऑटोएथनोग्राफिक व्याख्यान है, जिसे केरल बागवानी विकास कार्यक्रम (केएचडीपी) कहा जाता है और जिसे यूरोपीय संघ की सहायता से निष्पादित किया गया था। अंततः इसे संस्थागत रूप दिया गया और एक सरकारी रूप से संगठित कंपनी के रूप में शुरू किया गया जिसे सब्जी और फल संवर्धन परिषद केरलम (VFPCCK) कहा जाता है, जहाँ लेखक ने एक दशक से अधिक समय तक काम किया। ऐन्थ्रोपॉलॉजी ऑफ़ द स्टेट और ऐक्टर-नेटवर्क थ्योरी की मदद से 'ऐक्टर्स' का अनुसरण करते हुए, तर्कों का निर्माण किया गया है और एक बड़े पैमाने पर ऑटोएथनोग्राफिक कथन का उपयोग करके इसका वर्णन किया गया है। विकास को एक ऐतिहासिक रूप से स्थित प्रक्रिया के रूप में देखते हुए, और विकास सहायता के बधित स्वभाव की समीक्षा करते हुए, यह थीसिस विकास- सहायता की परोपकारी छवि को खंडित करने का प्रयास करती है। ऐसा करते हुए, यह 'पर्तिसिपेशन' को प्रतिनिधित्व और नियंत्रण के रूप में देखे जाने की समीक्षा करती है, लेकिन यह भी दर्शाती है कि 'पर्तिसिपेशन' करते हुए और 'पर्तिसिपेशन' की भाषा का उपयोग करते हुए, ऐसे इंटरवेंशंस के माध्यम से अब तक अज्ञात अवसरों को रूप मिलता है जिनमें परिवर्तन लाने की क्षमता हो सकती है। यह थीसिस 'एमपोवरमेंट' को स्व-शासन की एक नीओ-लिबरल अभिव्यक्ति के रूप में देखती है और इन इंटरवेंशंस के आऊटकम्स को नेटवर्क इफ़ेक्ट्स के रूप में देखती है, जो की कई ह्यूमन और नॉन-ह्यूमन ऐक्टर्स के एंटेगल्ड नेटवर्क्स द्वारा निर्मित है। यह नेटवर्क्स असंबंधित और अप्रत्याशित कारणों के एक जटिल समामेलन द्वारा आकार लेते हैं। एक ब्युराक्रटायज़्ड नेटवर्क में सत्ता के संबंधों का अनुरेखन करने के परिणामस्वरूप, यह थीसिस प्रस्तावित करती है कि 'एमपोवरमेंट की सीमाएँ' स्वयं 'पर्तिसिपेशन' करने की प्रक्रिया में अंतर्निहित हैं। बॉटम-अप और टॉप-डाउन के दोहरेपन पर सवाल उठाते हुए, और पूर्ण "बॉटम-अप" दृष्टिकोण को एक मिराज़ के रूप में पेश करते हुए, यह दिखाती है कि व्यावहारिक स्तर पर वे एक साथ कैसे काम करते हैं। अंत में, यह अध्ययन, 'स्टेट' की अखंड छवि को विघटित करके, स्टेट की संकल्पना को एक मल्टी-डिमेंशनल, मल्टी-कोमपोसीशनल, मल्टी-फ़ंक्शनल एमॉर्फ़स इन्स्टालेशन के रूप में समझती है। यह तर्क देती है कि पर्तिसिपेशन राज्य गठन का एक वाहन है, जहां सेल्फ़ गवर्नन्स रूपी मिराज़ का उपयोग राज्य निर्माण में भागीदारी सुनिश्चित करने के लिए एक प्रकाशस्तंभ के रूप में किया जाता है।

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List of Abbreviations

| | |
|-----------|---|
| ACP | African, Caribbean and Pacific Group of States |
| AGM | Annual General Meeting |
| ALA | Asia and Latin American states |
| AM | Assistant Manager |
| ANT | Actor-Network Theory |
| APC | Agricultural Production Commissioner |
| APEDA | Agricultural & Processed Food Products Export Development Authority |
| CBSE | Central Board of Secondary Education |
| CEC | Commission of the European Communities |
| CEO | Chief Executive Officer |
| CTCRI | Central Tuber Crop Research Institute |
| DAC | Development Assistance Committee |
| DM | Deputy Manager |
| DoA | Department of Agriculture |
| EC | European Commission |
| ECU | European Currency Unit |
| EEC | European Economic Community |
| EU | European Union |
| GO | Government Order |
| GoI | Government of India |
| GoK | Government of Kerala |
| FIB | Farm Information Bureau |
| HORTICORP | Kerala State Horticultural Products Development Corporation Limited |
| HRC | Horticultural Research Centre |
| IFS | Indian Forest Service |
| IMF | International Monetary Fund |
| IPDM | Integrated Pests and Diseases Management |
| IPS | Indian Police Service |
| ISPK | Indo-Swiss Project Kerala |
| KAMP | Kerala Agricultural Marketing Project |
| KAU | Kerala Agricultural University |

| | |
|--------|---|
| KDHP | Kanan Devan Hills Plantations Company Pvt. Ltd (2005) |
| KDHP | Kanan Devan Hills Produce Company (1897) |
| KHDP | Kerala Horticulture Development Programme |
| KHPDC | Kerala State Horticultural Products Development Corporation Limited |
| KLDB | Kerala Livestock Development Board |
| MF | Master Farmer |
| MIC | Marketing Information Centre |
| MIS | Management Information System |
| MTRM | Mid-term Review Mission |
| NABARD | National Bank for Agriculture and Rural Development |
| NACPL | Nadukkara Agro Processing Co. Pvt. Ltd |
| NATO | North Atlantic Treaty Organization |
| NSC | National Seed Corporations Limited |
| ODA | Official Development Assistance |
| PARG | Project Area Resource Group |
| PFA | Pineapple Farmers' Association |
| PLA | Participatory Learning and Action |
| POTUS | President of the United States |
| PPI | Project Planning and Implementation |
| PPM | Project Planning and Monitoring |
| PPP | Public-Private Partnership |
| PRA | Participatory Rural Appraisal |
| PRS | Pineapple Research Station |
| PSP | Participatory Seed Production |
| PTD | Participatory Technology Development |
| SHG | Self Help Group |
| SKS | Swashraya Karshaka Samithi |
| SPP | Seed Processing Plant |
| TNAU | Tamil Nadu Agricultural University |
| UN | United Nations |
| USAID | United States Agency for International Development |
| VAFPCL | Vazhakulam Agro and Fruit Processing Co. Ltd (former NAPCL) |
| VFPCCK | Vegetable and Fruit Promotion Council Keralam |