



## People's Plan Campaign 2021

*Sabki Yojana Sabka Vikas*

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# Proceedings of the **National Level Orientation Workshop on People's Plan Campaign 2021**

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NIRDPR, Hyderabad



Ministry of Panchayati Raj (MoPR)  
National Institute of Rural Development & Panchayati Raj (NIRD&PR)

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## **Proceedings of the National Level Orientation Workshop on People's Plan Campaign 2021**

### **Ministry of Rural Development, NIRDPR, Hyderabad**

#### **1. Introduction**

The People's Plan Campaign (PPC) was launched by Government of India on 2<sup>nd</sup> October 2018. This campaign covered all 29 States and 6 UTs for preparing participatory plan at the Gram Panchayat level with the help of available resources. During the first year of campaign, a total of 2.39 lakh GPDPs were prepared, for which a total of 3.35 lakh facilitators were nominated covering 2.56 lakh Gram Panchayats. From the line departments, around 10.84 lakh frontline workers were appointed. In 2018, Mission Antyodaya Survey was also simultaneously carried out in 2.47 lakhs GPs. In terms of convergence, a total 37 line departments participated at GP level and 1, 94,764 Public Information Board were installed. For effective planning at Gram Panchayat level and to provide support to the Elected Representatives and Functionaries of PRIs of States/UTs, Orientation and Regional Workshops were organized by MoPR in collaboration with MoRD and NIRD&PR. The second phase of People's Plan Campaign was launched on 2<sup>nd</sup> October 2019 with a lot of vigour and enthusiasm. Two National Level Workshops and five Regional Workshops were organised across the country with an objective of helping the planners of Gram Panchayats to prepare comprehensive GPDG. The People's Plan Campaign in 2020 was organised through online mode owing to Covid pandemic. States and UTs were requested to observe Covid Protocols formulated by their respective States and UTs while carrying out the activities relating to PPC. The first National Level Orientation Workshop on PPC-2021 was organised at NIRDPR, Hyderabad on 13<sup>th</sup> September 2021 to roll out the campaign across the country for formulation of a comprehensive Gram Panchayat Development Plans (GPDG), Block Panchayat Development Plans (BPDG) and District Panchayat Development Plans (DPD) by Gram Panchayat, Block Panchayat and District Panchayat respectively from 2nd October 2021 to 31st January 2022.

#### **2. The Goal of the National Level Orientation Workshop**

The goals of the National Level Orientation Workshop on PPC-2021 was i) to make the participants understand the key objectives and focus areas of PPC and deepen their understanding of various ways and means of strengthening GPDG process, ii) to develop common understanding among the participants about some important programmes of line ministries and their integration into GPDG, and iii) to enhance their understanding of certain desired interventions for making GPDG inclusive, holistic and comprehensive like *Data-driven planning, Localisation of SDGs* etc.

### **3. Inaugural Sessions**

#### **3.1 Welcome Address**



***Dr. G. Narendra Kumar, Director General, NIRDPR***

*Dr. G. Narendra Kumar, Director General, NIRDPR* welcomed all the Resource Persons, Faculties, and Delegates from the States and UTs and explained the context of the National workshop. He highlighted on the expanded scope of this year's PPC which has brought all three tiers of PRI under its purview for the first time. He mentioned that NIRDPR is trying to strengthen the decentralised planning through various partnerships with renowned institutions like PMI (Project Management Institute of India) for projectisation of activities, ICAI (Institute of Chartered Accountants of India) for financial analysis. He emphasized that "*the quality rather than quantity of GPDPs should be the focus area as around 95% of the GPs are already preparing GPDPs*". GPDPs should also include Village Poverty Reduction Plan and Sustainable Development Goals. He further highlighted that the States are the ultimate owners of Panchayati Raj system, and they are expected to play a proactive role in developing the plans.

### 3.2 People's Plan Campaign 2021 - An Overview



**Ms Rekha Yadav, Joint Secretary, Ministry of Panchayati Raj**

- To set the tone for the National Workshop, Ms Rekha Yadav spoke about the background, objectives, process, progress of GPDP over the years, and current status of BPDP & DPDP.
- She presented the vision of MoPR and mentioned that "*the fulcrum of rural transformation rests at the level of Panchayats and off late the role of Panchayats has become significant over the years due to increase in the devolution of funds*".
- It was further highlighted that the PPC was started in mission mode after realising the fact that mere guidelines of XIV FC were not sufficient. After the adoption of PPC, number of uploaded GPDPs has jumped significantly from 59,000 to 2,50,000 in 2018.
- It was also mentioned that many of the NE States prepared GPDPs for the first time including some of the traditional local bodies.
- It was further mentioned that the preparation of BPDP and DPDP was mandated last year and the process of preparation of the same has to be done in the same rigour as GPDP.
- She highlighted that the learnings from the previous PPC campaigns like lack of Gram Sabhas, less attendance, inadequate participation of line departments, disproportionate allocations to limited sectors and the slow implementation of GPDP activities. There should be certain interventions like evidence-based planning (*using MA gap report and PDSS*), involvement of SHGs for community mobilisation and economic development and localisation of SDGs should be implemented in this year's GPDP, BPDP, and DPDP preparation.
- She concluded her presentation by highlighting expectations of PPC 2021 which include shift from quantity to quality in planning, time bound completion of campaign activities, inclusion of VPRP in GPDP and focused planning for SDGs.

### 3.3 Setting Context for People's Plan Campaign 2021



*Dr. Chandra Shekhar Kumar, Additional Secretary, Ministry of Panchayati Raj*

- He started his address by highlighting the achievements made on the introduction of new measures like PFMS to Panchayats wherein transactions worth 59,000 crores happened through it. He further requested states who are not on boarded onto the system to do it at the earliest.
- The PMUs at Block, District and State level needs to be made fully functional for quality improvement in planning, implementation and monitoring process the capability of SIRDs for conducting sectoral and gap analysis of districts, needs to be improved.
- Training capacity at GP/Block/District/Level needs urgent improvement in-terms of adequate number of Trainers, MTs, RPs and faculties at DPRC, SPRC and SIRD level. A committee constituted in this regard to submit report, which would be incorporated in revamped RGSA.
- Sectoral analysis, based on last year GPDP, needs to be done for every Gram/Block/ District panchayats. SIRDs to do such analysis.
- Also every Gram/ Block/ District Panchayat needs to do MA gap analysis (based on last year MA survey) as the first step and present it in Gram Sabha for deliberation so that more activities can be taken in the areas where there is large gap. SIRDs to do necessary hand-holding support to panchayats.
- Also in upcoming GPDP/ BPDP/DPDP, the resource allocations on flagship programmes of various ministries should be ensured mandatorily.
- He mentioned that planning should be holistic and integrated. The holistic planning refers to the coverage of various sectors addressing the issues of development. The integrated planning refers to the strong integration among GPDP, BPDP and DPDP. Block or District plans cannot be made in standalone mode. Hence, the quality of GPDP is core to overall planning.

- All States & UTs should focus on basic needs such as agriculture, primary health care, education, nutrition, drinking water and sanitation, skill development, livelihood schemes, PDS, etc. This implies that SDG compliant convergence should be given prime importance.
- He further suggested few focus areas of PPC 2021 like making Gram Sabha vibrant, organising Mahila Sabha, Ward Sabha and Bal Sabha prior to special GS, making Standing Committees effective, increasing generation of OSR and opting for Convergence of initiatives and schemes for better outcome.

### **3.4 Address by Shri Nagendra Nath Sinha, Secretary, Ministry of Rural Development**



***Shri Nagendra Nath Sinha, Secretary, Ministry of Rural Development***

- He thanked MoPR and NIRDPR for the initiative for the PPC campaign, and he emphasized the importance of local ownership by citing an example from Bihar.
- He mentioned that quality control and extent of the control properly exercised by the Panchayati Raj institutions is going to make a big difference in the way the institutions deliver.
- He mentioned that the rural-urban gap is caused by the level of investment in various sectors, as well as the quality of governance, facilities available in the area, and the level of services. The effective functioning of PRIs can bridge these rural-urban gap
- Further, he stated that Sustainable Development Goals are abstract, and they have to be made concrete in terms of the vision of Gram Panchayats and other tiers of local government.
- He mentioned that the different levels of government and departments must focus on the creation of the livelihood and employment opportunities.
  
- He emphasised on the following topics

- O&M-The government built various infrastructure and engaged in a variety of activities. However, not enough attention was paid to operations and management. Gram Panchayats should pay attention to the operation and management of these facilities.
  - Gram Sabha-Gram Sabha, Mahila Sabha, and Bala Sabha have a lower percentage of attendance. It is necessary to make an effort to ensure maximum participation of people in the decision-making process of these democratic forums. If we do not ensure their participation, the Gram Sabha will not accomplish the desired goal.
- He concluded by saying that the proposed methodologies of the 4th edition PPC are brilliant. If they are able to complete 70% to 80% of the proposed activities, it will make a significant difference in the community.

### **3.5 Address by Shri Sunil Kumar, Secretary, Ministry of Panchayati Raj**



***Shri Sunil Kumar, Secretary, Ministry of Panchayati Raj***

- He stated that the focus is based on the efforts we have kept in PPC since its inception and we are at the juncture of take off stage. He further appreciated the achievements made by GPs in terms of on boarding of GPDPS and adopting PFMS despite the infrastructural difficulties.
- He further mentioned that even Covid-19 could not stop in achieving the better results in the plan preparation.
- PPC 2021 requires the efforts of thousands of grass-roots workers at all levels, particularly ministries of rural development, Panchayati Raj, and other line ministries such as education, health, and women and child development etc.
- He discussed that SHG members can be instrumental in revitalising the Gram Sabha participation. To achieve this, the perception of SHGs should change with regard to Gram Sabha.

He further highlighted that the latest advisory issued by MoPR in making Gram Sabha vibrant by making 10% participation of electorate is mandatory.

- He stated that Panchayat President or Panchayat Secretary is synonyms for Gram Panchayat. The nexus between them should be broken down, and Gram Panchayats should reach out to marginalized populations and meet their needs by identifying resources within the panchayat.
- He further mentioned that Gram Panchayat should generate more OSR for making flexible planning and meeting the needs of the people.
- He emphasized the significance of having vision of Gram Panchayat with perspectives in mind. Once the vision is in place, GPs are capable of achieving the same by using the existing tools to the fullest potential.

#### **4. Presentation by line Ministries**

##### ***Smt. Nita Kejrewal, Joint Secretary Ministry of Rural Development***

- She mentioned the need for Village Poverty Reduction Plan (VPRP), process of preparation, and major challenges faced. She further highlighted the significant achievements of SHGs and mentioned that around 1.1 crore SHG members participated in Gram Sabha.
- She mentioned that Self Help Groups (SHGs) and their Village Organizations (VOs) will prepare VPRP through the support of trained community resource persons. The VPRP will be integrated with GPDP. This will enable better Convergence between the PR and RD departments at the central and state level. This should be translated into achieve effective planning and implementation of the GPDP.

##### ***Shri Maneesh Garg, Joint Secretary Ministry of Education***

- He discussed various schemes available in the MoE, major Interventions and the need for convergence.
- He explained, in detail, various components under Samagra Shiksha, an integrated scheme of school education. He further mentioned that the programme has 11 components and it is inline with National Education Policy (NEP).
- He emphasized the ongoing convergence efforts under Samagra Shiksha with MoRD & MoPR for various interventions and the future scope of convergence.
- He also emphasized the importance of PRIs and local governments in ensuring zero dropouts and no out-of-school children at the local level.
- He highlighted that School Development Plans prepared by the School Management Committee or School Management Development Committee can converge with the GPDP through the VECs.

##### ***Shri. Atul Kotwal, Executive Director, Ministry of Health and Family Welfare***

- He started his session determinants of health in general and further explained that the present health care delivery structure, available health schemes and National health programmes implemented in the country.
- He emphasised the important role of Gram Panchayats to be played in the Health Sector which includes planning, addressing inequities, raising awareness and mobilizing communities, and providing support for cross-sectoral collaboration.
- He emphasised the importance of encouraging and creating an army of community members who are familiar in handling computers to enrol as Ayushman Mitra. These Ayushman Mitras would support in spreading awareness about AB-PMJAY in the community
- He stated that Gram panchayat should encourage the Self-Help Group and entrepreneurs, especially applicants belonging to weaker sections like SC/ST/Differently-abled, to establish PMBJK. He further mentioned that the SHGs should provide handholding support for completion of the formalities of establishment of PMBJK
- He highlighted the importance of Gram Panchayat in terms of creating awareness of Health Programs, organizing Arogya Sabha once every six months, and support for Tobacco / Alcohol Free initiatives etc.

***Shri D Chandra Sekhar, Director, Ministry of Micro, Small and Medium Enterprises***

- He discussed the important programmes of Ministry of Micro, Small and Medium Enterprises such as PMEGP, SFURTI, ASPIRE, NATIONAL SC-ST. He further added there is a lot of scope of convergence opportunities for PRIs in the mentioned programmes.
- He further mentioned that, converging with the above schemes/programmes will help in achieving the employment generation across the country which is the core focus areas of the Ministry of Panchayati Raj.
- He stated that PRIs can act as Implementing Agencies for SFURTI clusters, bringing artisans and other dependent stakeholders together for maximizing the impact.

***Dr. C P Reddy, Sr. Addl. Comm. (WD) Department of Land Resources***

- He discussed the current state of Rainfed Agriculture in India, noting that 84 percent of India's rural poor, including the majority of tribal population, live in rainfed areas.
- He highlighted the importance and various activities of the Pradhan Mantri Krishi Sinchayee Yojana's Watershed Development Component (WDC-PMKSY)
- He discussed the role of PRIs and Gram Sabhas in watershed management. He stated that Watershed Committees (WC) are at the village level, and the GS, through the WC, establishes a mechanism for collecting user fees. It will strengthen the sustainability.
- He suggested that the convergence should be an integral part of DPR preparation and States/UTs have been advised to include the process of Convergence right from the watershed planning stage

***Shri Arun Baroka, Additional secretary, Ministry of Jalsakthi***

- He has thrown light various nuances of utilising 15<sup>th</sup> FC tied grants for improving the sanitation in Rural Local Bodies (RLBs). He further mentioned that Swachh Bharat Mission-Grameen (SBM-G), is a centrally sponsored scheme supplementing the efforts by States and rural bodies.
- He explained that, now we are into the Phase II of SBM whose objective will be to sustain the ODF status by 2024-25.
- He mentioned that SBM(G) is mainly based on convergence with various funding sources such as budgetary allocations from GoI and State Governments for SBM(G), 15<sup>th</sup> Finance Commission grants for RLBS.
- He further emphasized that the convergence of SBM(G) and 15<sup>th</sup> Finance Commission tied grants for sanitation is paramount to the success of the goal set under SBM(G) and in fulfilling the purpose of allocation of tied grants to the RLBS for sanitation.
- He explained that out of 60% of the tied grants, 30% of the grants are for supplying drinking water and 30% of grants for sanitation and maintenance ODF status. He further mentioned that Department of Drinking Water and Sanitation (DDWS), Govt. of India shall act as a nodal Department for determining the eligibility of the rural local bodies for the tied grants.
- To avail grants for RLBS,
  - For release during 2021-22 and 2022-23, at least 25 per cent of the RLBS should have their provisional accounts for the previous year and audited accounts for the year before the previous, available online in the public domain. For release from 2023-24 onwards, the RLBS will mandatorily have 100 per cent provisional and audited accounts available online.
  - The States who have not yet constituted the due State Finance Commission (SFC) must constitute SFCs, act upon their recommendations and lay the explanatory memorandum as to the action taken thereon before the State legislature on or before March, 2024. After March, 2024, no grants will be released to a State that has not complied these conditions
- For getting tied grants;
  - Annual Action Plans of Village/ Block/ District for sanitation and drinking water supply are reflected in GPD/P/ BDP/ DDP and uploaded in eGramSwaraj
  - Details of the tied grant utilization are uploaded on *eGramSwaraj*.
- He further mentioned that the tied grants will be released by MoF (DoE) on the recommendation of DDWS, the role of line Departments in the States responsible for implementation of SBM(G) and JJM has become important. Hence, for timely release and effective utilisation of tied grants, a robust mechanism of convergence between RLBS, Panchayat Raj Departments/organizations and the line Departments responsible for implementation of SBM(G) and JJM in the States need to be put in place immediately.

## **5. Evidence-based and Data-driven Panchayat Planning**

**By Dr. Anjan Kumar Bhanja, Associate professor, NIRDPR**

- He has explained the need for evidence-based planning at panchayat level and mentioned that the plans should be prepared using necessary and sufficient data, as evidence of the ground realities and real needs.
- He said that there is a gigantic and growing information gap between the Panchayats and common people.
- He also said that the best available data, information and knowledge are used to make realistic decisions and good and truthful information about the life and livelihood of villagers is the basis of quality plan.
- He also highlighted the various sources of Secondary Data that can be used for Planning and their relevance in preparing GPD/PDP/BPDP/DPDP.
- He emphasized on the need for Spatial planning and the sources of GIS data and the process of incorporating the same in preparing GPD/PDP/BPDP/DPDP.
- He further explained that the need for data consolidation from various data sources.

## **6. Sharing of PPC 2020 experience by States / UTs**



➤ ***Maharashtra***

1. State Nodal officer, District Nodal officers as well as Block Nodal officers were appointed for all the blocks.
2. All the GP level facilitators were appointed.
3. Trainings of Gram Panchayat Facilitation Teams, all GP Members, SHG presidents & Members were conducted at cluster level.
4. Almost all the activities under PPC were completed like nomination of frontline workers, MA Data validation, facilitators feedback reports etc.

5. Due to the pandemic situation no Gram Sabhas were conducted during 2020 and all plans were approved by GP Meetings.
6. Convergence with line department was really a tough challenge for them as at village level there were no manpower of line department and so their participation was not possible in any Gram Sabha or in any GP meeting.
7. The payment to Facilitators is not made available from NREGA.
8. Suggestions from Maharashtra
  - ❖ Online training cost norms should be there.
  - ❖ Flexibility in RSGA sanction plan to cover the unexpected training need

➤ ***Himachal Pradesh***

1. State Nodal officer was appointed and was tasked to monitor the overall progress of GPDP and for dealing various communications with MoPR.
2. District Nodal Officers for various line departments were also appointed and notified.
3. Facilitator for every GP was appointed. In the state of Himachal Pradesh, Panchayat Secretaries are best suited for this task, therefore they were appointed as facilitators.
4. For community mobilisation, participation as well as for circulation of agenda technological options like WhatsApp groups and SMS-gateway etc were used extensively. Slogans were aired through Akash Vani for mass mobilization.
5. Convergence of schemes was envisioned and implemented like the convergence of FFC and MNREGA under GPDP.
6. HP followed almost every process while preparing GPDP, starting from constitution of GPPFT & their training to situational analysis & gap analysis and before uploading the final GPDP on e-gram Swaraj portal the same was presented before the Gram Sabha for its consideration and approval.
7. Challenges faced during PPC 2020:
  - ❖ Lack of convergence with the line department, Line departments remained reluctant to share their resources
  - ❖ Insufficiency of manpower at GP level compounded the difficulty in preparation process.
  - ❖ Lack of connectivity in Tribal/PESA and remote area

➤ ***Kerala***

1. Kerala focused on the following things while conducting the PPC 2020.
  - a. People's Participation in Planning
  - b. Priority to local issues
  - c. Local Development Perspective
  - d. Effective utilisation of resources
  - e. Social Inclusion
  - f. Convergence and Integration
  - g. Efficiency and outcome.

2. Achievements made during PPC 2020:

- a. *Social Security*- Assisting the Differently abled, Children, Elderly, Women, Transgender, etc through GPDP
- b. *Women Empowerment* – Focused on reservation for women, and their participation in community development,
- c. *Education* – Development of school infrastructure, smart class rooms and also come up with education rejuvenation mission.
- d. *Health* – improve the infrastructure in PHCs/ FHCs, door step service in health facilities etc.
- e. *Public Assets* – not only create new assets but also focused on the maintenance of the public assets time to time.
- f. *Disaster Management* – mechanism to face natural calamities and uncertain disasters like COVID-19.

➤ ***Chhattisgarh***

- ❖ Focused on the unprivileged sections of the people.
- ❖ Virtual Gram Sabhas were organised.
- ❖ Extensive of technologies in mobilising the community.
- ❖ Live telecast of the Gram Sabha was performed through loud speaker to reach every individual in the GP.
- ❖ Established the working group and focused on 4 different subjects on each year.
- ❖ Created an appraisal mechanism and awarded 50 best GPD/PD/PDP to encourage for a quality developmental plan.
- ❖ Various schemes were announced and telecasted in radio on every Sunday at 7 to 7:30 PM to make people aware about the prevailing schemes.

## **7. Way Forward**

Shri Sunil Kumar, Secretary, MoPR, in the way forward session gave a lot of takeaways for the workshop. Following are the thoughts shared by him:

1. Every GP should have a vision, mission or Sankalp of what they want to achieve in this current year.
2. GP needs to focus on zero-resource based goal setting, where the desired need-based goal can be achieved with the help of community or with the help of minimal resources available to the GP.
3. Enhance participation in the meeting of Gram Sabha.
4. Apart from Mahila Sabha, Ward Sabha & Bal Sabha, the participation of common man needs to be increased once the pandemic gets over.
5. All GPs need to ensure that at least 10% of the GP members need to present in the Gram Sabha.
6. All the States needs to ensure that the participation of vulnerable people in Gram Sabha and the ensure that at least 1/3<sup>rd</sup> members should be women.
7. Data available in the e-Gram Swaraj & MA portal needs to be analysed and proper gap analysis as well as sectoral expenditure should be undertaken irrespective of states.

8. All the States/UTs are advised to make a standard PPT of 8 to 10 slides, in local language, covering various schemes and circulate the same with GP secretary or functionaries. This PPT needs to be read out in Gram Sabha.
9. Focus should be given to service delivery mechanism.
10. A thrust should be given contract management and the annual maintenance contracts should be there for the maintenance of fixed assets like pump house, street light, etc.
11. Every PRI should have a performance management system.
12. All the States are advised to prepare and focus on the hybrid training session as it's very cost effective and it can reach to many people those unable to attend the training in person.

## **8. Localizing SDGs in Panchayat Planning**

*By Smt. Jayashree Raghunandan, Additional Chief Secretary, Tamil Nadu*

The session was conducted through online with informational videos highlighting the need for localising SDGs. Following are the key points highlighted during the session:

1. It was highlighted that need for eradicating poverty, to fight inequality and also to tackle climate change. The same can be achieved by the preparation of resilient GPDPS
2. It was further mentioned that the importance of ensuring the last-mile service delivery and fulfilling the promise of “*Leaving No One Behind*” and “*Leaving No Village Behind*”
3. It was empirically shown that climate change as well as global warming are man-made. To tackle the issue, not only all the line-department or GP but also all the individual needs to work on it.
4. It was emphasised that while preparation of GPDPS, GP needs to take initiative to work with other departments especially on climate change.
5. It was further emphasized that the GP needs to ensure that they are converting promises into reality in localising the SDG.
6. She also said that, apart from PRIs, other departments also need to understand the importance of localising SDG and all in a mutual way should achieve the objectives of SDGs.

## **9. Concluding Remarks**

*Shri Nagendra Nath Sinha, Secretary, Ministry of Rural Development*

- ❖ He revisited the importance of PPC and localisation of SDGs. He highlighted that the programmes launched by various line Ministries are addressing multiple SDGs.
- ❖ To localise and achieve SDG targets, either schemes are to be mapped with SDG or SDGs are to be mapped with the schemes/programmes. He further suggested that an ideal approach would be working backwards on SDGs.

*Shri Sunil Kumar, Secretary, Ministry of Panchayati Raj*

- ❖ He appreciated the efforts put in by the coordination team for ensuring smooth conduct of sessions handled remotely by various resource persons.
- ❖ He further mentioned that the members of GP should be encouraged to take own decisions pertaining to any matter,
- ❖ He mentioned that ensuring the dignity of life to every individual is the real challenge before us and PRI bodies should strive for achieving it.
- ❖ He urged that GPs should take into account the issues of gender, class bias, marginalised sections and address their requirements, their issues to the best of our ability and the local governments should help in providing the best means for achieving the same.

The workshop was concluded with the **Vote of Thanks** by Dr. Anjan Kumar Bhanja, Associate professor, NIRDPR.