सत्यमेव जयते

Ministry of Rural Development
Government of India

SHYAMA PRASAD MUKHERJI RURBAN MISSION

National Rurban Mission (NRuM)

Integrated Cluster Action Plan (ICAP)

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Shyama Prasad Mukherji Rurban Mission (SPMRM)

Preparation of Integrated Cluster Action Plan

1.0 Setting the context

The National Rurban Mission aims at development of a cluster of villages that preserve and nurture the essence of the rural community life with focus on equity and inclusiveness without compromising with the facilities perceived to be essentially urban in nature, thus creating a cluster of 'Rurban villages'.

The Mission intends to simulate local economic development, enhance basic services and create well planned Rurban clusters. About 300 Rurban clusters will be developed over the next five years, which have latent potential for growth, in all States and UTs, which would trigger overall development in the region.

Under this Mission, every Rurban cluster will be developed as a project comprising components covering training linked to economic activities, developing skills and local entrepreneurship and will provide necessary infrastructure amenities. These projects will be implemented over a fixed timeframe of three years by integrating and converging the implementation of project components. This will be followed by an operations and maintenance period of ten years.

In order to guide the development of the Rurban cluster, the Mission recommends preparation of an Integrated Cluster Action Plan (ICAP) for each Rurban cluster. The ICAP for a cluster will have two components viz.

A. Socio Economic and Infrastructure Planning Component

B. Initiation of Spatial Planning.

Both the components will form an integral part of the ICAP and will be undertaken in parallel.

The **Socio Economic and Infrastructure Planning component** of the ICAP will essentially identify the socio-economic and infrastructure requirements of the cluster, converge various government schemes and implement the project level interventions in the cluster as per the process indicated in this framework. This Socio Economic and Infrastructure Planning exercise is expected to take about four months and would form the basis for the next steps of the Mission i.e. identification of project components converged, assessment of funding requirements and critical gap funding etc.

The **Spatial Planning Component** of the ICAP will be initiated after the selection and delineation of the Rurban Cluster and the process shall follow the planning norms as laid down in the State Town and Country Planning Acts/similar Central or State statutes as may be applicable for the State. The Spatial Planning component of the ICAP will result in a structure plan/land use plan for the Rurban cluster along with an enforcement mechanism for the same.

The process for preparation of Spatial Plans may be executed over a longer time frame as mandated by the State act. **However, under the ICAP and within the mandated period of 4 months, under the spatial component, it is only intended that States would work towards notifying these clusters as Planning Areas under the relevant State Town and Country Planning Acts and submit the draft notification as part of the ICAP.**

The following sections presents the Framework of Implementation for preparation of an ICAP for a Rurban cluster.

2.0 ICAP Concept and Rationale

2.1 What is an ICAP?

Integrated Cluster Action Plan (ICAP) shall be a key document covering baseline studies outlining the requirements of the cluster and the key interventions needed to address these needs and to leverage its potential. The ICAP prepared for the cluster will enunciate:

i. A strategy for the cluster integrating the vision for each Gram Sabha, identified in the cluster.

ii. The desired outcomes for the cluster under the Rurban Mission

iii. The resources to be converged under various Central Sector, Centrally Sponsored and State Sector schemes.

iv. The Critical Gap Funding (CGF) required for the cluster.

v. Most importantly, the ICAP would delineate the cluster areas to form well planned layouts following the planning norms (as laid down in the State Town and Country Planning Acts/similar Central or State statutes as may be applicable), which would be duly notified by the State/UTs. These plans would be finally integrated with the District Plans/Master Plans as the case may be.

2.2 Why is an ICAP needed?

An ICAP is required for a scientific and systematic assessment of the requirements of a cluster and identification of the components to be developed for the cluster. The ICAP will guide the development of the cluster, it will include a long term vision for the cluster, interventions through various government schemes, plan the convergence of implementation of government schemes and lay out a strategy for operations and maintenance of the facilities created in the cluster. The CGF for the cluster will be determined on the basis of the projections in the ICAP.

The spatial planning component of the ICAP will ensure that the Rurban Cluster develops in the long term as well planned layouts with enforcement mechanisms similar to those in urban areas.

2.3 Who will prepare an ICAP?

The ICAPs for each cluster will be prepared by the State Nodal Agencies with inputs from designated State Technical Support Agencies (Leading Institutions nominated by the Ministry to support State Governments to prepare ICAPs). ICAPs, so prepared, by the State Governments will be evaluated by the Expert Group, constituted by the Ministry for the purpose.

The State Government shall prepare the ICAPs in close consultation with the District Collectors/ Zilla Parishads and concerned Panchayati Raj Institutions and ensure participation and ownership from all concerned stakeholders.

2.4 How will an ICAP be prepared?

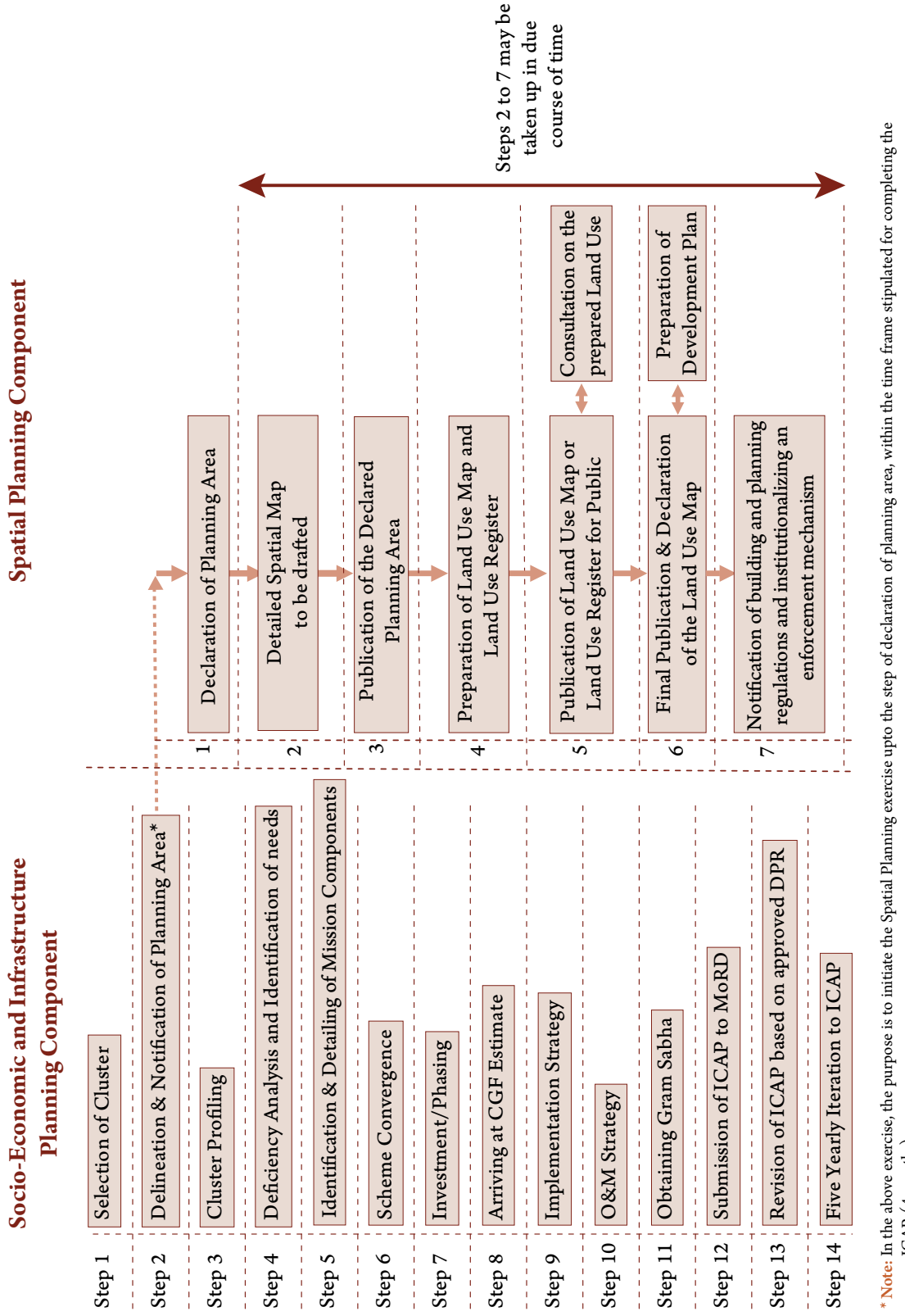
The ICAP preparation will follow a step by step process as explained in the following section. The two components of the ICAP will be prepared in parallel with linkages amongst the documents. Some of the key points of interface between the Socio-Economic and Infrastructure Planning Components and Spatial Planning component are:

- The cluster selection process will be followed by a consent by the State Government to notify these clusters as planning areas under the relevant Act.
- The submission of the Socio-Economic and Infrastructure Planning Component of the ICAP for approval by the Mission will be accompanied by a Draft Notification

Declaring the Cluster as a Planning Area in accordance with relevant Acts.

- The Spatial Planning Component will be prepared taking into consideration the findings and relevant recommendations of the Socio-Economic and Infrastructure Planning Component of the ICAP.

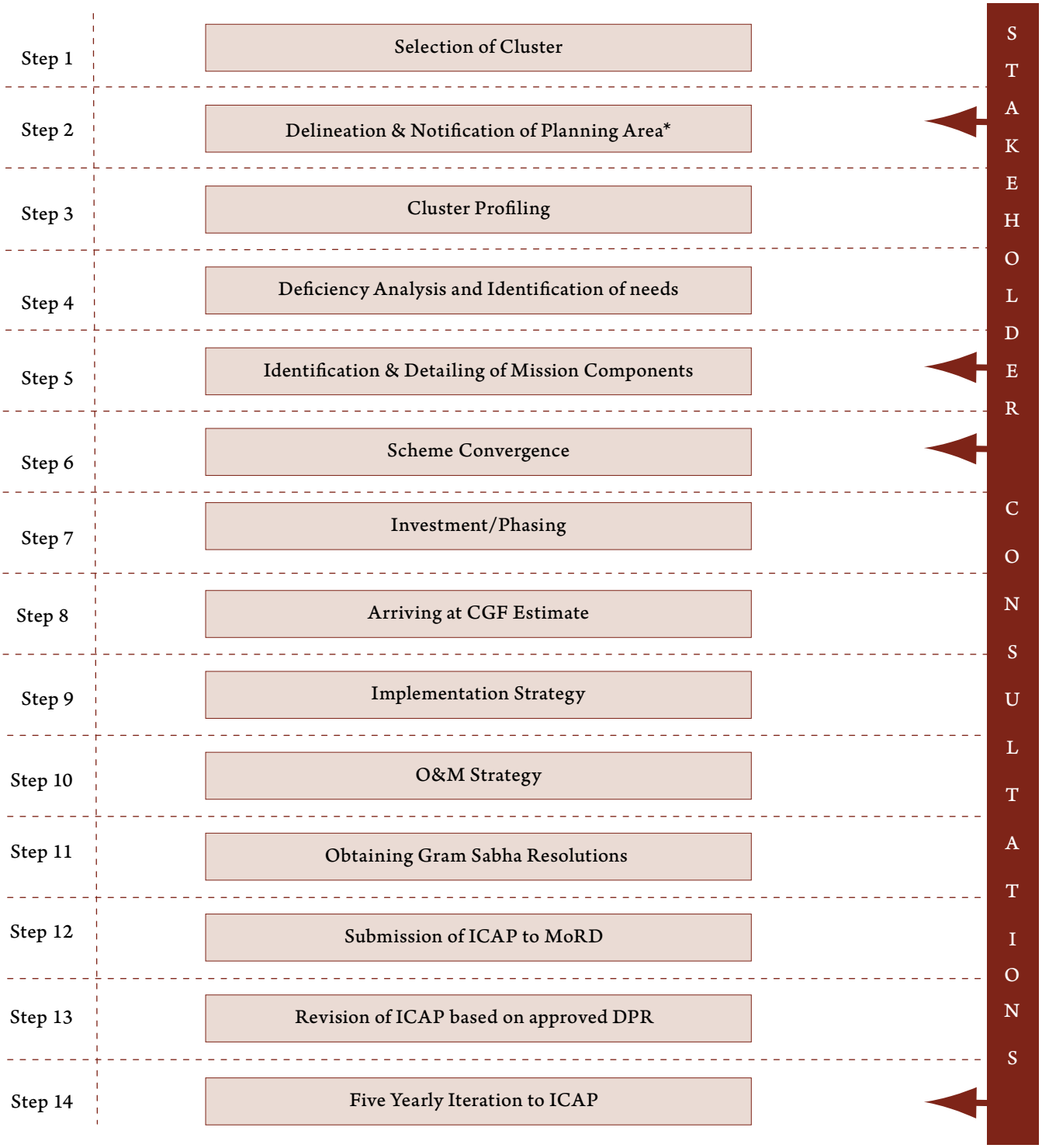
FIGURE 1: COMPONENTS OF ICAP



* **Note:** In the above exercise, the purpose is to initiate the Spatial Planning exercise upto the step of declaration of planning area, within the time frame stipulated for completing the ICAP. (4 months)

3.0 Step by Step Process for Preparation of ICAPs

FIGURE 2: STEP BY STEP PROCESS FOR ICAP



*Note: In the above exercise, the purpose is to initiate the Spatial Planning exercise upto the step of declaration of planning area, within the time frame stipulated for completing the ICAP. (4 months)

FIGURE 3: STIMELINES FOR ICAP PREPARATION AND SUBMISSION TO MORD

Time Fram		M1				M2				M3				M4			
		W1	W2	W3	W4	W1	W2	W3	W4	W1	W2	W3	W4	W1	W2	W3	W4
Step 1	Selection of Cluster																
Step 2	Cluster Profiling																
Step 3	Delineation and Notification of Planning Area																
						SC											
Step 4	Deficiency Analysis and Identification of needs																
Step 5	Identification & Detailing of Mission Components																
												SC					
Step 6	Scheme Convergence																
														SC			
Step 7	Investment/Phasing																
Step 8	Arriving at CGF Estimate																
Step 9	Implementation Strategy																
Step 10	O&M Strategy																
Step 11	Obtaining Gram Sabha Resolution																
Step 12	Submission and Approval of ICAP to MoRD																
		STAKEHOLDER CONSULTATION (SC)															

4.0 Step 1: Selection of Cluster

The cluster selection process would follow the process delineated in section 12.0 in the Framework for Implementation. The same is elaborated again below:

4.1 A 'Rurban cluster', would be a cluster of geographically contiguous villages with a population of about 25000 to 50000 in plain and coastal areas and a population of 5000 to 15000 in desert, hilly or tribal areas. As far as practicable, clusters of village would follow administrative convergence units of Gram Panchayats and shall be within a single block/ tehsil for administrative convenience.

4.2 The cluster selection process would be done by the Ministry and the States as per the details outlined below. The Ministry shall identify a set of potential locations (sub districts) for Rurban clusters and the State shall identify a set of contiguous villages within the sub district to form a Rurban cluster and prioritize these clusters for funding.

4.3 There will be two categories of clusters under SPMRM: Non-Tribal and Tribal and the process of selection will vary for each of these categories.

4.3.1 **Non-Tribal Clusters:** For selection of Non-Tribal clusters, the Ministry would provide a list of leading sub districts to each State, within which the clusters could be identified. The selection of these sub districts by the Ministry would be based on parameters such as (i) Decadal Growth in Rural Population (ii) Decadal Growth in Non-Farm work participation (iii) Presence of Economic Clusters (iv) Presence of places of Tourism and Religious significance and (v) Proximity to Transport Corridors. Appropriate weightages have been given for each parameter.

Thereafter, within these sub districts, so identified by the Ministry, the State Governments could select the clusters and while doing so, could include the following performance parameters:

i. Decadal growth in Rural Population.

ii. Rise in Land Values.

iii. Decadal growth in Non- Farm Work force participation.

iv. Percentage Enrollment of girls in secondary schools.

v. Percentage Households with Bank accounts under Pradhan Mantri Jan Dhan Yojana.

vi. Performance in Swacch Bharat Mission (Grameen).

vii. Good Governance Initiatives by Gram Panchayats.

Any other factor which the States may consider relevant may also be included. However, a total weightage of 80% would be given for the first 4 parameters and the States will have the flexibility to choose the last three parameters, subject to a total of 20%.

While selecting the Rurban cluster the State may identify a large village/gram panchayat that are growth centers with resources available in the area and could potentially lead the economic transformation of the region. These growth centers could be block headquarters, census towns (under the administration of Gram panchayats) or the largest village in that cluster. The clusters could then be formed by identifying geographically contiguous villages within a radius of 5–10 km (or radius appropriate to the population density and geography of the region) around the identified growth center.

4.3.2 **Tribal Clusters:** For identification of the tribal clusters, the Ministry would

FIGURE 4: PROCESS OF IDENTIFICATION OF NON TRIBAL RURBAN CLUSTERS IN A STATE-STEPS TO BE TAKEN BY MORD

IDENTIFICATION OF NON TRIBAL RURBAN CLUSTERS IN A STATE
STEP TO BE DONE BY MoRD
STEP 1- SEPARATION OF NON TRIBAL AND TRIBAL DISTRICTS
Identification of top 100 Tribal Districts in the Country from Census 2011 and separation of Non Tribal and tribal districts in a State
↓
STEP 2- IDENTIFICATION OF TOP 50 SUB DISTRICTS FROM THE NON TRIBAL DISTRICTS IN A STATE
Based on Decadal Increase in Rural Population
↓
STEP 3- RANKING OF TOP 50 SUBDISTRICTS TO IDENTIFY THE POTENTIAL SUB DISTRICTS IN A STATE
Decadal Growth in rural Population
Decadal Growth in non Farm Work Participation Ration
Presence of Economic Cluster in the district
Tourism & Pilgrimage Significance of the district
Proximity to Transport Corridors

FIGURE 5: PROCESS OF IDENTIFICATION OF NON-TRIBAL CLUSTERS IN A STATE - STEPS TO BE TAKEN BY STATES

IDENTIFICATION OF NON TRIBAL RURBAN CLUSTERS IN A STATE
STEP TO BE DONE BY STATE GOVERNMENT
RANKING AND SELECTION OF NON TRIBAL RURBAN CLUSTERS
STEP 1- IDENTIFICATION OF RURBAN CLUSTERS IN LEADING SUB DISTRICTS
Identification of continous villages around the largest villages settlement/cencsus town to from rurban cluster in the top sub districts.
↓
STEP 2- Ranking of Rurban Clusters
Decadal growth in rural population
Rise in land values
Decadal increase in non farm work force participation
% Enrollment of girls in secondary school
% Households with Bank accounts under Pradhan Mantri Jan Dhan Yojana
Performance in Swacch Bharat Mission (Grameen)
Good Governance Initiatives by Gram Panchayat

select the leading sub districts of the State falling within the top 100 tribal districts of the country, based on the Scheduled Tribes population. The selection of these sub districts would be based on parameters such as (i) Decadal growth in Tribal Population (ii) Current Tribal Literacy Rate (iii) Decadal growth in Non-Farm Work force participation (iv) Decadal growth in Rural Population and (v) Presence of Economic Clusters. Appropriate weightages have been suggested respectively for each of these parameters while selecting the sub districts.

Thereafter, within these sub districts so identified by the Ministry, the State Governments could select the clusters and while doing so, could include the following performance parameters:

i. Decadal growth in Tribal Population.
ii. Growth in Tribal Literacy rates.
iii. Decadal growth in Non-Farm Work force participation.

FIGURE 6: PROCESS OF IDENTIFICATION OF TRIBAL CLUSTERS IN A STATE

IDENTIFICATION OF TRIBAL RURBAN CLUSTERS IN A STATE

- For ranking of tribal Clusters, the parameters adopted at the Sub District and cluster level would be different from that adopted for the Non Tribal Clusters:
- MoRD will select the leading Tribal Sub Districts in a State, within which State may chose the Tribal Clusters as per suggested methodology:

Selection of leading Tribal Sub Districts by MoRD	Selection of Tribal Clusters by State Government
Decadal growth in Tribal population	Decadal growth in Tribal population
Tribal Literacy Rate	Growth in Tribal Literacy rate
Decadal Growth in Non Farm Work Participation Ratio	Decadal Growth in non Farm Work Participation Ratio
Decadal Growth in Rural Population	
Presence of Economic Clusters in the district	

Any other factor which the States may consider relevant may be included in addition to the above three parameters, provided the weightage for the above three parameters is not reduced below 80%.

While selecting the Rurban cluster, in addition to the qualitative aspects mentioned in section 4.3.2 above, the State shall lay special emphasis on tribal areas and villages so as to ensure development of tribal areas.

5.0 Step 2: Delineation & Notification of Planning Area

5.1 **Delineation of Planning Area:** The cluster boundary needs to be clearly delineated following the process specified in the respective State/UT statutes. The following general steps need to be adhered to:

i. The Planning area needs to be distinctively shown on the map with GIS co-ordinates on a scale of 1:8000.

ii. Planning areas shall as far as possible include full plot nos. (Survey Nos).

iii. Two or more clusters may be combined into one Planning Area in consultation with the Planning Authorities in the State

5.2 **Notification of Planning Area:** The planning area so delineated for the clusters will need to follow the due process of notification:

5.2.1 The declaration of the planning area shall be widely published in at least 2 local news-papers having wide circulation as well as by a public notice affixed at prominent places, Government offices, local authorities and public places situated within the Planning Area.

This will be followed by initiation of the Spatial Planning Component of the ICAP. The process shall follow the planning norms as laid down in the State Town and Country Planning Acts/similar Central or State statutes as may be applicable for the State. The indicative steps that need to be followed for the Spatial Planning Component of the ICAP exercise, as per the Model Town and Country Planning Act, is detailed in Annexure 1 of this ICAP guidelines.

However, in the Socio Economic and Infrastructure Planning Component of the ICAP, the purpose is to initiate the Spatial Planning component of the ICAP and hence only steps upto the stage of Notification of the Rurban Cluster as Planning Area is required to be completed, within the time frame stipulated for completing the ICAP.

6.0 Step 3: Cluster Profiling

The existing profile of the cluster needs to be detailed out at 2 levels (1) General Profile which includes Demography, Socio Economic, Administrative Profiling (2) Component Profiling

6.1 **General Profile:** Under the General Profiling the Demographic details of the GPs within the cluster, the socio-economic profiling, cultural profiling and the administrative profiling of the GPs need to be done. Each of these are elaborated below:

a. Demography

In order to plan for the cluster, it is important to first understand the demographic character of each of the GPs within the cluster. This will enable optimum planning and designing as per the demographic needs and trends for each of the components chosen for the cluster. The following details at the Gram Panchayat level may be collated as per the Table 1:

b. Socio Economic& Cultural

For proper planning of the cluster it is important to understand the socio economic characteristics of the GPs constituting the cluster. This will enable identification of the most appropriate needs for the cluster as well as understand the latent potential of the cluster, which can be further developed or given impetus under this Mission. The following details at the Gram Panchayat level may be collated to draw out

TABLE 1: DEMOGRAPHIC PROFILE OF THE CLUSTER

	Details	GP -1	GP-2	GP-3	GP-n	Total
	Existing					
1	Total Population (as per census 2011)					
2	Decadal Growth in Rural Population (%) (2001-2011)					
3	Household Size					(Avg)
4	Sex Ratio					
5	Age Profile (Age bracket with the largest % of population)					
6	Total Land Area					
	Under agriculture					
	Under Forests					
	Projected Scenario- 2020					
1	Rural Population					

Source: Census of India/any other GoI or State Government statistical reference.

TABLE 2: SOCIAL PROFILE OF THE CLUSTER

	Details	GP -1	GP-2	GP-3	GP-n	Total
1	Literacy Rate					
2	SC-Population					
3	ST- Population					
4	Education Levels					
	% with Higher Secondary and above					
	% with Senior Secondary and above					
	% with Primary education and above					
5	% of Population – disabled					
6	% of Single women					

Source: SECC/ Census of India or State Government statistical reference/other reliable secondary source.

the Social Profile of the cluster as per the table below:

The Table 2 may also be detailed with a brief analysis and write up on each of the above indicators. Similarly, the economic profiling of the cluster may be done as per the following table:

The Table 3 may also be detailed with a brief analysis and write up on each of the above indicators.

c. Administrative

It is important to understand the administrative profile of the cluster for smooth implementation of the Mission and to enable setting up of the institutional frameworks at the block and cluster level as envisaged under this Mission. The administrative profile of the cluster may be collated as per the following table

TABLE 3: ECONOMIC PROFILE OF THE CLUSTER

	Details	GP -1	GP-2	GP-3	GP-n	Total
1.	Occupational Structure					
(i)	Farm and Non-Farm work force					
(ii)	Women as a % of Work Force					
(ii)	Occupation by Industry (Industry in which majority of the work force is engaged in)					
(iii)	Average distance to work place for majority of the work force in the GP.					
(iv)	Any home based or traditional industry					
2.	MSME clusters- details					
3.	No. of MSME clusters					
4.	Type of MSME clusters					

Source: SECC/Census of India or State Government statistical reference/other reliable secondary source.

TABLE 4: CULTURAL PROFILE OF THE CLUSTER

	Details	GP -1	GP-2	GP-3	GP-n	Total
1.	Languages Spoken					
2.	Religion (% of population under each religion)					
3.	Type of Tribes					
4.	Pilgrimage Centres					
5.	Tourist Centres					
6.	Monuments/Places of Heritage					

Source: SECC/Census of India/Ministry of Tourism and Culture/State Government statistical reference/other reliable secondary source.

TABLE 5: ADMINISTRATIVE PROFILE OF THE CLUSTER

	Details
1.	No of Gram Panchayats in the cluster
2.	Name of the Block Head Quarters
3.	Name of the BDO
4.	Distance of the Block Headquarters from the largest settlement in the cluster. (in km)
5.	Agencies providing key services: ◈ Water Supply and sanitation ◈ Village streets and drains ◈ etc.

6.2 Component Profiling

Fourteen desirable components have been listed out as ideal components for the cluster, however giving flexibility to the States to decide any other relevant components required to develop the cluster. The following components are envisaged as desirable components in each cluster: (i) Skill development training linked to economic activities (ii) Agro Processing, Agri Services, Storage and Warehousing. (iii) Fully equipped mobile health unit. (iv) Upgrading school/higher education facilities. (v) Sanitation (vi) Provision of piped water supply. (vii) Solid and liquid waste management. (viii) Village streets and drains. (ix) Street lights (x) Inter-village road connectivity. (xi) Public transport. (xii) LPG gas connections (xiii) Digital Literacy. (xiv) Citizen Service Centres- for electronic delivery of citizen centric services/e-gram connectivity.

In order to arrive at the most desirable components amongst the 14 listed components, it is important to understand the existing/ current situation in the cluster w.r.t each of the components. The profiling may be done as per the template given Table 6.

7.0 Step 4: Deficiency Analysis and Identification of Needs

7.1 In this step a comprehensive assessment will be made on economic profile of the cluster. The assessment will aim at understanding the reasons for the growth in the economy of the region, identify the key economic growth drivers, assess the basic strengths of the cluster and identify the opportunities for economic growth of the cluster. This exercise will not be restricted at the cluster level and will include economic assessments at the block and district levels. Strengths, Weakness, Opportunities, Treats (SWOT) framework may be used by the SNA in the above assessment. This assessment shall conclude with identification of key economic drivers for the cluster which could form the basis for identifying the interventions on the socio economic and infrastructure components to support/ nurture these economic drivers.

7.2 Subsequent to the profiling of the existing situation w.r.t. the 14 desirable components/any other components, the deficiencies in each of the components in the cluster may be ascertained w.r.t. the benchmarked norms as per the template given in table.

8.0 Step 5: Identification and Detailing of Mission Components- Stakeholder Consultations

8.1 Based on the economic profiling and deficiency and needs analysis, the next step is to develop a vision for the cluster. The vision for the cluster along with the needs and economic assessment will be validated with a stakeholder consultation across the various levels viz.- PRI/District/State level functionaries.

8.2 In order to achieve the vision for the cluster, project components will be identified that will support the vision. The project components could substantially cover the fourteen desirable components of the Mission. The SNA may identify specific components beyond the fourteen desirable components and include them in the development strategy depending upon the needs and development vision of the cluster.

8.3 Preferably SNA can make a presentation to the SLEC for an in principle concurrence on the Mission components.

8.4 After which the chosen components would need to be detailed out in terms of levels intended in

TABLE 6: COMPONENT PROFILING

	Desirable Component	Existing Situation
1	Skill Development training Linked to Economic Activities	Existing skills in the GP (Handicraft/Handloom/Industrial etc) Skilled members at the household level
2	Agri-services and Processing	Detail the existing Agri services and processing industries present in the cluster.
3	Digital Literacy	Detail the existing levels in terms of core IT infrastructure as well as general digital literacy levels at the HH and Village level.
4	24x7 Piped Water Supply	Existing levels of water supply at the household level.
5	Sanitation	Coverage of Individual Toilets in the GP at the household level.
6	Solid and Liquid Waste Management	Existing arrangement for solid and liquid waste management at the Household/Village and Cluster level.
7	Access to Village Streets with Drains	Existing coverage of village streets and drains.
8	Village Street Lights	Coverage of existing GP streets with street lights.
9	Health	Access to clinics and health centres at the household and village level.
10	Up gradation of primary, secondary and higher secondary schools.	Existing nos of primary, secondary and higher secondary schools in the cluster and existing conditions.
11	Inter village roads connectivity	Connectivity between GPs within the cluster with roads and public transport
12	Citizen Service Centres	Existing no. of citizen service centres at the GP level.
13	Public transport	Existing levels of availability w.r.t. Public Transport facilities both intra and inter GP
14	LPG Gas Connections	Access to LPG connections at the household level (No of household with LPG connections).

Source: Respective Scheme Data Base/GP records/census of India/other reliable source.

each component along with tentative costing for each component.

9.0 Step 6: Scheme Convergence

9.1 The next step after finalization of the desirable components for the cluster is to identify the possible schemes that can be converged for each of the components. Each of the identified mission components would need to be mapped with an existing Centrally Sponsored, Central Sector, State Government schemes for fund convergence as per the principle of scheme convergence in the Rurban Mission to meet the total required cost estimated in Step 5.

9.2 The potential Central Sector and Centrally sponsored schemes that could be considered for convergence is illustrated and detailed in Annexure 1 of the Framework of Implementation, which is also detailed in Table below for reference. Besides the mentioned Government of India schemes, several State Government schemes being implemented successfully in the State may also be identified for possible convergence .

TABLE 7: DEFICIENCY ANALYSIS AND IDENTIFICATION OF NEEDS FOR A CLUSTER

A		B	C	D= C-B
Desirable Component		**Existing Situation**	**Desired Levels**	**Gaps/Need**
1	Skill Development training Linked to Economic Activities	Existing skills in the villages. (Handicraft/Handloom/Industrial etc) No of skilled members at the HH level.	At-least 70 percent household with one beneficiary in each household.	Identification of training needs in terms of sector and no of people to be trained with age profiling.
2	Agri-services and Processing	Detail the existing Agri services and processing industries present in the cluster. (Including storage infrastructure).		Identification of support to any agri based service/industry/ storage infrastructure.
3	Digital Literacy	Detail the existing levels in terms of core IT infrastructure as well as general digital literacy levels at the HH and Village level.	At least one e-literate person in every household.	Identification of no of people to be digitally literate in the cluster.
4	24x7 Piped Water Supply	Existing levels of water supply at the household level.	70 liters per capita per day (lpcd) of safe drinking water for every households throughout the year.	Identification of Augmentation needs at the household level and type of augmentation- source/ transmission/distribution.
5	Sanitation	Coverage of Individual Toilets in the villages at the household level.	100% HH with Individual Household Latrines.	Identification of no of households to be covered with individual latrines.
6	Solid and Liquid Waste Management	Existing arrangement for solid and liquid waste management at the Household/ Village and Cluster level.	Collection at HH level Treatment at Cluster Level.	Identification of SWM facilities at collection/transportation/ treatment.
7	Access to Village Streets with Drains	Existing coverage of village streets and drains.	All village streets to be covered with drains.	Identification of length of streets yet to be covered with drains.
8	Village Street Lights	Coverage of village streets with lights.	All village streets to be covered with street lights as per norms.	Identification of no of street lights to be provided.
9	Health	Access to clinics and health centres at the household and village level.	Access to Health infrastructure as per norms.	Identification of need for Mobile Health Units.
10	Up gradation of primary, secondary and higher secondary schools	Existing nos of primary, secondary and higher secondary schools in the cluster and existing conditions.	Ensuring primary and secondary school within a reasonable distance from all households along with facilities of Drinking water provisions, Toilet blocks (separate for boys and girls) and adequate class rooms.	Identification of upgradation needs/new facilities in the primary and secondary schools.
11	Inter village roads connectivity	Connectivity between villages within the cluster with roads and public transport	Ensure connectivity between all villages.	Identification of need for new connectivity between villages.
12	Citizen Service Centres	Existing no. of citizen service centres at the village level.	One ICT enabled front end Common Service Centre (CSC) per 2 to 3 villages.	Identification of no of CSCs required for the cluster.
13	Public transport	Existing levels of availability w.r.t. Public Transport facilities both intra and inter village.	Public transport to block from each village.	Need for additional facilities to improve public transport access to each village.
14	LPG Gas Connections	Access to LPG connections at the household level.	One LPG retail outlet per village or per 1800 households.	Need for additional retail outlets in the cluster.

TABLE 8: INDICATIVE LIST OF CENTRAL SECTOR AND CENTRALLY SPONSORED SCHEMES FOR POSSIBLE CONVERGENCE FOR THE DESIRABLE COMPONENTS WITHIN A RURBAN CLUSTER

S. No.	Desirable components	Desirable Outcome	Potential Scheme for convergence	
			Name	Brief
1	Skill Development training Linked to Economic Activities	At-least 70 percent household with one beneficiaries in each households.	Deen Dayal Upadhyaya Grameen Kaushalya Yojana (DDU-GKY)	Deendayal Upadhaya Gramin Kaushalya Yojana is scheme implemented by Ministry of Rural Development. The key features of the scheme are: 1) Outcome led design 2) Guaranteed Placement for at least 75% trained candidates 3) Shift in emphasis from training to career progression 4) Post placement support, migration support and alumni network to enable farm to factory transition. 5) Industrial Internships 6) Skill training programs that are based on national and international market demand 7)Special Regional focus - Sub-schemes for J&K (Himayat) and for 27 most affected Left Wing Extremist (LWE) districts (Roshini) across nine States.
2	(i) Agri services andProcessing	Support to the Agriculture and Allied Activity components as per RKVY.	Rashtriya Krishi Vikas Yojna (RKVY)	Rashtriya Krishi Vikas Yojna (RKVY) by the Department of Agriculture, Cooperation and Farmer Welfare under the Ministry of Agriculture and Farmer Welfare intends to incentivize the States so as to increase public investment in Agriculture and allied sectors. The scheme gives autonomy to the States to draw up plans for executing Agriculture and allied sector schemes taking into consideration the agro-climatic conditions, availability of technology, natural resources and cropping patterns in the respective districts. The components for which the scheme provides support includes Crop Husbandry (including Horticulture), Animal Husbandry and Fisheries, Dairy Development, Agricultural Research and Education, Forestry and Wildlife, Plantation and Agriculture Marketing, Food Storage and Warehousing, Soil and Water Conservation, Agricultural Financial Institutions, other Agricultural Programs and Cooperation and expenditures directly related to the development of agriculture viz., expenditure on shallow tube well, deep tube well, drip irrigation, sprinkler irrigation, dug wells or other similar irrigation activities which are budgeted under the Agriculture Department of the State.
	(ii) Agri services and farm productivity	Support to components under end to end irrigation supply chain as per PMKSY.	Pradhan Mantri Krishi Sinchai Yojna (PMKSY)	Pradhan Mantri Krishi Sinchai Yojna (PMKSY) by the Department of Agriculture and Cooperation and Farmer Welfare under the Ministry of Agriculture and Farmer Welfare intends to ensure access to protective irrigation to all agricultural farms in the country to produce 'per drop more crop', thus bringing much desired rural prosperity. PMKSY will be focusing on end-to end solution in irrigation supply chain, viz. water sources, distribution network, efficient farm level applications, extension services on new technologies & information etc.
	(iii) Agri Services	Support to organic farming cluster identified under PKVY.	Paramparagat Krishi Vikas Yojana (PKVY)	Paramparagat Krishi Vikas Yojana (PKVY) support and promote organic farming thereby improving soil health. Under PKVY Organic farming is promoted through adoption of organic village by cluster approach and Participatory Guarantee System (PGS) certification. In three years 10,000 cluster covering 5.0 lakh acre organic farming areas is to be developed under PKVY by providing Rs. 20,000/- per acre per farmer for seeds and transport facilities.
3	Digital Literacy (access to digital resources for all citizens)	At-least one e-literate person in every household.	Digital India	Ensuring Universal digital literacy is one of the component under Digital India mission, which intend to provide the citizens the ability to fully exploit the digital technologies to empower themselves. It helps them seek better livelihood opportunities and become economically secure. The programme focuses on digital literacy by ensuring at least one e-literate

S. No.	Desirable components	Desirable Outcome	Potential Scheme for convergence	
			Name	Brief
				person in every household by using core ICT infrastructure set up by the central and State governments, such as CSCs, National Optical Fiber Network (NOFN) and 5000 facilitation centers to be set-up by National Institute of Electronics and Information Technology (NIELIT) and by providing 100 mbps links to 2,50,000 gram panchayats through optical fiber cable as per Digital India Norms.
4	24 x 7 Piped Water Supply	70 liters per capita per day (lpcd) of safe drinking water for every households throughout the year	National Rural Drinking Water Programme (NRDWP)	National Rural Drinking Water Program is implemented by MoDWS and the scheme intended to provide Provision of Piped water supply to households, ensuring sustainability in drinking water schemes and convergence of all water conservation programmes. By 2022, the scheme aims to provide every rural person in the country with access to 70 lpcd water within their household premises or at a horizontal or vertical distance of not more than 50 meters from their household without barriers of social or financial discrimination. Individual States can adopt higher quantity norms, such as 100 lpcd.
5	Sanitation	100% HH with Individual Household Latrines	Swachh Bharat Mission-Gramin	The SBM(G) is implemented by MoDWS with aims to 1) Accelerate the efforts to achieve universal sanitation coverage and focus on sanitation, 2) The mission strives to improve the levels of cleanliness in rural areas through Solid and Liquid Waste Management activities, 3) Making Gram Panchayats Open Defecation Free (ODF), clean and sanitized.
6	Solid and Liquid Waste Management	Solid waste collection + Secondary transport for all HHs wastes and liquid waste management		
7	Solid Waste Treatment / Vermi compost Pit	1 vermi-composting plant per 2500 persons/liquid waste unit (as per SBM-G guideline)		
8	Village Streets with Drains	All village to be covered with Drains	Applicable Central and State government schemes	The design under this sub component should aim at providing all weather paved streets within the villages with adequate drains for storm water disposal. The storm water disposal system should be separate from the sewerage network.
9	Street Lights	All village to be covered with Street Lights	Applicable Central and State government schemes	The design under this sub component should aim at providing streets within the villages with adequate street lights and safe alignment design. Preferably, solar Street lights shall be provided and at intervals prescribed under relevant standards.
10	Fully equipped Mobile Health Unit	Mobile Unit as per NHM norms	National Rural Health Mission (NHM) - Rural	National Rural Health Mission implemented by Ministry of Health and Family Welfare has provision of Mobile Medical Unit (MMUs) to provide outreach services in rural and remote areas. This is not meant to transfer patients. MMUs comprise of one/two or three vehicles varying State-wise. Where there is more than one vehicle then 1)One vehicle is used for transport of medical and Para-medical personnel, 2) Second is used for carrying equipment/ accessories and basic laboratory facilities, 3) Third vehicle carries diagnostic equipments such as X-Ray, ultrasound,

S. No.	Desirable components	Desirable Outcome	Potential Scheme for convergence	
			Name	Brief
				ECG machine and generator. Each unit has- one doctor, one nurse, one radiologist, one lab attendant, one pharmacist and a helper and driver. There is provision of medicines in the unit.
11	Up gradation of primary, secondary and higher secondary schools	Ensuring primary and secondary school within a reasonable distance from all households along with facilities of Drinking water provisions, Toilet blocks (separate for boys and girls) and adequate class rooms.	Rashtriya Madhyamik Shiksha Abhiyan (RMSA). Sarva Shiksha Abhiyan (SSA) Rashtirya Uchchatar Shiksha Abhiyan and	Rashtriya Madhyamik Shiksha Abhiyan (RMSA) and Sarva Shiksha Abhiyan (SSA) are schemes run by the Ministry of Human Resource Development. The objective of RMSA is to improve quality of education imparted at secondary level through making all secondary schools conform to prescribed norms and Universal access to secondary level education by 2017. Rashtirya Uchchatar Shiksha Abhiyan is another umbrella scheme to be implemented in mission mode that would subsume other existing schemes in the sector. Funding by the programme to States is spread across 18 components including upgradation of existing autonomous colleges and conversion of colleges in a cluster.
12	(i) Inter village roads connectivity	Ensure connectivity between all villages.	Pradhan Mantri Gram SadakYojana (PMGSY) for road connectivity	Pradhan Mantri Gram Sadak Yojana implemented by MoRD. The PMGSY aims to provide 1) all-weather road connectivity to unconnected rural habitations 2) Accessibility of unconnected habitations to the services (educational, health, marketing facilities etc.), which are not available in the unconnected Habitation.
	(ii) Public transport.	Public transport to nearest urban center from each block.	Applicable State government schemes	The design of this component shall aim at providing public transport connectivity to nearest urban center from each block, villages with economic importance and the villages within the cluster. The provision of public transport should be through State Transport Agencies or through licensing of routes to private operators for provision of buses or intermediate modes of public transport.
13	Citizen Service Centres- for electronic delivery of citizen centric services/e-gram connectivity	One ICT enabled front end Common Service Centre (CSC) per 2 to 3 villages.	Digital India Mission	Under Digital India mission, Easy access to a Common Service Centre (CSC) component is implemented under the NeGP formulated by DeitY, the CSCs are ICT-enabled front-end service delivery points (kiosks) at the village level for delivery of government, financial, social and private sector services in the areas of agriculture, health, education, entertainment, banking, insurance, pension, utility payments, etc. CSCs operate within a public-private-partnership (PPP) model and a 3-tier structure consisting of the CSC operator (known as the Village Level Entrepreneur or VLE). Under the proposed CSC 2.0, it is planned to increase the number of CSCs to 2,50,000 (covering all panchayats) to facilitate easier access to CSCs for the citizens.
14	LPG Gas Connections/ Improved Chulhas	One LPG retail outlet per village or per 1800 households.	Rajiv Gandhi Gramin LPG Vitaran (RGGLV)	Rajiv Gandhi Gramin Vitaran Yojana (RGGLV) provides one time financial assistance to the BPL Category for new LPG connection. Under this scheme, cost of Security Deposit and Pressure Regulator (at present 1450+150=1600) is met from the funds of the public sector Oil Marketing Companies (OMCs) created for this purpose by the contributions from the Corporate Social Responsibility (CSR) fund of six major oil companies e.g. ONGC, OIL, GAIL, BPCL, HPCL and IOCL. Locations for setting up of Rajiv Gandhi Gramin LPG Vitrak (RGGLV) are identified broadly based on potential of average monthly sale of 600 LPG cylinders of 14.2 kg and 1800 customers with monthly per capita consumption of about 5 Kg.

Source: Respective Ministry web sites

10 Step 7: Investment and Phasing

10.1 The components and the investment required will then be phased out over the construction period of three years based on the year wise costing requirements estimated allowing for escalation. The following template may be followed to arrive at the investment phasing:

TABLE 9: INVESTMENT PHASING FOR A CLUSTER

Project component		*Name of the Scheme converged*	*Investment Required [A] (Rs. in lakhs)*	Investment phasing over the construction period		
				Year 1	Year 2	Year 3
1						
2						

11.0 Step 8: Arriving at CGF Estimate

11.1 Based on the Investment requirement estimated and the identification of resources though convergence, the balance amount would be the amount requiring Critical Gap Funding under this Mission. However as the per the Mission framework this will be restricted to 30% of the Project capital expenditure or Rs. 30 crores, whichever is less in plain areas. In desert, hilly and tribal areas the CGF will be capped at 30% of the Project capital expenditure or Rs. 15 crores whichever is less. The total investment required as estimated in Step 7 above, the resources that can be obtained through convergence and the balance CGF amount, capped as per the norms, may be detailed out following the template given table below:

11.2 The project sub components to be funded under the CGF will be clearly identified as part of the above exercise.

Project component	*Name of the Scheme converged*	*Investment Required (Rs. in lakhs) [A]*	Funding available through the scheme (Rs. Lakhs)				Funding gap [C=A-B]	Project sub component identified for gap funding
			GoI share	*State Govt. share*	*Beneficiary share, if any*	*Total funding available [B]*		
1								
Totals		***Total investment required***	Total GoI	Total State share	Total beneficiary share	**Total funding available**	**Total Gap**	

12.0 Step 9: Implementation Strategy

12.1 The next step is to identify the implementation modalities for the Mission which could broadly include the following:

Capital Works

a) Implementation of all components of the project by the State Government agencies.

b) Implementation through PPP.

The Implementation Strategy will need to detail out the strategy for implementing each project component. Major milestones during implementation will need to be identified and detailed out in a component wise bar chart. These component wise bar-charts will be finally be integrated as a comprehensive construction program bar chart for cluster.

Project component	Implementing agency/ officer responsible for execution	Key Implementation Milestone dates					
		DPR preparation	Approval of DPR	Preparation of Tender Documents	Notice inviting bids	Appointment of contractor	Construction start

Project component	Implementing agency/ officer responsible for execution/ name of the contractor	Key Construction Milestone dates				
		Construction start	Completion of 30% activities at site	Completion of 60% activities at site	Submission of UCs	Commissioning of the project component

The implementation strategy shall identify the key implementing agencies and the convergence strategies for ensuring implementation within the construction time frame. An indicative template of the implementation framework till the commencement of construction activities at site is as under. This framework forms a crucial template for coordination of activities to ensure at all activities commence as per plan. The Implementation strategy will also identify the persons responsible for monitoring the performance of implementation agencies as per the agreed timelines.

The Implementation strategy will also identify key milestones for monitoring construction at the cluster, these milestones will be drawn from the construction bar-charts for the project components. The template for monitoring the major milestones will be as under.

The above templates will be prepared in sufficient detail to ensure that effective project coordination and monitoring can be done by the District Project Management Unit (DPMU) and the Cluster Development and Management Unit (CDMU). The above charts will be dynamic documents and will be constantly updated based on the progress of the implementation of the project components at the cluster by the CDMU during the implementation phase. The SNA may suggest further implementation coordination and monitoring frameworks as may be required.

13.0 Step 10: O&M Strategy

13.1 The next step is to identify the O&M strategy for the individual assets being created under this mission. Broadly the O&M strategies could be either of the following :

- O&M of the project components by the Gram Panchayats, State Government agencies or private partners.
- O&M of project components like water supply, sewerage, solid waste management etc. as a combined utilities management contract with a private sector operator.

Project component	*O&M agency*	*Annual O&M expenditure*	Sources of O&M funds			Shortfall in recovery of O&M expenses	Remarks on O&M strategy
			User charges	*14th Finance commission/ grants*	*Total sources*		

The Ministry will issue separate guidelines to help State Governments identify components that can be taken up through the PPP mode. Standard modules of PPP will be developed and State Government can adopt these standard modules.

The Operations and Maintenance Expenses of the project will be recovered through user charges as per the user charges policy in the State with shortfall supported by the State budget.

A summary Statement on the O&M strategy will be prepared covering key aspects, the template for the summary Statement is as under Table above.

14.0 Step 11: Obtaining Gram Sabha Resolutions

14.1 Once Steps 1-10 has been completed, there would need to be a wide stakeholder consultation at all levels. Once the stakeholders arrive at a consensus on the ICAP the Gram Sabha resolutions would need to be obtained and annexed with the ICAP.

15.0 Step 12: Submission of ICAP to MoRD

15.1 The finalized ICAP with the Gram Sabha resolutions along with the draft notification of the cluster as a planning area, needs to be presented by the SNA to the SLEC. The ICAP will need to be accompanied with ICAP summary sheet as per prescribed template. Once the comments of the SLEC are obtained on the ICAP the same would need to be appropriately incorporated and then submitted to the SLEC for further submission to the Ministry along with the filled up CGF application.

15.2 While submitting the ICAPs, the draft notification for declaration of the cluster as a planning area and preparation of the Master Plan under the relevant State Act for the cluster shall also be submitted to the Ministry.

15.3 The ICAP along would then be appraised by the National Mission Management Unit and presented to the Expert Group for ratification and validation. The validated ICAP along with the CGF application would then be finally placed for approval by the Empowered Committee at MoRD.

15.4 Post the approval of the Ministry, the first installment of the CGF will be released to the SNA for implementation of the next steps of the project.

16.0 Step 13: Revision of ICAP based on approved DPR costing

16.1 Once the ICAP preparation has been completed, the SNA would then proceed with preparation of DPRs for the individual project components of the cluster. The DPRs would then be ratified by the respective departments in accordance

with scheme norms and finally by the SLEC. The finalized DPRs would then impact the final CGF costing which would be iterated based on the actual estimates provided in the approved DPRs.

16.2 The revised CGF calculations will thereafter be submitted to the SLEC for its approval. The revised CGF calculations will be submitted to the Ministry for its approval which will be followed with the release of the second installment of the CGF to the SNA.

17.0 Step 14: Five Yearly Iteration to ICAP

17.1 The ICAP is not intended to be a static document, it would be iterated every five years based on the progress in the clusters and the revised needs of the cluster. The Spatial Planning process initiated through the notification in Step 2 would also need regular monitoring by the DPMU and accordingly the needs of the cluster and the desirable components can be iterated.

ANNEXURE 1: SPATIAL PLANNING PROCESS - STEPS INVOLVED

The process for preparation of Spatial Plan will be governed by the existing planning norms applicable for the State and may vary from State to State. The following steps are some indicative steps in the Planning process based on Model Town and Country Planning Act. The Planning exercise should be done keeping in view norms as per UDPFI guidelines or appropriate rural planning norms of National Building Code.

In disaster prone areas, flood prone, earthquake prone areas appropriate planning norms will have to be applied keeping in view the adequate protection against these disasters.

In addition to Spatial Planning this component of the ICAP shall also notify planning area and institutionalize enforcement mechanisms for the Rurban cluster.

The Ministry will support the Spatial Planning component of the ICAP by preparing Model Planning and Land use regulations and enforcement mechanisms. The State Planning Authority may appropriately modify the same to suit the States context.

FIGURE 7: STEP BY STEP PROCESS IN SPATIAL PLANING

Ministry of Rural Development
Government of India