

The Localization Model

A Comprehensive Framework For
Community-Led Development



List of Acronyms

BLCC	Block Level Coordination Committee	LA	Local Administration
BLTF	Block Level Task Force	LSDG	Local Sustainable Development Goals
CAG	Comptroller and Auditor General	MGNREGS	Mahatma Gandhi National Rural Employment Guarantee Scheme
CBO	Community-Based Organizations	NRLM	National Rural Livelihood Mission
CLC	Community Learning Centres	PMU	Project Management Unit
CLF	Cluster Level Federation	PRI	Panchayati Raj Institutions
CLF-HR	Cluster Level Federation Human Resource	PTA	Parent-Teacher Association
CSO	Civil Society Organization	PVAC	Panchyat Vigilance and awareness campaign
CV	Change Vectors	SDG	Sustainable Development Goals
DLCC	District Level Coordination Committee	SHG	Self-Help Groups
DoPR	Department of Panchayati Raj	SMC	School Management Committees
ER	Elected Representatives	SIRD	State Institute of Rural Development
FLW	Front Line Workers	ToT	Training of the Trainers
GP	Gram Panchayat	TRI	Transform Rural India
GPCC	Gram Panchayat Coordination Committee	VDP	Village Development Plan
GPDP	Gram Panchayat Development Plan	VHSNC	Village Health, Sanitation, and Nutrition Committee
HoD	Head of Department		

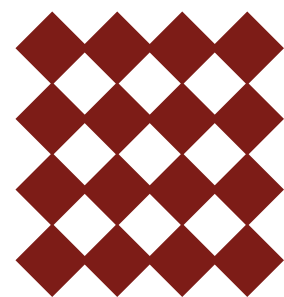


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Section A

Snapshot

The Localization Model

A Comprehensive Framework for Community-Led Development

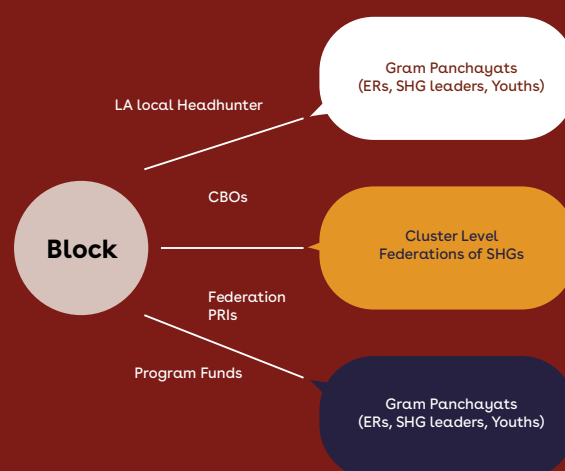
Decentralized planning: The policy and the practice

Despite progressive policy efforts aimed at decentralization and empowering Panchayati Raj Institutions (PRIs) for community-led development in India, significant gaps persist in the planning and execution phases.

This discrepancy between policy intentions and on-ground reality hampers the ability of communities, especially in tribal areas, to effectively shape their development trajectory, highlighting a pressing need for models that bridge these gaps genuinely empower local governance structures.

The Locality Compact

TRI launched the Localization Model in Rajpur, Madhya Pradesh in 2017 to empower communities through decentralized planning and enhance local governance, aligning with Sustainable Development Goals (SDGs). This initiative establishes 'Locality Compacts' to drive community-led development. The district of Barwani, known for its socioeconomic challenges and diverse tribal communities, was chosen for piloting this model. The Localization Model fosters a collaborative framework between Panchayati Raj Institutions (PRIs), Community-Based Organizations (CBOs), and Local Administration, aiming to boost women's participation in governance and catalyze sustainable community transformation.



Operational Framework

Stages	Steps	Goals and Actions	Timeline	Actor network involvement
Foundation and Planning	Analysis and Insights	Conduct a needs assessment and gap analysis to understand community needs and system deficiencies.	Months 1-3	Initial engagement of LA-CBO-PRI, setting stage for collaboration.
	Community Visioning	Engage SHGs, VOs, and PRIs to develop a shared community vision aligning with goals and aspirations.	Months 2-6	CBOs lead the visioning process, with PRIs and LA providing support and endorsement.
	Community Catalysts	Onboard and train community change vectors, youth volunteers, and CLF-HR for thematic interventions and leadership.	Months 4-8	Introduction of catalysts, including change vectors from SHGs and youth volunteers.
	Expert Support	Create toolkits and modules for capacity building across themes of planning and governance and thematic interventions.	Months 4-8	Expert trainers and specialists provide resources and knowledge to CBOs, PRIs, and catalysts.
Action and Integration	Strategic Community Interventions	Implement community-led initiatives for social and behavioral change, planning and governance, health, education, entitlements, and public service delivery.	Months 8-12	Active involvement of the LA-CBO-PRI triad in executing strategic interventions.
	Administrative Ecosystem	Activate/ Establish coordination platforms (GPCC, BLCC, DLCC) for effective collaboration between the community and administration.	Months 1-12 (Continuous process)	Strengthening of administrative networks and integration of support units at various levels.
Evaluation and Expansion	Monitoring and Evaluation	Monitor and evaluate the interventions, align strategies with community feedback.	Ongoing, with formal reviews annually	All actors participate in reflection and assessment to inform continuous improvement.
	Scaling and Replication	Assess the model's success for scaling and replicating in other regions.		Leadership teams, including CBOs, PRIs, LA, and catalysts, focus on adapting and expanding the model.

The Key Actors

1. Community

- Change Vectors - 539
 - a. Health Change Vector - 177
 - b. Governance Change Vectors: 194
 - c. Education Change Vectors - 168
- Youth volunteers - 257
- Cluster Level Federations: 03
- Village Organisation: 79
- Self Help Groups: 1365

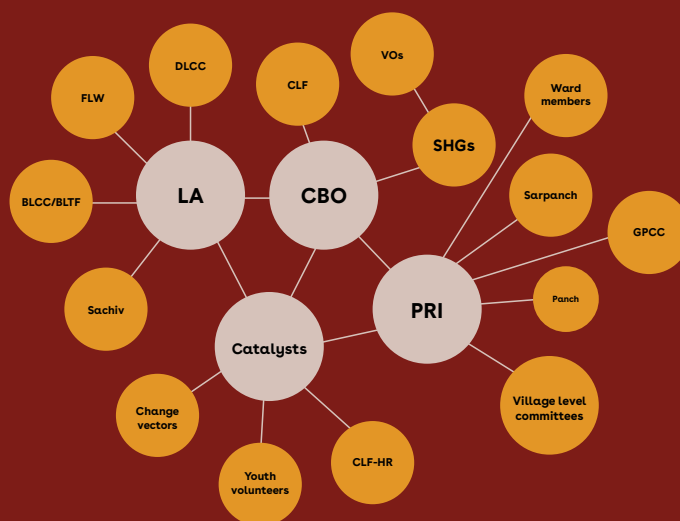
2. Local Administration

- Front Line Workers: 427
- Panchyat secretaries - 41
- Block official: 20+
- District officials: 30+

3. Panchyati Raj Institutions

- Sarpanch: 53
- Ward Members - 920

Actor-network



Impact in Rajpur

Decentralised Planning

1. The Key Actors in Rajpur Localization Model Gram Sabha:

- Overall Participation - 85%
- Participation of women increased by 50%

2. Participation in Local governance:

- SHG Women contested - 610
- SHG Women/ Youth volunteer Sarpanch Elected: 31
- SHG Women/ Youth volunteer Ward Members Elected: 531

3. Locality compact development: 80% of the intervention villages

4. Enhanced GPDP Integration: Sector Coverage Grew from 3-4 to 19-20

5. Quantum of the plan: ~ 71 Cr. (2020-2022)

6. Translation of Plan: Increased from 18% to 55%

7. Financial Utilization:

- 40% of funds from 15th finance commission grants and 61% from MGNREGA are effectively used.

System Strengthening

1. Coordination and convergence Platforms – Formation and /or Regularisation of:

- Gram Panchayat Coordination Committee (GPCC)
- Block Level Coordination Committee (BLCC)
- District Level Coordination Committees (DLCC)

2. Training and capacity building:

- ~5000 PRI members, officials, and front-line workers trained in the district
- 52 district officials and 313 block officials trained on Gram Panchayat Development Plan (GPDP)
- Gram Sabha awareness campaign in all the 79 villages, training of all the ERs of 54 GPs of Rajpur

- 539 CVs trained on Health, Governance & Education
- 71 Women panchayat representatives trained

3. Data systems: Backend support systems developed to support state government

- Badlav Yojna portal developed to track Village Development plans
- Data tracking sheets developed to assess the quality of GPDP
- 100% VDPs tracked

Social indicators

1. Social Protection schemes:

- 95% Entitlement Saturation in 39 villages

2. Health:

- Institutional Delivery up by 80%
- Immunization reported up to 90%

3. Malnutrition:

- 90% of villages malnutrition free
- severe malnutrition in only 1% of children aged 0-5
- 95% immunization rate in children aged 12-23 months.
- Enhanced infrastructure in 60% of Anganwadi Centres

4. Education:

- 40 CLC established and managed by community
- Infrastructure upgrades with half of the schools now having boundary walls and 70% separate toilets
- SMC constituted in 100% Schools
- SMC regularisation in 92% schools

5. Livelihood:

- 7173 Sanctions for Government Livelihood Schemes
- 8744 Sanctions Granted for MGNREGS - IBS Schemes

6. Community Asset creation:

- 246 assets created

Impact at a glance

Better Processess

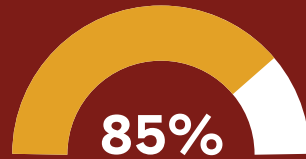


Responsive Elected
Representatives

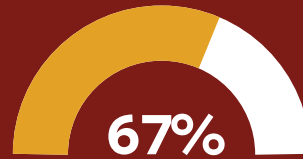


Improved access to gram panchayat
offices and community - government
interface in health & education

Vibrant gram sabha

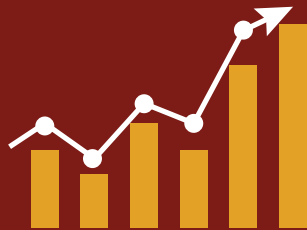


Participation in gram sabha

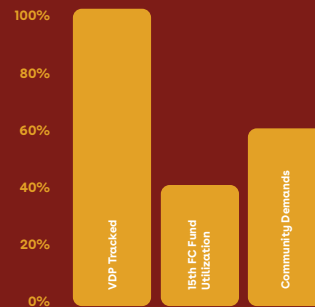


Elected representatives from
community institutions

Enhanced Efficiencies



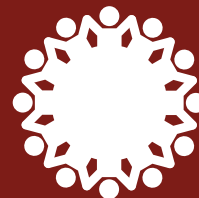
Increased convergence community
action and zero budget activities



Improved Outcomes



Social Protection Scheme Saturation



SMC Constitution



Enhanced Child Learning
Levels and Infrastructure
in Schools



Malnutrition Free Villages



Anganwadi Centers Improved

Section B

Comprehensive Overview

Prologue

Community-led development has long been a key component of development discourse, with the importance of Panchayati Raj Institutions being underscored by policymakers, scholars, and practitioners. Various initiatives by the government and civil society have been taken to strengthen community-led development.

This document discusses 'The Localization Model', a strategic framework designed to address the existing gaps in the community-led development approaches which have created a disconnect between community aspirations and developmental actions. The model was first implemented in Rajpur block of Badwani district in Madhya Pradesh, India.

This model advocates for an integrated approach to development, promoting synergistic collaboration among PRIs, Community-Based Organizations (CBOs), and local administrative bodies. The goal is to ensure that women and marginalized communities play a pivotal role in local governance, contributing to a more democratic and inclusive development planning process.

"The 'Localization Model,' functioning at the intersection of the triad comprising Community-based Organizations, Panchayati Raj Institutions, and Local Administration, has shown the potential to revolutionize local governance structures and community engagement mechanisms. It has demonstrated that targeted coordination and empowerment strategies can facilitate the community-led identification and resolution of developmental challenges, leading to tangible improvements in local governance and community well-being.

The Localization Model is not only a framework for achieving localized sustainable development goals but also as a scalable and adaptable mechanism for fostering self-sufficiency and prosperity across India's rural landscape. It calls for sustained momentum through continuous capacity building, improved communication, and deeper administrative understanding, aiming to empower communities to take charge of their development trajectory.

This document is crafted for government officials at the national, state, and local levels. It is designed to enhance their comprehension of the facilitation of community-led development through the use of the locality compact. The document provides a detailed exposition of the processes, frameworks, and impacts of the localization model.



Community-Led Development

Community Led development: The need and current status

Community-led development is a critical aspect of governance in India, with a strong emphasis on decentralization and empowering local communities through institutions like Panchayati Raj Institutions (PRIs). The Constitution of India recognizes PRIs as institutions of local self-government, highlighting the importance of grassroots participation in the development process.

In recent years, there has been a concerted effort to push for decentralized planning and enhance community participation in decision-making. Initiatives such as the People's Plan Campaign and the inclusion of Village Poverty Reduction Plans prepared by women collectives in Gram Panchayat Development Plans (GPDPs) have aimed to give communities a more prominent role in shaping their development agendas.

Despite these efforts, there are still gaps in planning and implementation, particularly in terms of prioritizing thematic issues and fostering community action agendas within GPDPs. Recognizing these gaps, TRI has conceptualized the 'Localization Model' to address the shortcomings and enhance community ownership of the development process.

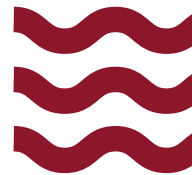
The Localization Model, as exemplified in the case of Rajpur, focuses on creating an enabling ecosystem for community-led development. It involves robust coordination mechanisms between PRIs, Community-Based Organizations (CBOs), and local administration, collectively forming what is termed as the **Locality Compact**. This approach aims to elevate the active participation of women in Gram Sabhas and empower communities to voice their concerns and formulate their own development plans.

Key components of the localization framework include developing awareness, building capacities, and promoting engagement at multiple levels of demand, delivery, and supply. By intertwining the efforts of PRIs, CBOs, and local administration, the localization model has emerged as a pioneering intervention in community-led development, catalyzing the democratization of the planning process and redefining the dynamics of local governance

The GPDP currently suffers from lack of information on the Resource Envelope of Central and State Government programmes planned for implementation in the GP area, lack of data for planning, monitoring of outcomes. Undoubtedly, the GPs come up with a long list of works in the GPDP, with a heavy bent on infrastructure, with little reflection on various socio-economic and environmental aspects that are integral to their overall status on the development scale. The lack of requisite information is therefore leading to lopsided development even within a Panchayat.

*- Panchayat Development Index
Committee Report – 2023, GoI*





The Locality Compact

A The Locality compact and Deep community engagement model

The **Deep Community Engagement** model is co-developed by TRIF with National Rural Livelihood Mission. The approach focuses on building a "locality-compact" anchored around women's leadership, providing access to public services and entitlements impacting quality of life. The step-by-step process of engagement with community collectives (CLFs & VOs) and Panchayats is situated within the mainframe village-level planning and implementation framework. This approach demonstrates the underlying belief that communities can be **the drivers of change** that matters to them, collectives facilitate enhancement of the sense of agency, become aware of their needs, requirements, rights, and entitlements and proactively act to access. The approach translated into **localized action** centered around women's empowerment and strengthening Panchayati Raj Institutions are well placed to create change at population and locality level

B Constitution of the Locality Compact

Self-help groups are at the core of the locality compact. These groups evolve rapidly into community-based organizations, accumulating significant social capital along the way. They establish structured processes for regularly discussing local issues and accessing benefits through various schemes. Recently, efforts have been made to foster collaboration between self-help groups and Gram Panchayats, resulting in the creation of a cohesive ecosystem. National-level policies and directives have been implemented to activate this partnership.

Recognizing the importance of achieving social security mandates, local administration acknowledges the necessity of close cooperation between self-help groups and Gram Panchayats.

Gram Panchayats, as local governments, are constitutionally mandated to address goals of social justice and economic development. It is imperative to work with inclusive organizations serving the needs of the poor to effectively fulfil this mandate.

One of the key advantages of this model is its facilitation of upward collectivization and federation, empowering grassroots units while allowing them the autonomy to make local decisions. Based on our experiences at TRI, this model can be successfully implemented at the village, Panchayat, and block levels.

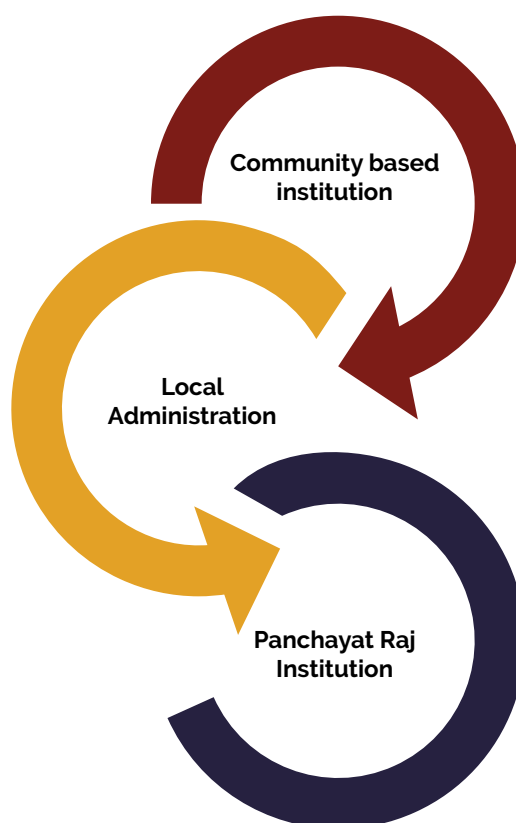


Figure 2: The Locality Compact



C Administrative unit of Compact

The administrative implementation of the Locality Compact is best facilitated at the Block level. This is because the Block serves as a centralized hub where Local Administration, Community-Based Organizations (CBOs), and Panchayati Raj Institutions (PRIs) are all present. Additionally, most Local Administration officials have a connection with the locality.

At the Block level, the process of Locality Development (LD) can be seamlessly integrated, and support systems can be efficiently planned. Additionally, thematic integration is feasible as most departmental headquarters are located

at this level. This allows for faster access to information and greater influence over decision-making processes.

The leadership of federations at the Block level can easily convene to discuss issues and provide support. Moreover, this level serves as a critical platform for initiating, nurturing, and sustaining volunteer efforts that align with the vision of the locality.

It is important to note that the Block unit is well-equipped to address the basic demands raised by grassroots-level Locality Compacts at the Village level.

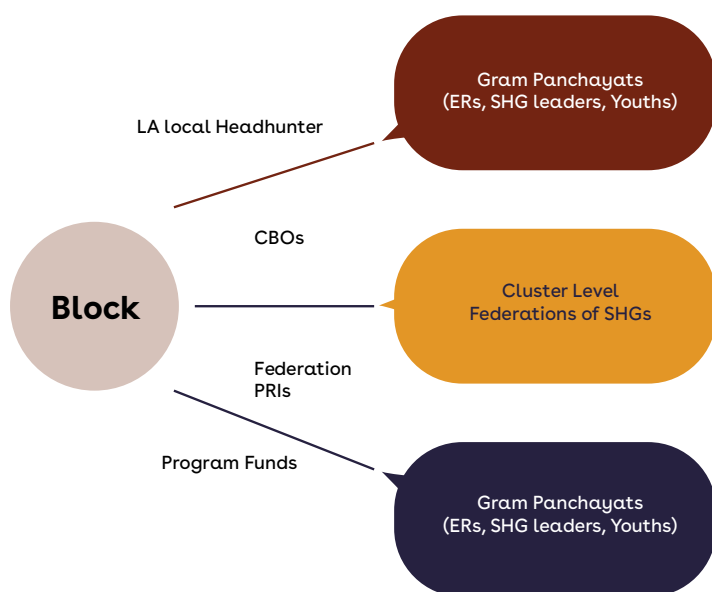
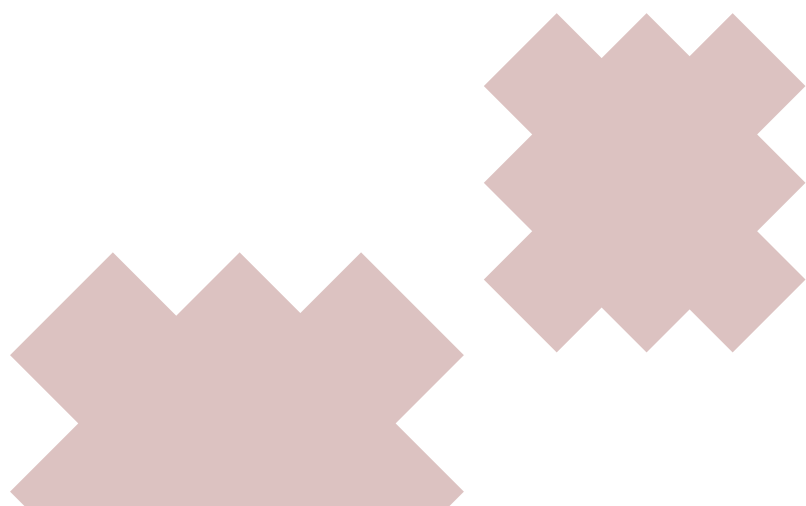


Figure 3: Administrative Unit of Locality Compact



Decentralization and Localization of Development

A

Status of Decentralization of Power in Madhya Pradesh

The success of community-led planning significantly relies on the support from an administrative framework that is effective not just in policy formulation but also in its implementation. Decentralization of power, especially at the Panchayat (local government) level, is fundamental in enabling this process. It allows local bodies to have more control and say in the planning and development processes that directly affect their communities.

The effectiveness of decentralization of powers is measured by the degree to which Funds, Functions, and functionaries have been devolved to local bodies.

The 3 Fs of Decentralization: Funds, Functions and Functionaries

73rd Constitutional Amendment empowers state governments to devolve powers to Panchayati Raj Institutions (PRIs) to transform them into institutions of self-government. Article 243 G specifically mandates the devolution of administrative and fiscal powers to PRIs to enable them to plan and implement development activities at the local level.

Effective decentralization requires the clear **delegation of roles and responsibilities (functions)** at each level of government, backed by sufficient **resources (funds) and staff (functionaries)**.

CAG Audit Report on Local Bodies for the year ended 31 March 2021 (Madhya Pradesh)

We noticed that the objective of 73rd CAA and PRI Act to strengthen the PRIs to make the devolution of power and responsibilities to PRIs to ensure their effective role in developmental activities and local self-governance could not be achieved due to the following reasons:

(i) None of the departments transferred functions as envisaged in Article 243G of 73rd CAA except seven functions already with PRDD.

(ii) None of the departments transferred functionaries/ officials under the control of PRIs even after 27 years.

(iii) None of the departments transferred their assets to PRIs.

We conclude that the objectives of 73rd Constitutional amendment could not be achieved so far as the functions, functionaries and funds were not transferred effectively to the PRIs as envisaged in the Act and they could not be transformed into institutions of self-governance even after lapse of 27 years since enactment of the Act

Madhya Pradesh, provides an interesting case study. It was ranked second in the devolution of funds to local bodies at the policy level, according to the Panchayat Devolution Index of 2014-15. This indicates that, at least in theory or policy, Madhya Pradesh has made significant strides in empowering its local bodies with financial resources.

However, a 2021 report by the Comptroller and Auditor General (CAG) of India highlighted challenges in the practical application of these policies. Despite policies being in place for decentralization, the translation of these policies into effective action faces obstacles. This discrepancy between policy and practice underscores the complexity of implementing decentralization in a way that truly empowers local communities, especially in regions with significant tribal populations where the governance structures are intended to be even more localized and sensitive to the needs and customs of the tribal communities.

B Localization of Development *The Rajpur Model*

TRI is dedicated to fostering equal opportunities across India, with a specific focus on empowering the bottom 100,000 villages through community-led development processes, particularly in central India. In 2017, recognizing the crucial role of decentralization and community ownership for sustainable development and in alignment with constitutional mandates, TRI launched the Localization Model in Madhya Pradesh. This initiative aims to enhance community engagement and local governance by introducing 'Locality Compacts'—a strategic approach to decentralize planning and empower communities to drive their own development, in line with the localization of Sustainable Development Goals (SDGs). Through these efforts, TRI seeks to catalyse multidimensional change and build flourishing localities governed by community-owned processes.

The state of Madhya Pradesh was selected for its distinct social structure, and potential for change given the supportive political and administrative structures and presence of civil society organizations. In Madhya Pradesh, 24 million people live in poverty and the Scheduled Tribes (ST) make up over a fifth of the state's population, predominantly dwelling in the southern, southwestern, and eastern regions. The 46 recognized Scheduled Tribes, including Baigas, Saharia, Bharia, Gonds, Bhil, Korku, Santia, Dhanuk, Panika, and Saur, form the intricate tapestry of tribal communities in Madhya Pradesh.

The district of Barwani was selected for the intervention. Barwani district, though blessed with fertile lands along the Narmada River basin, is among the most backward districts. Rajpur Block was chosen for intervention due to its predominantly poor and marginalized community, strong social capital in the form of community-based organizations (CBOs), and its inclusion in Mission Antyodaya. Rajpur was divided into three clusters—Rajpur, Julwaniya, and Palsud. Key intervention nodes included active engagement in Gram Sabha and Gram Panchayat, improving Intervention local governance efficiency, and instigating changes in social-normative behaviour.



In Rajpur, A cohesive coordination mechanism, the PRI-CBO-LA compact, was formed with the local administration. The project aimed to elevate the active participation of women in Gram Sabha, enabling them to voice issues central to women and, in consultation with the wider community, formulate a Village Development Plan. The project's localization framework was designed to create an enabling ecosystem by developing awareness, capacities, and engagement at the levels of demand, delivery, and supply.

The narrative of Nandgaon serves as an exemplar of the journey undertaken by the Localization model in Rajpur. This unfolding story is a testament to the model's levers of change, celebrating triumphs, absorbing invaluable lessons, navigating challenges, and poised for the next leap forward. Nandgaon's narrative encapsulates the essence of community-led transformation, echoing the broader story of the Localization model's evolution.

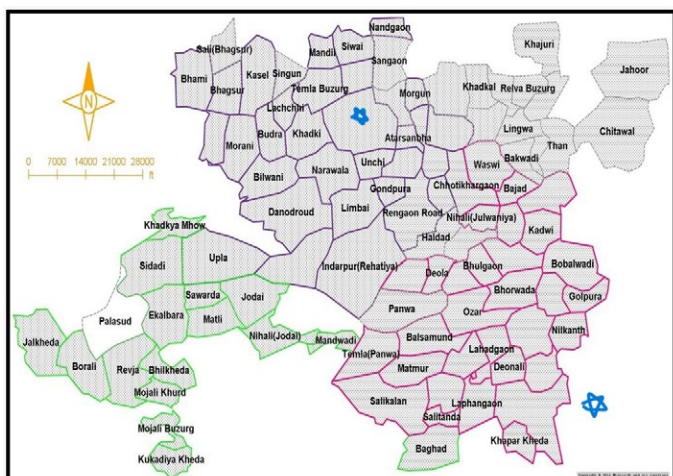


Figure 4: Intervention Map of Rajpur



The Narrative of Nandgaon

A case study of transformation

Nandgaon: Poised for the Next leap

Nandgaon serves as a textbook example of the forming–storming–norming–performing model of group development proposed by Bruce Tuckman (1965). It also stands out as the best illustration to comprehend the localization model adopted across the intervention villages in Rajpur block. Nandgaon came into NRLM fold in 2012, leading to the formation of 10 Self-Help Groups (SHGs) within the Panchayat. These groups continued to focus on saving and credit activities.

TRIF's intervention in Nandgaon commenced in 2018 with onboarding and visioning of SHGs, along with the selection of change vectors. Subsequently, training sessions covering themes like governance, education, and health were conducted for various community stakeholders, including PRI members, FLWs, SHG and VO members, and change vectors. The participatory village development planning process began shortly after, resulting in a well-articulated Village Development Plan (VDP) addressing service delivery issues and zero-budget activities in health, education, and asset creation. Most of the community's demands included in the VDP were gradually being fulfilled.

In the subsequent planning process in 2019, the focus shifted towards infrastructure projects, many of which were high-cost and were subsequently not included in that year's GPDP. Additionally, youth volunteers joined forces and worked extensively around access and entitlement to social security schemes, ultimately leading to the saturation of social protection scheme entitlements.

Until 2021, the community actively participated in the planning process with much ado and fervor. However, excitement waned as the VDP plans were not realized through the GPDP. Some of the infrastructure projects outlined in the GPDP were left incomplete due to a lack of budget available to the Gram Panchayat. The lack of information about budget availability and the planning process created issues, as high-cost infrastructure projects were proposed even when funds were unavailable in that particular year.



The community's patience wore thin, leading to a dispute between a section of the community and the Panchayat Secretary and revenue officer. This conflict resulted in the Panchayat Secretary filing a formal complaint citing safety threats from the community, and the Gram Sabha came to a halt. Villagers demanded the removal of the Panchayat Secretary, creating a stalemate.

Nandgaon now is poised for the next jump, and there is a need to initiate the loop of storming–forming–performing again to propel the community to the next level in democratizing development. The current knowledge has saturated for them, and addressing the larger question of community ownership of the development process is essential now."

Now, the crucial point is for the community to develop capacities to understand the planning and budgeting process in further detail. There is a need to build capacities to align plans with resource availability. Additionally, efforts should focus on enhancing communication between the PRI-CBO-LA compact and building an understanding of administrative procedures.

Foundational Principles of the Localization Model

A

Restructuring Systems for Sustainable Impact

Places to Intervene

TRI views "Rural" from a systemic perspective, and classifies it as a "complex self-adaptive system". Rural areas, with their intricate social, economic, and environmental interdependencies, are dynamic and capable of evolving in response to internal and external stimuli. Identifying and acting upon "leverage points" within these systems can lead to significant, widespread change. Leverage points are strategic areas or aspects within a system where small, well-targeted interventions can trigger profound transformations across the entire system. Such leverage points might include local governance practices, community engagement methodologies, or resource allocation strategies, among others.

This concept is inspired by Donella Meadows's influential work in systems theory, which emphasizes the potential of strategic interventions to catalyze substantial change.

This approach to rural development is holistic, recognizing that changes in one aspect of a system can have cascading effects throughout the entire system. For instance, enhancing community participation in local governance could improve resource distribution, leading to better education and health outcomes, which in turn could boost economic productivity and environmental sustainability. Through the Localization Model, TRI seeks to initiate a series of interconnected transformations that fundamentally alter the dynamics of rural systems, making them more responsive to the needs and aspirations of their inhabitants.

In essence, the model advocates for a shift away from isolated, piecemeal interventions towards a more integrated approach that considers the rural ecosystem's complexity. It underscores the necessity of strategic, well-considered actions that recognize and leverage the interconnectedness of various system components to achieve lasting, impactful change.

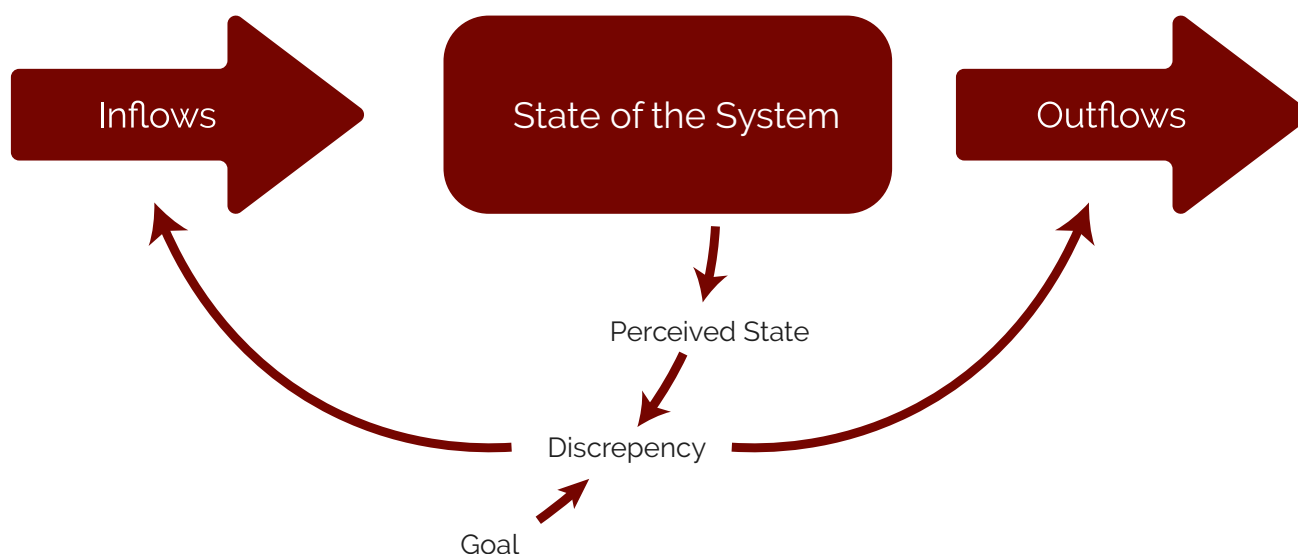


Figure 5: Donella Meadows's Concept of The System

B

Rajpur's Localization Model The Reengineering

The localization model followed Donella meadows's 'places to intervene' for system reengineering in Rajpur. The interventions at various levels of governance—the state, sub-state, and grassroots—were made to influence the wider system of local governance and community development.

At the state level, the collaboration between the Election Commission, the Department of Panchayati Raj, and Civil Society Organizations to run Panchyat vigilance and awareness campaign to improve transparency and information flow is an example of intervening in the 'rules of the system'—one of Meadow's leverage points. By altering the information flow, the initiative aims to change the underlying rules that govern the system's operation, leading to greater transparency.

Sub-state interventions, such as the network of CSOs led by the District Collector and the structuring of data coordination, target Meadows's leverage points of 'information flows' and 'the power to add, change, evolve, or self-organize

system structure'. These actions are designed to enhance the system's capacity for self-organization and to enable better access to and use of information, which is crucial for informed decision-making and effective management.

At the grassroots level, the PRI-CBO-LA compact and the emphasis on youth and women's roles in the community directly relate to Meadow's 'parameters' and 'the power to add, change, evolve, or self-organize system structure'. These initiatives work to shift the community's dynamics, empowering individuals and groups who can drive change from within. The involvement of more women and youth, supported by the SHG systems, aims to alter the distribution of power within the system, potentially leading to profound changes in how local governance operates and engages with its community.

Collectively, these interventions are examples of strategic points where small shifts—such as improving the roles of individuals, enhancing information flow, and fostering collaboration—can lead to significant, systemic change across the entire spectrum of local governance and community development.

Re-engineering

	Altering roles & relationships	Augmenting capacities	Instituting structures & processes
State	New State Election Commission-DoPR-CSO relationship: DoPR as lead-for better information flow, CSOs for PVAC campaign on Transparency	State PMU for GP planning campaign Strengthening SIRD capacity for training on localization of SDG goals Resources: Training materials contextualized for State, LSDG State road map Course for the state officials working with Panchayat, Livelihood Mission, Departmental HoDs around Locality Development	High-Level Coordination Meeting specifically with line departments to integrate the VDP-VPRP processes providing more space for department in the planning processes. Scheme code document prepared and shared with districts
Sub-state	Formation of network of 28+ CSOs in the leadership of District collector	District Cell at ZP office: for structuring information/data coordination with blocks Training of Nodal officers: 52 districts, 313 Blocks on GPDP processes and digital portals Supporting Districts for Youth Development: Training, linkages, education and job opportunities	Regularization of DLCC, BLCC: chaired by District Collector and SDM/CEO JP VDP digital tool scaled to 8 blocks, other district-Jhabua
Grassroots	PRI-CBO-LA compact Crafting role of Youth: as Education Change Vectors (E-CVs) and sustaining Community Learning Centres (CLCs) More women in PRIs space due to continued support of SHG systems and so the role have altered in Panchayat structures	Trained ~5000 PRI members , officials, FLWs in 7 blocks 23,000 GP chairmen on GPDP processes Gram Sabha awareness campaign in all the 79 villages , training of all the ERs of 54 GPs of Rajpur CVs trained on Health, Governance & Education Training provided to 71 women panchayat representatives of 20 Gram panchayats	GPCC formation Role of different stakeholders like PRI, CBOs Participatory Gram Sabhas and with specific agenda and pre-preparation by respective groups Participatory VDP Milestones: specifically of the left-out hamlets, frontline workers

GP as an institutions and service delivery entity

C **Localization Model** *Theory of change*

The Localization Model's Theory of Change is rooted in the principle of empowering communities to be the architects of their own development by harnessing local resources, knowledge, and aspirations.

The model is actioned through a series of inputs such as community engagement, capacity building, and the establishment of collaborative platforms. These inputs are directed toward a series of outputs, which include comprehensive needs assessments, strategic funding, and the enhancement of effective communication pathways between the community and administrative bodies.

The outcomes of these actions are aimed at increasing community participation, enhancing leadership capabilities, raising awareness about governance processes, and strengthening collaboration. The end goal is to produce an overall impact that leaves communities empowered, socially cohesive, and equipped with improved governance structures.

This Theory of Change acknowledges the complex ecosystem within which communities operate, shaped by stakeholders' attitudes, systemic objectives, power relations, regulatory frameworks, and information exchange. It is through navigating and optimizing these factors that the Localization Model seeks to enable communities to achieve sustainable, inclusive development reflective of their unique contexts and goals.

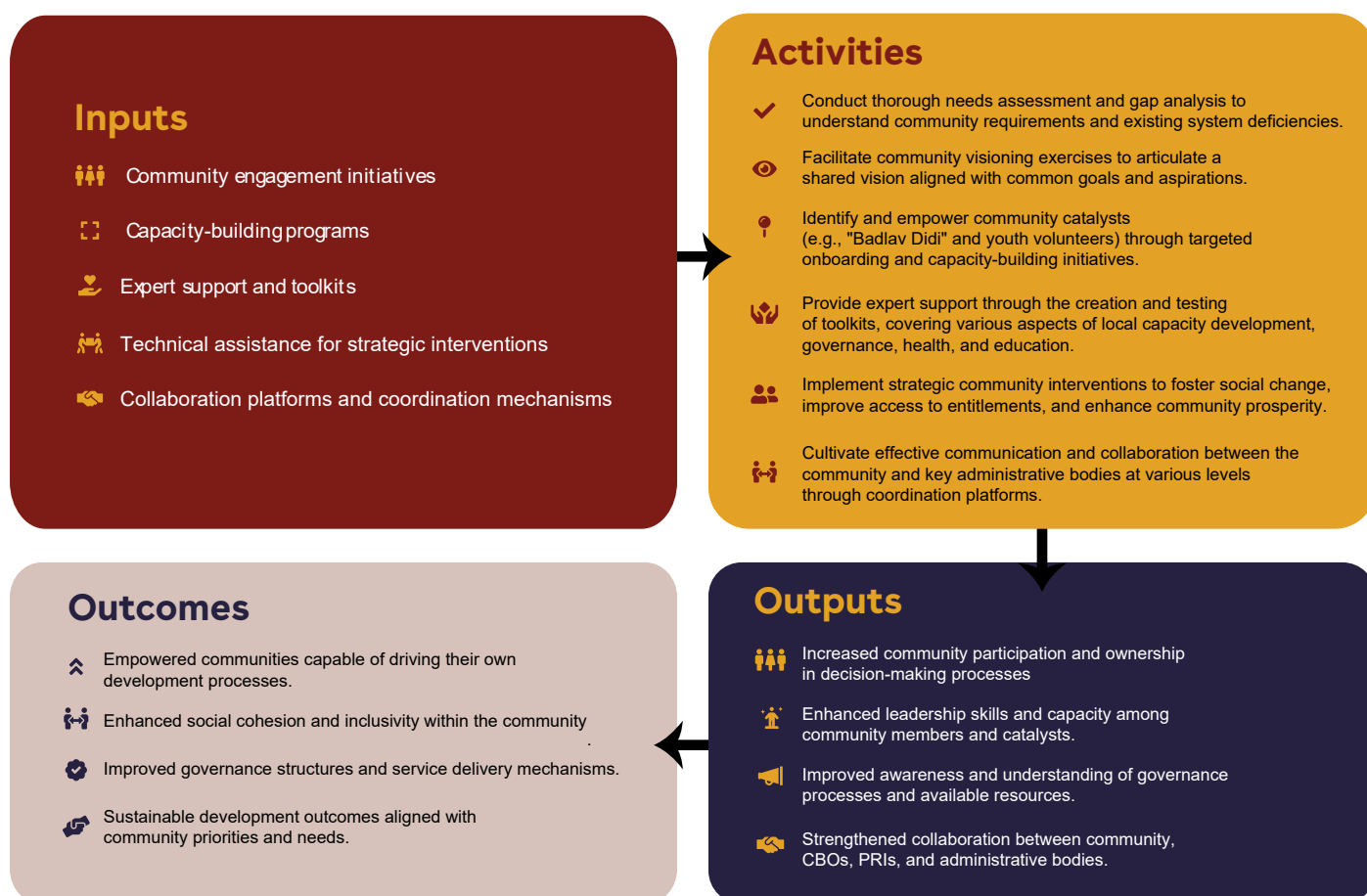


Figure 7: Localization Model: The Theory of Change

Operational Framework for Scaling the Localization Model

The Localization Model was first initiated in 2017 in Rajpur, spanning 79 villages simultaneously. Phase 1 of the project concluded in 2020, marking the establishment of the Locality Compact across all intervention villages. This phase resulted in significant improvements in governance and human development indicators within these villages. The onset of COVID-19 also changed the project's engagement contours, necessitating a pivot in strategy.

TRI has been replicating the Localization Model across its intervention areas and has developed an operational framework for successful replication of the model within a timeframe of one year, provided the necessary administrative and

financial support is available. Grounded in the principles of community-led development, this model has acted as a catalyst for democratizing development planning and empowering local governance structures.

The following table outlines the actionable steps, complete with a clear timeline and delineation of roles for each stakeholder group involved. This provides a structural blueprint for governmental entities at all levels to foster inclusive and sustainable development through the Localization Model.

Stages	Steps	Goals and Actions	Timeline	Actor network involvement
Foundation and Planning	Analysis and Insights	Conduct a needs assessment and gap analysis to understand community needs and system deficiencies.	Months 1-3	Initial engagement of LA-CBO-PRI, setting stage for collaboration.
	Community Visioning	Engage SHGs, VOs, and PRIs to develop a shared community vision aligning with goals and aspirations.	Months 2-6	CBOs lead the visioning process, with PRIs and LA providing support and endorsement.
	Community Catalysts	Onboard and train community change vectors, youth volunteers, and CLF-HR for thematic interventions and leadership.	Months 4-8	Introduction of catalysts, including change vectors from SHGs and youth volunteers.
	Expert Support	Create toolkits and modules for capacity building across themes of planning and governance and thematic interventions.	Months 4-8	Expert trainers and specialists provide resources and knowledge to CBOs, PRIs, and catalysts.
Action and Integration	Strategic Community Interventions	Implement community-led initiatives for social and behavioral change, planning and governance, health, education, entitlements, and public service delivery.	Months 8- 12	Active involvement of the LA-CBO-PRI triad in executing strategic interventions.
	Administrative Ecosystem	Activate/ Establish coordination platforms (GPCC, BLCC, DLCC) for effective collaboration between the community and administration.	Months 1-12 (Continuous process)	Strengthening of administrative networks and integration of support units at various levels.
Evaluation and Expansion	Monitoring and Evaluation	Monitor and evaluate the interventions, align strategies with community feedback.	Ongoing, with formal reviews annually	All actors participate in reflection and assessment to inform continuous improvement.
	Scaling and Replication	Assess the model's success for scaling and replicating in other regions.		Leadership teams, including CBOs, PRIs, LA, and catalysts, focus on adapting and expanding the model.

Figure 8: Operational Framework for Scaling the Localization

The Key Actors

The Localization Model in Raipur exemplifies a significant involvement of both community and government systems, centering around the establishment of a collaborative triad consisting of Local Administration (LA), Community-Based Organizations (CBO), and Panchayati Raj Institutions (PRI). This model is strengthened by a network of catalysts, including Change Vectors from Self-Help Groups (SHGs), Youth Volunteers, and Cluster Level Federation-Human Resources (CLF-HR), all anchored in the community but providing targeted support for cluster-level interventions with technical support of TRI.

Active participation of the community was the key demonstrated by a multitude of Change Vectors totaling 539. These vectors spanned across various sectors, including health, governance, and education, with 177 dedicated to health initiatives, 194 focused on governance improvements, and 168 aimed at enhancing educational opportunities. Additionally, the community was supported by 257 dedicated youth volunteers who played a pivotal role in driving initiatives forward.

Facilitating community engagement were key organizational structures such as Village Organizations (VOs) and Self-Help Groups (SHGs), numbering 79 and 1365 respectively. These entities served as platforms for collective decision-making and grassroots representation, empowering communities to address local challenges effectively.

In parallel, the Local Administration played a crucial role in providing support and infrastructure for community-led initiatives. This included 427 frontline workers who acted as essential links between the community and government, ensuring smooth implementation of policies and programs. Furthermore, 41 Panchayat Secretaries, alongside over 20 Block Officials and 30+ District Officials, formed a comprehensive administrative network, facilitating coordination and governance across different administrative levels.

CVs are **Community catalysts** or self-motivated women who are keen to work to empower their community without getting any remuneration. They also play a role of 'influencers' for other women. Past experience has shown that there are large number of persons who despite their challenged life situation are capable and motivated to play the role of change makers in their local society. 'Change Vectors' are such potential persons from within the target communities who are motivated to trigger transformative change processes in their immediate social context, i.e. their habitation and their village. They are like 'vectors' of new knowledge, thoughts, belief systems based on scientific temperament, and constitutional value systems; which they 'embed' in the primary community platforms in the villages – SHGs and VOs. These persons are closely associated with the community institutions in the area. Thus CVs essentially are motivated citizens of the area who are willing to take lead on triggering a change process.

Within the Panchayati Raj Institutions (PRIs), 53 Sarpanches and 920 Ward Members oversaw local governance, ensuring that community voices were heard and represented in decision-making processes.

The collaborative efforts of these community members, government officials, and PRIs underscored the comprehensive and participatory approach of the Localization Model. Through collective action and coordination, this model aimed to empower communities, strengthen local governance, and achieve sustainable development goals, exemplifying the profound impact of collaboration between community and government systems.

Localization Model: The Ripples of Change

Localization Model, Within the structured framework of the Localization Model, a series of significant transformations are evident, manifesting across micro, meso, and macro levels. These changes collectively signify the extensive impact of the model on various facets of community engagement and development. The subsequent analysis delineates the paramount shifts observed through this integrated approach.

Micro Level Changes *Changes in Individuals*

The narrative of the Localization Model reveals a significant transformation in the realm of individual community volunteerism, particularly among Change Vectors and Youth Volunteers. The dedication and contributions of these community volunteers have seen a remarkable evolution, characterized by an enhanced commitment to the welfare and development of their communities. Furthermore, a notable shift in the engagement patterns of youth volunteers marks a pivotal change, heralding a rejuvenated era of community participation. This shift not only signifies a vibrant, proactive involvement of the younger demographic but also infuses the Localization Model with fresh perspectives and

vitality. Collectively, these micro-level changes underscore the model's efficacy in mobilizing and inspiring individuals across a broad spectrum of the community, thereby catalyzing a profound and lasting impact on community dynamics. Transformations are evident, manifesting across micro, meso, and macro levels. These changes collectively signify the extensive impact of the model on various facets of community engagement and development. The subsequent analysis delineates the paramount shifts observed through this integrated approach.

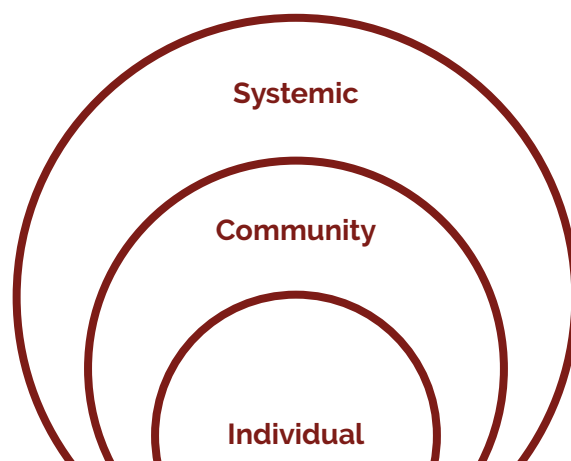


Figure 9: Micro, Meso and Macro Level Changes



Mukesh's Journey from Activism to Constructivism



In the summer of 2019, Mukesh, a young man in his early 20s from the Bhilala Tribe in Temla Panchayat, Madhya Pradesh, found himself embroiled in a confrontation with the local government. Alongside fellow community members, he demanded long-standing payments for wages under the MGREGS schemes, resulting in heated arguments and an unresolved stalemate with the Block Development Officer.

Witnessing this passionate encounter, Mr. Pankaj Pandey, TRI's Governance lead, and his team recognized an opportunity to channel Mukesh's energy more constructively. Mukesh, already involved in Self-Help Groups (SHGs) as a book keeper was also involved with TRI's localization project as youth volunteer. Parallel to these engagements, Mukesh was a vital part of a large community group representing the indigenous communities of Madhya Pradesh. This group, wielding activism as a powerful tool, sought to engage with the government, placing demands for their rights and entitlements at the forefront. Mukesh's involvement wasn't just strategic; it reflected his profound passion for tribal rights. As a tribal himself, he actively participated in agitation, protest, and mass mobilization, driven by a deep-seated belief in securing essential rights for his community.

TRI took the initiative to harness Mukesh's passion, developing his leadership skills and guiding him towards a more constructive approach. As a bookkeeper in SHGs, Mukesh supported his livelihood, and his association with a larger

community group focused on activism became a stepping stone for change.

With the support of TRI, Mukesh embraced technology to access information, breaking through bureaucratic red tape to extend interventions beyond his village. He mobilized youth, leading efforts to saturate social protection schemes in his village and neighbouring ones, directly impacting thousands of lives.

Mukesh underwent a transformative journey, realizing the efficacy of peaceful engagement with the administration. He built his capacity to understand administrative procedures, constitutional provisions, and local governance structures.

In 2022, inspired by the possibility of sustainable change, Mukesh contested the local government elections, securing a landslide victory as the Sarpanch of Temla Panchayat. His success extended to being selected as the president of the Sarpanch Sangh in the block.

From his humble two-room kaccha house, Mukesh continued his community work. He initiated weekly Jan Sunwai (Public Hearings) to address community issues promptly, enhancing public service delivery. Mukesh's activist spirit found a more constructive outlet as he leveraged social media to bring attention to lingering issues at higher levels of government.

With TRI's assistance, Mukesh represented his community at state and national levels, sharing stages with central government ministers and officials. His aim extended beyond local boundaries as he sought to share his learnings globally, envisioning a more prominent role in politics to champion the rights and entitlements of indigenous communities across India.

Mukesh's journey exemplifies the transformative power of constructive engagement and community-driven leadership. From activism to constructive governance, Mukesh's story is not just one of personal growth but a beacon of hope for indigenous communities striving for empowerment and recognition nationwide.

Meso Level Changes

Changes in a Community

In the Localization model's journey, the community experienced significant changes at the Meso Level. They improved their physical infrastructure, making things better for everyone. The community also became more united and resilient, helping them overcome challenges together. They strengthened their democratic institutions, giving everyone a say in decisions. When faced with the COVID-19 pandemic, the community adapted by coming up with effective solutions, showing their ability to handle tough situations. These changes in the middle level of the Localization model reflect the community's spirit and progress



Nurturing Dreams, Transforming Realities: Matli's Barla Community Rise

In the serene landscape of Matli, nestled within the tribal community-dominated Palsud sector of Rajpur, a dream began to take root. It wasn't just any dream; it was a collective aspiration echoing through the voices of the Barla community, one of the country's primitive tribal groups. A dream that whispered, "Humara Sapna hai ki humara gaon bhi Kerala ke gaon jaisa ho!" - "We have a dream that our village becomes like villages of Kerala!" This seemingly simple statement held profound significance within the marginalized and deprived context of Matli.

With approximately 2000 inhabitants, Matli was grappling with the harsh realities of low literacy rates, persistent migration, administrative apathy, and extreme poverty. The wheels of progress had been slow to turn for Matli, and by 2015, only four Self-Help Groups (SHGs) were formed. However, hope dawned in 2017 when the TRI team introduced the Localization model to address the unique challenges of remoteness, language barriers, and low social indicators.

Matli posed a tough challenge, but the TRI team devised an innovative solution. They enlisted educated and tech-savvy youth as volunteers, bridging the communication gap with the community. Night camps were organized regularly, acknowledging the community's daytime work commitments. During these

sessions, the youth volunteers focused on building perspectives and addressing the gaps between provisioned and availed rights and entitlements. This initiative instilled confidence in the TRI team, paving the way for community participation in the Village Development Plan (VDP) and Gram Panchayat Development Plan (GPDP) processes.

The transformation gained momentum as the community engaged in annual VDP processes, effectively resolving issues related to infrastructure, healthcare, and combating corruption and biases in administrative interventions. In their peaceful yet assertive approach, the Barla community brought attention to societal concerns such as bride buying and selling, and the practice of polygamy within their community.

Today, the Barla community stands at a juncture where their understanding of governance and social indicators allows them to articulate and communicate effectively. They discuss issues ranging from government finances and taxation systems to the importance of participatory governance and combating malnutrition through a well-balanced 'Tiranga thali' (a mix of green, protein, micronutrients, and carbs).

A larger vision has emerged from Matli — a vision echoing the prosperity and self-sufficiency of Kerala's villages. Their dream now extends beyond survival to self-governance, illustrating the power of collective empowerment and the transformative impact of a community-driven approach

Macro Level Changes

Systemic Changes

In the larger view of changes in the Localization model, a tale of significant improvements unfolded. System-wide enhancements have taken root in public service delivery, with notable improvements in health and education offerings reaching across the community. These changes signify a holistic approach to uplifting essential services for the benefit of all. Further, the model has embraced systemic interventions, fostering the saturation of entitlements across various

systems. This comprehensive approach ensures that benefits and rights reach every corner of the community, promoting inclusivity and equity. Additionally, the seamless integration of Village Development Plan (VDP) initiatives into Gram Panchayat Development Plans (GPDP) marks a pivotal step. The final sanction and implementation of these activities represent a significant milestone, showcasing the Localization model's effectiveness in translating community aspirations into tangible actions that positively impact the broader system.

Key Highlights

1 Participatory Multisectoral Planning:

Analysis of block-level data for the year 2021-22 highlights Rajpur's superior performance in quality information availability for community prioritization of local issues and the impact of community-level review and progress tracking.

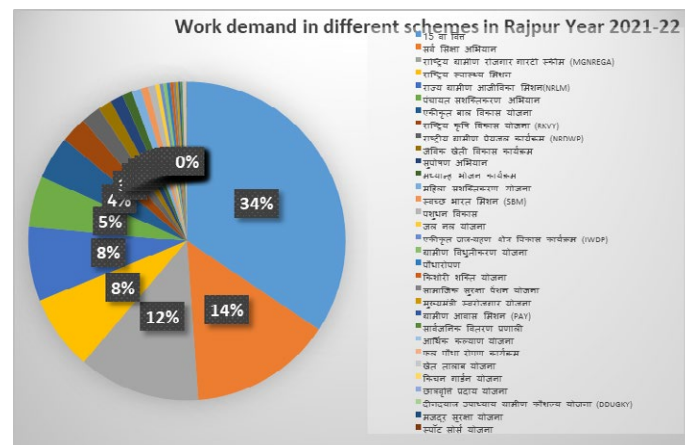
The planning processes are deeply rooted in a multisectoral approach, with over 22 schemes aligned with community demands during the fiscal year 2021-22.

2 Quality of GPDP:

Rajpur's GPDP plans, uploaded on the e-GramSwaraj portal, showcase a qualitative leap in terms of their actualization and the level of people's participation.

For example; the progress in the Gram Panchayat

Agalgaon of Rajpur in comparison to Gram Panchayat Aamda in adjoining non-intervention block of Pansemal is particularly notable, with a significant increase in inclusion of multiple sectors and government schemes as opposed to only infrastructure demands before the intervention was initiated in the village.



	Gram Panchayat Aamada- Block Pansemal				Gram Panchayat Agalgaon -Block Rajpur			
	No. of community works	No. of sectors	No. of schemes	Remarks	No. of community works	No. of sectors	No. of schemes	Remarks
Year 2019-20	2	2	2	CC roads only	14	4	4	zero budget activities and local demands related to public services
Year 2020-21	16	4	3	Mainly FC grant work related to Infrast around Sanitation and DW	139	8	15	Activity related CAP-social development, Institution strengthening, H&N, Education, Citizen's rights and social security, Agriculture and livelihoods, drinking water and sanitation etc.
Year 2021-22	22	6	4	CC Roads, Drainage, Water collection tank	196	10	19	Activity related CAP-social development, Institution strengthening, H&N, Education, Citizen's rights and social security, Agriculture and livelihoods, drinking water and sanitation etc. Most of the schemes of major department have been covered.
Year 2022-23	61	10	6	CC Roads, RCC Drainage, Water collection tank, Nadeb, Waste bins, Farm Ponds, Land bunding, H&N activities, stop/Check dams	201	18	19	Activity related CAP-social development, Institution strengthening, H&N, Education, Citizen's rights and social security, Agriculture and livelihoods, drinking water and sanitation etc. Most of the schemes of major department have been covered.

3

The impact of the process: The Leverage points

The Localization Model has been successful in identifying and acting upon "leverage points" within the system, leading to significant, widespread change. These leverage points have resulted in better governance and planning processes, enhanced system efficiencies, and thereby improved outcomes in human development indicators.

Better Processes

- ✓ **Vibrant Gram Sabha Participation:** Achieved in 85% of villages, marked by regular meetings with quorum and over 50% increase in women and youth engagement.
- ✓ **Responsive Elected Representatives:** Notable increase in the responsiveness of elected officials to community needs.
- ✓ **Strengthened Community Leadership:** Nearly two-thirds of elected representatives now come from community cadres.

- ✓ **Improved Access to Gram Panchayat (GP) Offices:** 47 out of 53 GP offices are open twice weekly, with 11 GPs offering daily services.
- ✓ **Consistent Engagement in Health and Education:** Regular meetings of the Village Health, Sanitation, and Nutrition Committee (VHSNC), and Parent-Teacher Associations (PTA).

Enhanced Efficiencies

- ✓ **Village Development Plans (VDP):** Implemented across the board, with 100% being actively tracked.
- ✓ **Financial Utilization:** 40% of 15th FC funds from finance commission grants and 61% MGNREGA Fund effectively used.
- ✓ **Community Demand Fulfilment:** Over 60% met, with 71 Crores in funds realized from April 2020 to June 2022.
- ✓ **Increased Convergence:** Growth in demands requiring departmental linkages, enhancing resource leverage.
- ✓ **Community Action and Zero Budget Activities:** Emphasized focus leading to cost-effective initiatives.



Improved Outcomes

- ✓ Social Protection schemes: Up to 95 % Entitlement Saturation in 39 Villages
- ✓ Enhanced Child Learning Levels: Noticeable improvement in the educational attainment of children.
- ✓ Education: Improved student retention, and reduced dropouts, alongside significant infrastructure upgrades with half of the schools now having boundary walls and 70% separate toilets, leading to noticeable improvements in children's learning levels.
- ✓ Health and Nutrition:
 - Enhanced infrastructure in 60% of Anganwadi Centers and Grain Banks, with 80% stocked with medicines and 90% conducting growth monitoring.
 - Achieved malnutrition-free status in 90% of villages, severe malnutrition in only 1% of children aged 0-5, and
 - 95% immunization rate in children aged 12-23 months.
 - Introduced new dietary social norms, including shared family meals and three-colored food for nutritional diversity.



Prologue

The Localization Model, as implemented in the context of Rajpur, Madhya Pradesh, has showcased the profound potential of community-led development initiatives. By effectively leveraging the Locality Compact, encompassing the collaborative efforts of PRIs, CBOs, and local administration, this model has pioneered a sustainable approach to self-governance and development. The triumphs observed in Rajpur, underscore the significance of local participation, empowerment, and the strategic alignment of development plans with available resources.

This model's journey from theory to practice reaffirms the ethos of democratic development and epitomizes the constitutional vision of

Panchayati Raj Institutions as harbingers of change. It stands as a beacon for other communities and regions, illuminating the path towards inclusive, equitable, and sustainable development. The Localization Model's ongoing evolution, reflective in its reengineering efforts and the consequent systemic impact, continues to pave the way for communities to not just envision but manifest their development destiny.

The Localization Model, thus, emerges not just as a blueprint for community-led development but as a scalable and adaptable framework for realizing the goals of self-sufficiency and prosperity across India's diverse rural tapestry.



The Development Manifesto

We stand at crossroads in India, at an inflexion point of growth, coexisting with a "stranded India". This is the bottom 100,000 of our villages, home to the world's largest concentration of multidimensional poor.

We stand with the national will to build a shared future of progress, equity, and dignity for all. A future of regenerative development and increased intergenerational mobility. We believe in a future where progress is localized, self-determined and sustainable. We believe in a future where languishing localities are transformed into thriving, vibrant localities where everyone can live and belong. We believe communities have the power to shape their progress and pivot the structural barriers in their relentless quest for dignity and clawing out of poverty. Sustainable progress can only be achieved when it is driven by the needs and aspirations of the people. That is why we are committed to involving communities through women collectives & gram panchayats in every step of the process, from identifying their priorities to leading the development interventions. The spirit of can-do-ness permeates all of our actions, stimulating the community to address normative barriers restricting access to new knowledge spheres, adoption of well evidenced practices leading to equal opportunities, rights, and access to resources and services for people of all genders.

We are committed to democratizing development. This means quality of life experiences for everyone; a healthy, well

nourished, educated and economically productive life. We invert ourselves to build a strong and resilient gender-just community with voice, action, and leadership in development governance. It means investing in local capacities, local institutions, local businesses, and entrepreneurs to meet quality of life aspirations, resilience and spur economic growth. It means investing in infrastructure and public services to provide basic needs and drawing equitable partnerships with growing private ecosystem of innovation and growth.

We are dedicated to creating a future where everyone has access to opportunities and resources to reach their full potential. A future where everyone can live in dignity and security, free from poverty and inequality. This is the vision of Thoughtful Tarrakki, a path to progress that prioritizes the well-being of people and the places they belong to.



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