



Ministry of Rural Development
Government of India

SHYAMA PRASAD MUKHERJI RURBAN MISSION

National Rurban Mission (NRuM)



Framework of Implementation





प्रधान मंत्री
Prime Minister

MESSAGE

The Shyama Prasad Mukherji Rurban Mission (SPMRM) is an attempt to make our rural areas socially, economically and physically sustainable regions. The Mission strives to strengthen rural areas by providing economic, social and infrastructure amenities, thus leading to sustainable and balanced regional development in the country.

The vision of SPMRM is to "develop a cluster of villages that preserve and nurture the essence of 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".

Under this National Rurban Mission (NRuM), to ensure organized development of the clusters, the areas would be well delineated and would be duly notified as planning areas under the relevant Planning Acts of the States. The mission aims to create 300 such 'Rurban Clusters' over the next 3 years, across the country with about 100 Rurban clusters approved every year.

To resonate with our Government's principle of cooperative federalism, it is envisaged that States will lead this mission. There are various ongoing Central Government, Centrally sponsored and State Government schemes running in your State for rural development, I urge the States to work towards convergence of these scheme funds to develop these 'Rurban Clusters'. The Central Government would support to the extent of a Critical Gap Funding.

Various institutional arrangements have been provided and budgeted for, in this Mission to support and enable the States implement this mission. I hope all States and UTs would derive full benefit from this institutional support and ensure expeditious and accurate implementation of this very innovative mission.

No rural development effort will be successful unless our Gram Panchayats are engaged and involved in its planning and implementation. Hence, I request the State and District machineries to closely engage and involve the GPs in the identification of the Rurban clusters.

Through this Mission let us strive to realize Gandhiji's vision of Gram Swaraj to make rural areas their own republic "independent of its neighbours for its own vital wants and yet interdependent for many others in which dependence is necessary".

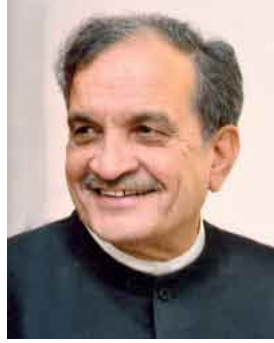
New Delhi
21 December 2015



(Narendra Modi)



बीरेन्द्र सिंह
Birender Singh



ग्रामीण विकास, पंचायती राज और
पेयजल एवं स्वच्छता मंत्री
भारत सरकार
MINISTER OF RURAL DEVELOPMENT,
PANCHAYATI RAJ AND
DRINKING WATER & SANITATION
GOVERNMENT OF INDIA

MESSAGE

The Union Cabinet on 16th September, 2015, approved the Shyama Prasad Mukherji Rurban Mission (SPMRM), with an outlay of Rs. 5142.08 crores. The Mission aims at the development of rural growth clusters which have latent potential for growth in all States and UTs, which would trigger overall development in the region.

These clusters would be developed by provisioning of economic activities, developing skills & local entrepreneurship and providing infrastructure amenities. These clusters would also be well delineated areas with planned layouts prepared 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.

As the success of the scheme hinges on careful selection of the clusters, the Ministry has adopted a scientific process of cluster selection which involves an objective analysis at the District, Sub District and Village level, of the demography, economy, tourism & pilgrimage significance and transportation corridor impact. While the Ministry, following this selection methodology, would provide a suggestive list of sub districts to the State, the State Governments would then select the clusters following a set of indicated principles detailed in this Framework.

The National Rurban Mission (NRuM), aims to create 300 such Rurban growth clusters over the next three years, across the country. The funding for Rurban Clusters will be through various schemes of the Government converged into the cluster. The SPMRM will provide an additional funding support of upto 30% of the project cost or Rs.30 crores per cluster, whichever is lesser for plain areas and Rs.15 crores per cluster or 30% of the project cost in desert, hilly and tribal areas, as Critical Gap Funding (CGF) to enable development of such Rurban clusters.

To ensure an optimum level of development, fourteen components have been suggested as desirable for the cluster which are listed in this Framework. States may choose the components based on the detailed analysis of their clusters through their Integrated Cluster Action Plans. (ICAPs)

The 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 to leverage the potential of the clusters.

In addition to the Critical Gap Funding, proactive steps are being taken to ensure the success of the Mission with adequate budget provisions for supporting the State Governments towards project development, capacity building and other institutional arrangements at the state level.

The successful implementation of this Mission will contribute in a big way in the development of our rural areas and creation of well planned regions.


(Birender Singh)

Abbreviations

BDO	Block Development Officer	NMMU	National Mission Management Unit
BPL	Below Poverty Line	NRDWP	National Rural Drinking Water Programme
CDMU	Cluster Development and Management Unit	NRuM	National Rurban Mission
CGF	Critical Gap Funding	PKVY	Paramparagat Krishi Vikas Yojana
CSC	Citizen Service Centres	PMGSY	Pradhan Mantri Gram Sadak Yojana
CSR	Corporate Social Responsibility	PMKSY	Pradhan Mantri Krishi Sinchai Yojana
DDO	District Development Officer	PPP	Public Private Partnership
DDUGKY	Deen Dayal Upadhyaya Grameen Kaushalya Yojana	PRI	Panchayati Raj Institutions
DPMU	District Project Management Unit	RGGLVY	Rajiv Gandhi Grameen LPG Vitaran Yojana
DPR	Detailed Project Report	RKVY	Rashtriya Krishi Vikas Yojana
GFR	General Financial Rules	RMSA	Rashtriya Madhyamik Shiksha Abhiyan
GIS	Geographical Information System	SBM	Swachh Bharat Mission
ICAP	Integrated Cluster Action Plan	SLEC	State Level Empowered Committee
ICT	Information and Communication Technology	SNA	State Nodal Agency
IEC	Information Education and Communication	SPMRM	Shyama Prasad Mukherji Rurban Mission
LPG	Liquefied Petroleum Gas	SPMU	State Project Management Unit
NHM	National Health Mission	SSA	Sarva Shiksha Abhiyan

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Shyama Prasad Mukherji Rurban Mission (SPMRM)

1.0 The 'Rurban' Context

- 1.1 As per Census of India statistics, the rural population in India, stands at 833 million, constituting almost 68% of the total population. Further, the rural population has shown a growth of 12% during the 2001-2011 period and there has been an increase in the absolute number of villages by 2279 units, during the same period.
- 1.2 Large parts of rural areas in the country are not stand-alone settlements but part of a cluster of settlements, which are relatively proximate to each other. These clusters typically illustrate potential for growth, have economic drivers and derive locational and competitive advantages. Hence, making a case for concerted policy directives for such clusters. These clusters once developed can then be classified as 'Rurban'.
- 1.3 Hence taking cognizance of this, the Government of India, has proposed the Shyama Prasad Mukherji Rurban Mission (SPMRM), aimed at developing such rural areas by provisioning of economic, social and physical infrastructure facilities.
- 1.4 Taking also into view, the advantages of clusters, both from an economic view point as well as to optimize benefits of infrastructure provision, the Mission aims at development of 300 Rurban clusters, in the next five years.
- 1.5 These clusters would be strengthened with the required amenities, for which it is proposed that resources be mobilized through convergence of

various schemes of the Government, over and above which a Critical Gap Funding (CGF) would be provided under this Mission, for focused development of these clusters.

- 1.6 This Mission would hereinafter be referred to as National Rurban Mission (NRuM).

2.0 National Rurban Mission (NRuM) – Vision Statement

- 2.1 The National Rurban Mission (NRuM) follows the vision of "Development of a cluster of villages that preserve and nurture the essence of 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".

3.0 Mission Objective

- 3.1 The objective of the National Rurban Mission (NRuM) is to stimulate local economic development, enhance basic services, and create well planned Rurban clusters.

4.0 Mission Outcomes

The larger outcomes envisaged under this Mission are:

- (i) Bridging the rural-urban divide-viz: economic, technological and those related to facilities and services.

- (ii) Stimulating local economic development with emphasis on reduction of poverty and unemployment in rural areas.
 - (iii) Spreading development in the region.
 - (iv) Attracting investment in rural areas.
- 6.3 Components pertaining to agriculture and allied activities would be required to be given special emphasis while developing these clusters.
 - 6.4 In order to achieve the above envisaged outcome, under NRuM, the State Government shall identify existing Central Sector, Centrally Sponsored and State Government Schemes relevant for the development of the cluster and converge their implementation in an integrated and time bound manner.

5.0 What is a 'Rurban Cluster'

- 5.1 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 with a population of 5000 to 15000 in desert, hilly or tribal areas.
- 5.2 As far as practicable, clusters of villages would follow administrative convergence units of Gram Panchayats and shall be within a single block/tehsil for administrative convenience.

6.0 Desirable Components & Scheme Convergence

- 6.1 The Rurban clusters would be developed by provisioning of training linked to economic activities, developing skills & local entrepreneurship and by providing necessary infrastructure amenities.
- 6.2 The following components are envisaged as desirable 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 (CSC) - for electronic delivery of citizen centric services/e-gram connectivity.

7.0 Integrated Cluster Action Plans (ICAPs) & Detailed Project Reports (DPRs)

- 7.1 The State Governments shall prepare an Integrated Cluster Action Plan (ICAP) that would lay down the development aspirations of the cluster in a consultative manner and detail the interventions being envisaged as a part of NRuM, the schemes being converged, implementation framework, the envisaged

Mission outcomes in the cluster expected as a result of implementation of NRuM.

- 7.2 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.
- 7.3 The ICAP will also provide the tentative cost for development of the cluster and the estimated resource plan to meet the cost through convergence of various Central Sector, Centrally Sponsored, and State Government Schemes.
- 7.4 The ICAP prepared for the cluster will enunciate:
 - (1) A strategy for the cluster integrating the vision for each Gram Panchayat in the cluster
 - (2) The desired components for the cluster
 - (3) The resources to be converged under various Central Sector, Centrally Sponsored and State Sector schemes
 - (4) The Critical Gap Funding (CGF) required for the cluster
 - (5) Most importantly, the ICAP would delineate the cluster as a planning area for further notification as mentioned below.
- 7.5 The ICAPs will delineate the cluster areas to comprise 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 spatial plans so delineated would be finally integrated with the District Plans/Master Plans as the case may be.
- 7.6 While submitting the ICAPs, the draft notification for declaration of the cluster as a planning area under the relevant State Act for the cluster shall also be submitted to the Ministry.
- 7.7 The ICAPs for each cluster will be prepared by the States with inputs from designated State Technical Support Agencies (Institutions of repute, empanelled by the Ministry to support

State Governments to prepare ICAPs and spatial plans). ICAPs, so prepared, by the State Governments will be evaluated by the Expert Group, constituted by the Ministry for the purpose.

- 7.8 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.
- 7.9 After the preparation of ICAP and identification of components for the Rurban cluster, Detailed Project Reports (DPRs) shall be prepared for the project components identified for implementation under the National Rurban Mission (NRuM). The DPRs, which would be 'good for execution' documents, shall contain the detailed design and costing of the project components in line with the norms and requirements of relevant scheme guidelines.

The step by step process for preparation of ICAP is delineated in Figure 1, details of which are in the ICAP Module.

8.0 Institutional Framework

- 8.1 The National Rurban Mission, (NRuM), is proposed to be implemented in a Mission mode, keeping the States as anchors and key implementers. The framework envisages the engagement of key stakeholders at the National, State, District and Gram Panchayat level as described below:

8.1.1 National Level

- The NRuM will be run at the Centre, by the **National Mission Directorate** headed by the Joint Secretary, in-charge at the Ministry of Rural Development. This Mission Directorate would be supported by a National Mission Management Unit (NMMU).

FIGURE 1: STEP BY STEP PROCESS FOR PREPARATION OF ICAPS



***Note :** In the ICAP 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)

8.1.2 State Level

- At the State level, Department of Rural Development or an Agency or any Department nominated by the State Government will be designated as the **State Nodal Agency (SNA)** for purposes of the National Rurban Mission (NRuM). The Department/SNA will be supported by a State Project Management Unit (SPMU) to be set up in the Department/SNA.
- Preferably, the selected agency should be under the administrative domain of the State Government's Rural Development and/or Panchayati Raj Department, as the case may be.
- State Technical Support Agencies.** NRuM also will provide State Technical Support Agencies (STSAs)- Institutions of repute, empanelled by the Ministry and engaged by the States, to support

in selection of clusters, preparation of ICAPs and spatial plans and to hand hold the States in these processes.

8.1.3 District Level

- ▶ A **District Project Management Unit (DPMU)** may be set up at the District Collector's office with upto three professionals : i. Regional Planning Specialist ii. Convergence Specialist and iii. Rural Development and Management Specialist. The existing pool of Prime Minister Rural Development Fellows (PMRDFs) of the State wherever present may also be engaged. The District Project Management Unit will report to the District Collector. This unit shall be responsible for coordinating with implementing departments/agencies for ensuring notification of planning areas and related spatial planning matters, convergence of schemes planned in the ICAP in an integrated and time-bound manner. These DPMUs shall also work in close co-ordination with the SPMU.

8.1.4 Cluster Level

- ▶ At the Cluster level, a **Cluster Development and Management Unit (CDMU)** will be set up for each Rurban cluster comprising at least two professionals, i. Spatial planning professional and ii. Rural development and management professional. This unit will closely monitor the spatial planning aspects and the ICAP preparation for the cluster and will also closely monitor the progress of the activities in the cluster and provide regular updates to the DPMU/SPMU.

8.1.5 Role of Panchayati Raj Institutions

- ▶ The State Nodal Agency will consult the Panchayati Raj Institutions at the Zilla, Panchayat Samiti and the Gram Panchayat on the NRuM activities to be undertaken in the Clusters.

- ▶ The Mission should be adopted by the Gram Sabhas of all the participating Gram Panchayats through Gram Sabha.
- ▶ PRI members are to be included at all stages of the project cycle from planning, implementation, monitoring and evaluation and maintenance of assets created during the project period.

9.0 Empowered Committees

- 9.1 In order to ensure and expedite approvals at various levels of the decision making the following empowered committees are proposed at various levels:

9.1.1 National Level

- ▶ An **Empowered Committed (EC)** headed by Secretary, Ministry of Rural Development, will be constituted at Ministry, which will approve the ICAPs submitted by the States and approve the CGF for the cluster and take other necessary decisions and steps to ensure coordination with other Central Ministries and State Governments, to facilitate successful implementation of the Scheme.
- ▶ **Expert Group:** An Expert Group will be constituted at Ministry which will comprise representatives of relevant institutions and departments and eminent persons in the related sectors of the Mission. The mandate of the Expert Group will be to evaluate the ICAPs before it is sent to the Empowered Committee for final approval. Ministry may also seek guidance from the Expert Group on matters related to NRuM from time to time during the Mission period.

9.1.2 State Level

- ▶ A **State Level Empowered Committed (SLEC)** headed by the Chief Secretary will recommend/approve the ICAPs before

FIGURE 2: PROPOSED INSTITUTIONAL STRUCTURE AT THE NATIONAL LEVEL

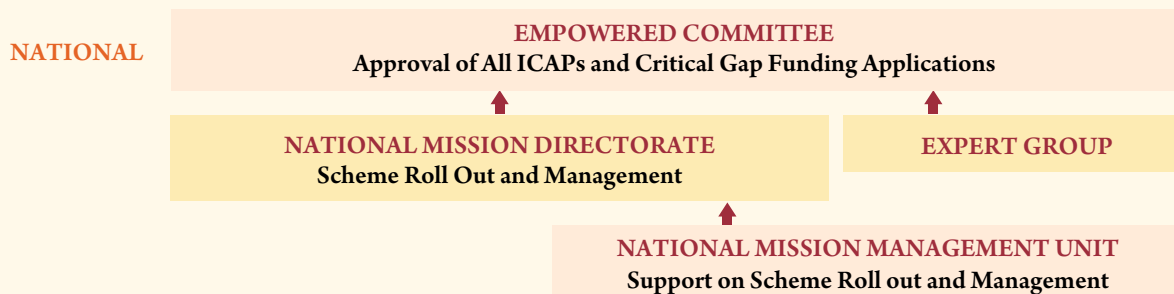
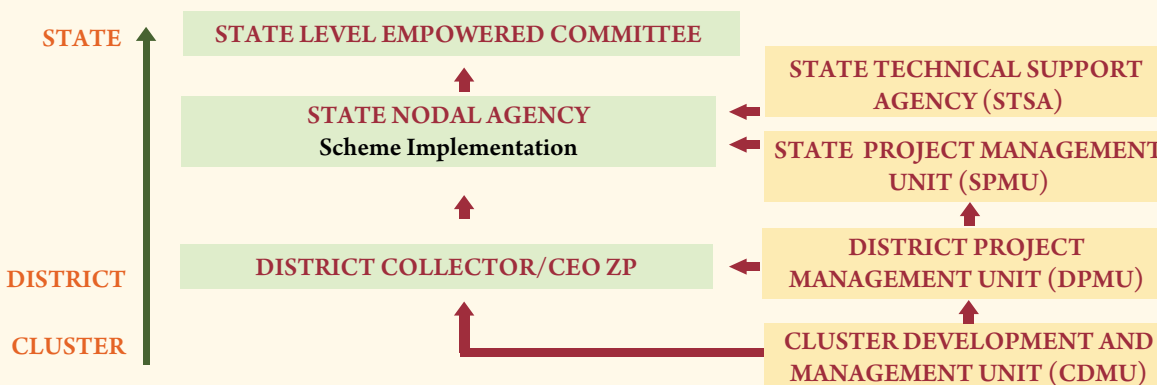


FIGURE 3: PROPOSED INSTITUTIONAL STRUCTURE IN THE STATES



submission to the Mission Directorate and will also be responsible for other key decisions for effective coordination and implementation of the Mission.

11.0 Step by Step Process to be followed by States to kick start the Mission

9.1.3 District Level

- ▶ A **District Level Committee**: would be constituted with the officers of the concerned line Departments, BDO and Sarpanchs and representatives of the concerned Panchayati Raj Institutions. The District Collector/CEO ZP will be the Chair of the Committee.

10.0 Role of Elected Representatives

State Governments are requested to ensure the participation of local elected representatives comprising Members of Parliament (MPs), Members of Legislative Assemblies (MLAs) etc whenever 'Rurban' projects are inaugurated/launched.

The States would need to follow a step by step approach to culminate in identification of clusters, preparation of ICAPs, DPRs and submission of CGF applications. The broad steps to be followed are explained below:

Step 1 Designation of a State Level Nodal Agency (SNA):

States will, for purposes of the National Rurban Mission (NRuM), identify a State Nodal Agency (SNA) Preferably, the selected agency should be under the administrative domain of the State Government's Rural Development and/or Panchayati Raj Department, as the case may be.

Step 2 Constitution of a SLEC:

The States will then constitute a State Level Empowered Committee (SLEC), headed by the Chief

Secretary, for approval of the ICAPs and DPRs.

Step 3 Identification of State Technical Support Agencies (STSAs): These are Institutions of repute, empanelled by the Ministry and engaged by the States, to support in selection of clusters, preparation of ICAPs and spatial plans and to hand hold the States in these processes.

Steps 2 & 3 can be simultaneous activities

Step 4 Selection of Clusters: The SNA, with support from the STSAs, will identify Rurban clusters following a methodology recommended by the Ministry. The clusters will be selected also in consultation with the District Collector/CEO-Zilla-Parishad/DDO/closely involving the Gram Panchayats.

Step 5 Approval of the Rurban cluster: The Rurban clusters identified will be approved by the SLEC and submitted to the Ministry for approval. Along with the submission of selected clusters, the consent of the State to notify these clusters as planning areas under the relevant State Act. (along with Form 1- as given in Annexure 2).

Step 6 Setting up of District Level Committees: The District level Committee will be constituted with the officers of the concerned line Departments and Sarpanchs of the concerned Gram Panchayats.

Step 7 Preparation of ICAPs: The SNA will then prepare ICAPs, with support from the STSAs in consultation with the District Collector/CEO-Zilla Parishad/DDO/closely involving the Gram Panchayats.

Steps 6 & 7 can be simultaneous activities

Step 8 Setting up of State Project Management Unit (SPMU): The Department/SNA will constitute a lean State Project Management Unit (SPMU) to be set up in the Department/SNA to support the SNA in the Mission.

Step 9 Setting up of District Project Management Unit (DPMU) and Cluster Development and Management Unit (CDMU): The SNA may then set up the DPMU and CDMU. The DPMU may be comprising upto three professionals (regional planning professional, convergence specialist and rural management/development professional) and will be set up at the District Collector's/CEO ZP office. The CDMU will be set up for each Rurban cluster comprising at least two professionals : i. Spatial planning professional and ii. Rural Development and Management professional.

Step 10 Approval & Vetting of ICAP by SLEC: The ICAPs along with CGF application and with investment estimates will then be submitted by the SNA to the SLEC for necessary approvals.

Steps 8, 9 & 10 can be simultaneous activities

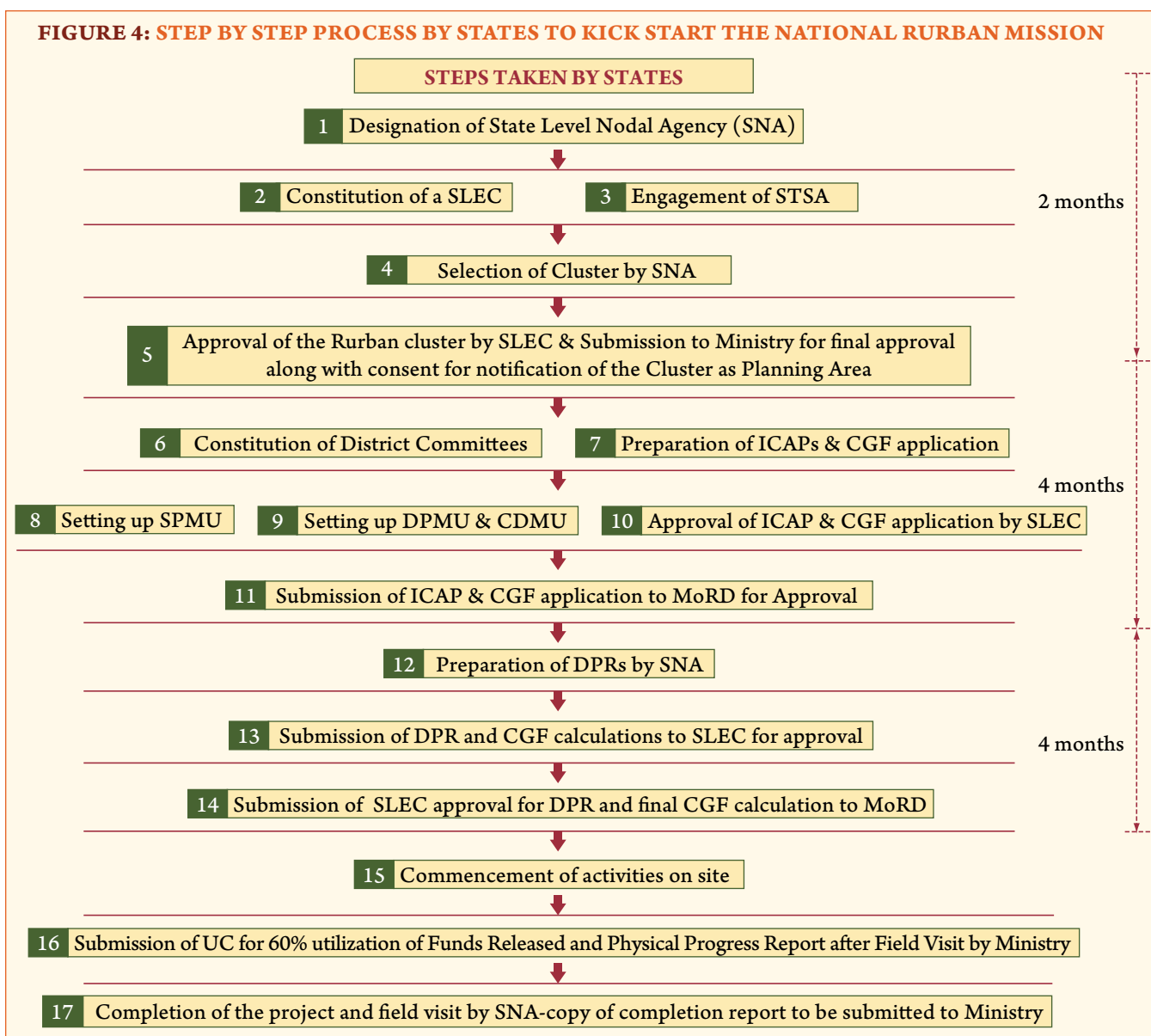
Step 11 Submission of ICAPs & CGF application to Ministry: The ICAPs & CGF application, duly approved by the SLEC, will then be submitted to Ministry for appraisal and approval.

Step 12 Preparation of DPRs: Post approval of the ICAP by Ministry, the SNA will then prepare DPRs for the individual components as identified in the ICAP, and obtain approvals for each DPR from the respective line departments in line with the norms and requirements of the relevant scheme guidelines.

Step 13 Submission of approved DPRs and CGF applications to the SLEC: The SNA will then submit the filled in CGF application with the final project costing along with DPR approvals to the SLEC for approval.

Step 14 Submission of approved CGF application to Ministry: The SNA will then submit the SLEC approved CGF application to Ministry for approval.

FIGURE 4: STEP BY STEP PROCESS BY STATES TO KICK START THE NATIONAL RURBAN MISSION



Step 15 Commencement of Site activities: Post the approval of the CGF application, the SNA will then commence the activities on the site w.r.t. the components identified and prioritized in the ICAP.

The chart above illustrates this process:

12.0 Selection of the ‘Rurban Clusters’

12.1 The cluster selection process would be done by the Ministry and the States as per the details outlined on next page.

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

12.2.1 **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 force participation (iii) Presence of Economic Clusters (iv) Presence of places of Tourism and Pilgrimage 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 Swachh 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 weightage 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 that could potentially lead the economic transformation of the region. These growth centers could also be block headquarter villages or census towns. The clusters could then be formed by identifying geographically contiguous villages/gram panchayats within a radius of 5–10 km (or radius appropriate to the population density and geography of the region) around the identified growth center.

12.2.2 Tribal Clusters: For identification of the tribal clusters, the Ministry would select the leading sub districts 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

FIGURE 5: 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

STEPS TO BE DONE BY MoRD

STEP 1- SEPRATION 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 SUB DISTRICTS TO IDENTIFY THE POTENTIAL SUB DISTRICTS IN A STATE

Decadal Growth in Rural Population

Decadal Growth in Non Farm Works Participation Ratio

Presence of Economic Clusters in the District

Tourism & Pilgrimage Significance of the District

Proximity to Transport Corridors

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

IDENTIFICATION OF NON TRIBAL RURBAN CLUSTERS IN A STATE

STEPS 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 contiguous villages around the largest village settlement/census town to form Rurban clusters 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 schools

% Households with Bank accounts under Pradhan Mantri Jan Dhan Yojana

Performance in Swachh Bharat Mission (Grameen)

Good Governance initiatives by Gram Panchayats

- (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 given for each of these parameters while selecting the sub districts.

Thereafter, within these sub districts so identified by the Ministry, the State Governments would

FIGURE 7: PROCESS OF IDENTIFICATION OF TRIBAL CLUSTERS IN A STATE

IDENTIFICATION OF TRIBAL RURBAN CLUSTER IN A STATE

- ❖ For ranking of Tribal Cluster, the parameters adopted at the Sub District and Clusters 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 States may chose the Tribal Clusters as per suggested methodology:

Selection of leading Tribal Sub Districts by MoRD

Decadal Growth in Tribal Population

Tribal Literacy Rate

Decadal Growth in Non Farm Work Participation Ratio

Decadal Growth in Rural Population

Presence of Economic Clusters in the district

Selection of Tribal Clusters by State Government

Decadal Growth in Tribal Population

Growth in Tribal Literacy Rate

Decadal Growth in Non Farm Work Participation Ratio

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.

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 quantitative aspects mentioned in section 12.2.2 above, the state shall lay special emphasis on tribal areas and villages so as to ensure development of tribal areas.

13.0 Project Funding

13.1 **Project:** The identified Rurban Cluster will be developed as a project with project components identified as mentioned in 6.0 above. The project shall be implemented over a fixed time-frame of three years by integrating and converging the implementation of the project components. This will be followed by an Operations and Maintenance period of 10 years.

13.2 **The Project** shall be considered as a unit of funding under the Mission. Funds for the Project shall be mobilized through convergence of various Central Sector, Centrally Sponsored and State Schemes. The Mission shall provide Critical Gap Funding (CGF) to the Project to supplement the funds mobilized through convergence of various schemes.

13.3 **Convergence of Centrally Sponsored, Central Government and State Government schemes:** Convergence of various existing Centrally Sponsored, Central Sector, and State Schemes towards integrated implementation in a Rurban cluster is one of the fundamental principles under NRuM.

Thus, it is envisaged that under NRuM, funds from these converged schemes shall contribute towards the development of the interventions proposed and is expected to meet the majority of capital costs for the projects.

13.4 **Critical Gap Funding (CGF):** The CGF provided shall be in addition to the funds available to the Project through various schemes. The entire CGF will be funded by the Mission through Ministry. The CGF will be provided to bridge the funding gap posed by availability of scheme funds and fulfilling the development aspirations of the 'Rurban Cluster' as identified in the ICAP. For plain areas, the CGF will be capped at 30% of the Project capital expenditure or Rs. 30 crores, whichever is less. 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.

13.5 **Resources under CSR:** These resources can also be leveraged for better implementation of the programme. The support through CSR could be in the form of deployment of human resources and not necessarily as financial grants.

13.6 **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.

13.7 **Administrative Costs:**

• **National Level:** A budget of Rs. 2.5 crore each year (0.5% of the CGF for 2015-16) has been kept at the National Mission Directorate for supporting the National Mission Management Unit and other arrangements at the Centre for managing the Mission.

• **State Level:** In order to support the NRuM, an administrative budget of 2% of the amount of CGF has been provided for supporting the State Government towards project development and supporting SPMUs, DPMUs, CDMU and other support arrangements at the State.

13.8 **Innovation Fund:** An additional budget of 5% of CGF has been provided as an Innovation budget towards research and development, funding State Technical Support Agencies, capacity building, provision of awards and recognition and other Mission related activities etc.

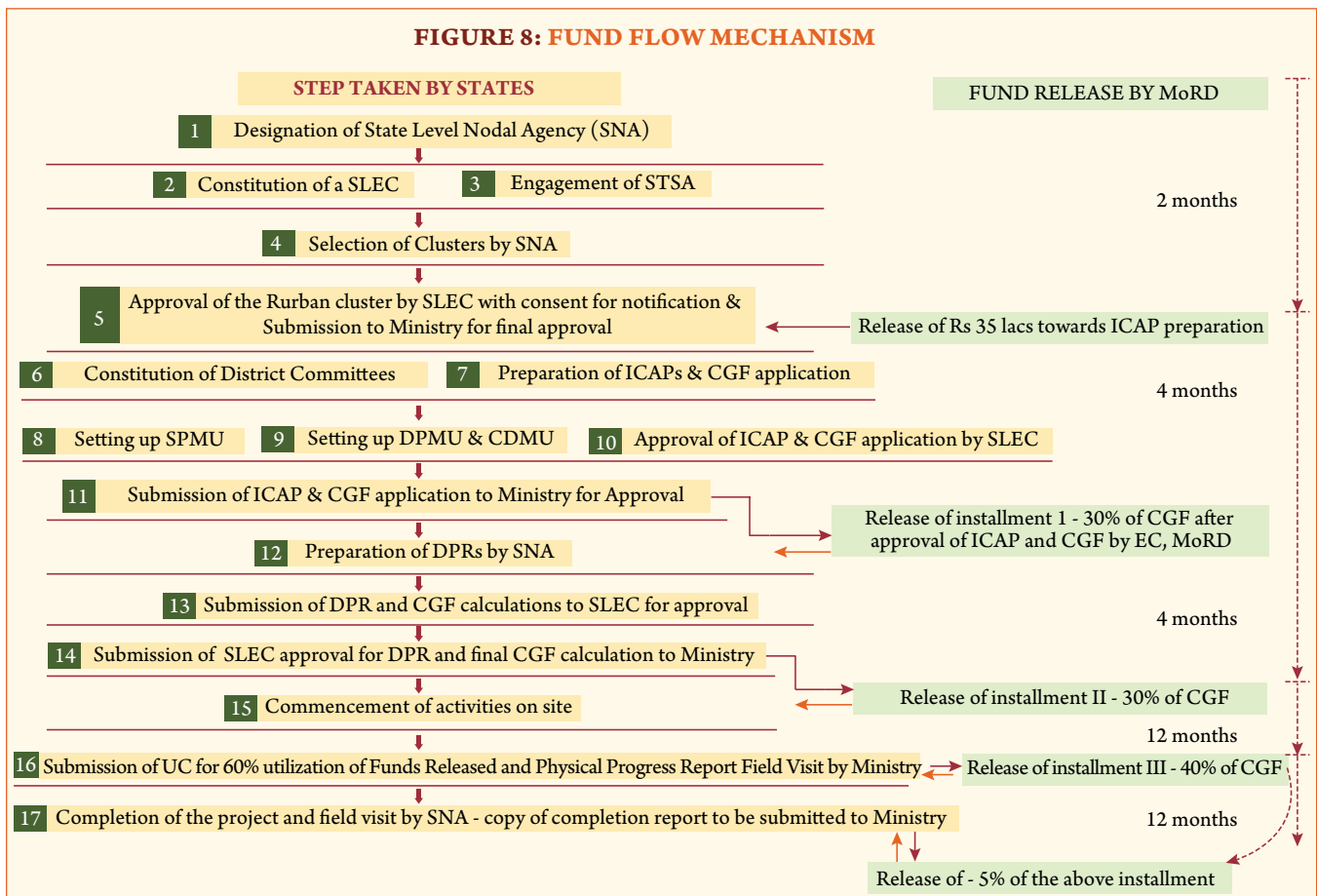
14.2 The SNA would then transfer the CGF to a dedicated bank account at the District Level. The District Collector shall utilize the funds from this account for the components of the ICAP proposed to be funded by CGF. The State Governments/Gram Panchayats may utilize these dedicated bank accounts for channelizing any additional funding for the Rurban cluster.

14.0 Fund Release & Fund Flow Mechanism

14.1 The Critical Gap Funding (CGF) approved for the Rurban Cluster will be transferred from the Ministry to the State Government, which in turn will ensure that it will be credited into a dedicated bank account maintained by the SNA. The CGF for each cluster will be divided into three installments, over a period of three years, in accordance with the project schedule finalized during the approval of the NRuM project.

For Central Sector, Centrally Sponsored and State Sector schemes converged under the National Rurban Mission (NRuM) for a cluster, the fund flow arrangement shall be in accordance with the relevant Scheme Guidelines and these funds will not be routed through the dedicated bank accounts at the State and the district level.

14.3 **Release of Administrative funding:** The Ministry shall release Rs. 35 lakhs (Rupees thirty



five lakhs only) per Rurban cluster approved in the State for preparation of ICAPs. This will be adjusted against the 2% administrative budget for each State.

14.4 **Fund Release:** The funds would be released in three installments at appropriate stages of the project cycle as illustrated in figure 8:

14.4.1 The first installment – 30% of CGF will be released after the approval of the ICAP by the Ministry.

14.4.2 The second installment – 30% of CGF will be released after the submission of DPR approvals by SLEC, approval of the final CGF for the project by the Ministry, which will be followed with commencement of construction activities at the site.

14.4.3 The third installment – 40% of CGF will be released after submission of Utilization Certificate in accordance with the GFR rules and a field visit by Ministry.

The SNA shall transfer 35% of the CGF received as third installment to the Project and the balance 5% of the CGF shall be transferred by the SNA after completion of construction of all project components. The SNA shall verify the completion of the project through site visits. A copy of the completion report will have to be sent to the Ministry for information and record.

15.0 Capacity Building

15.1 **Training and Administrative Support:** In order to support the NRuM, adequate budgets have been provided for capacity development and other IEC activities at the State Government level for managing the implementation of clusters.

15.2 **NRuM Training modules:** In addition to the initiatives by the State Government, the Mission Directorate shall undertake training and capacity building at the National, Regional and State level. Appropriate funds shall be utilized towards

undertaking the training and capacity building activities.

16.0 Implementation Strategy

16.1 **Types of Strategies:** After approval of the CGF by the Empowered Committee, the State shall appoint agencies for the implementation of the projects for construction and for O&M period either through conventional contracts or Public Private Partnerships (PPP) as per the approved implementation plan. Broadly the implementation strategy may include the following:

Capital Works

- a) Implementation of all components of the project by the State Government agencies.
- b) Implementation through PPP.

Operation & Maintenance

The SNA shall nominate or appoint agencies for Operations and Maintenance (O&M) during the O&M period of 10 years either through conventional contracts or through Management contracts with a private sector operator as per the strategy finalized in the ICAP. Broadly the Implementation strategy may include 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.

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 may adopt these standard modules.

17.0 Monitoring and Evaluation

The scheme will have effective Monitoring and Evaluation mechanisms in place. Field visits will be conducted before the release of the 3rd installment of CGF. The team will comprise officials from the Ministry as well as State Nodal Agency.

At the National and State level, a separate, real time web based monitoring system will be put in place for the scheme covering all aspects and components. Every process taken up under this programme, will be tracked for the progress, photographed and made available in public domain. Similarly, photographs of all assets at different stages would be uploaded. The outputs under each activity would be measured every quarter vis-à-vis the physical and financial targets set out in the ICAP.

18.0 Gender and Social Inclusion

Social and Gender Inclusion would be given due consideration and will be factored in and addressed while planning and implementation of the Mission at the cluster level. This will be mandatorily incorporated in ICAPs being submitted by the SNA.

Specific activities addressing the special vulnerabilities and development needs of socially excluded communities such as scheduled caste, scheduled tribes, people with disabilities and old people without care givers and single women will also be included in the budgets at the cluster level. This aspect will be specifically reviewed by the Ministry while evaluating the ICAPs and CGF applications.

Gender Mainstreaming and Gender Budgeting will be followed wherever applicable.

19.0 Miscellaneous

- 19.1 **Awards and recognitions:** Awards and recognition for good performance will be a feature of the scheme. This will incentivize the stakeholders to make efforts towards better implementation.
- 19.2 **Audit:** The auditing process and criteria for audit shall follow the guidelines issued by Government of India from time to time.
- 19.3 **Arbitration:** The Secretary, Ministry of Rural Development (MoRD) is the authority to arbitrate grievances and disputes, wherever required. The Secretary, Ministry may nominate an officer of appropriate rank to arbitrate disputes.
- 19.4 **Dispute resolution:** An appropriate grievance redressal mechanism shall be constituted under the chairpersonship of the concerned SNA wherein the NRuM projects are being implemented for handling local level grievances. Similarly, a mechanism for grievance redressal shall also be institutionalized under the chairpersonship of Joint Secretary, Ministry for handling grievances wherein intervention of Ministry is required.
- 19.5 **Information, Education and Communication:** Materials would be developed for information and dissemination of the Mission amongst all stakeholders.
- 19.6 **Modifications to Scheme Guidelines:** The Ministry shall issue additional guidelines, carry out clarifications and modifications as per requirements during the implementation of the scheme as per the recommendations of the Empowered Committee.

Annexure 1: Details of Desirable Mission Components

Sl. 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 Grameen Kaushalya Yojana is a 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 and Processing	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 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 expenditures.
(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.

Sl. No.	Desirable components	Desirable Outcome	Potential Scheme for Convergence	
			Name	Brief
				The Scheme envisages: 1) Promotion of commercial organic production through certified organic farming. 2) The produce will be pesticide residue free and will contribute to improve the health of consumer. 3) It will raise farmer's income and create potential market for traders. 4) It will motivate the farmers for natural resource mobilization for input production.
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 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	24x7 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-Grameen	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 25000 persons/liquid waste unit (as per SBM-G guideline)		

Sl. No.	Desirable components	Desirable Outcome	Potential Scheme for Convergence	
			Name	Brief
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 schemes of the Central and State governments	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, ECG machine and generator. Each unit has- one doctor, one nurse, one radiologist, one lab attendant, one pharmacist and a helper and driver.
11	Upgradation 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). Rashtriya Uchchar Shiksha Abhiyan	Ministry of Human Resource Development is implementing Rashtriya Madhyamik Shiksha Abhiyan (RMSA) and Sarva Shiksha Abhiyan (SSA). 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, Further Rashtriya Uchchar Shiksha Abhiyan is an umbrella scheme to be implemented in Mission mode that would subsume other existing schemes in the sector. Funding by the programme to states 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 Sadak Yojana (PMGSY) for road connectivity	Pradhan Mantri Gram Sadak Yojana implemented by Ministry. The PMGSY intended 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, 3) PMGSY only covers roads earlier classified as 'Other District Roads' (ODR) and 'Village Roads' (VR) 4) Upgradation is applicable under special conditions only.

Sl. No.	Desirable components	Desirable Outcome	Potential Scheme for Convergence	
			Name	Brief
(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 programme, 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 Grameen LPG Vitaran Yojana (RGGLVY)	Rajiv Gandhi Grameen LPG Vitaran Yojana (RGGLVY) 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 Grameen 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, The assessment of refill sale potential is based on several factors including population, population growth rate, economic prosperity of the location and the distance from the existing nearest distributor.

Annexure 2: Format for Submission of Clusters Selected

FORM 1

(To be sent by SNA to Ministry)

Part A:

Name of State:

Number of clusters:

Criteria for selection:

Criteria – Non tribal										
Name of Cluster	Name of Sub District	Decadal growth in Rural Population	Rise in Land Values	Decadal growth in Non- Farm Work force participation	% Enrollment of girls in secondary schools	% Households with Bank accounts under PM Jan Dhan Yojana	Performance in Swachh Bharat Mission (Grameen)	Good Governance Initiatives by Gram Panchayats	Other Parameters	Ranking
Weightage										

Criteria- Tribal						
Name of Cluster	Name of Sub District	Decadal growth in Tribal Population	Growth in Tribal Literacy rates	Decadal growth in Non- Farm Work force participation	Other Parameters	Ranking

A note describing the process of selection of clusters along with the GIS/Spatial referenced mapping of the clusters may be attached.

We consent to notify these clusters as Planning Areas under the relevant State Planning Acts.

To be certified by SLEC

Annexure 3: Utilization Certificate Format

FORM OF UTILIZATION CERTIFICATE

Utilization Certificate for the Financial Year

S. No.	Letter No. and Date	Amount (Rs.)	Certified that out of Rs. of Grants- in-aid sanctioned during the years in favour of under this Ministry/Department letter No. given in the margin and Rs. on account of unspent balance of the previous year, a sum of Rs. has been utilized for the purpose of for which it was sanctioned and that the balance of Rs. remaining un utilized at the end of the year has been surrendered to Government (vide No. dated) will be adjusted towards the grants - in-aid payable during the next year
	Total		

- a) Unspent Balance from Previous Year, if any (.....)
 - (i) Funds lying in State Account:
 - (ii) Funds lying with the Cluster/Districts :
- b) Grants received during this year: (.....)
- c) Interest receipts :
- d) Misc. receipts of the Agency, if any :
- e) Bank Reconciliation Statement

TOTAL: (.....)

- 1. Total Funds Available (a + b + c + d+ e) :
- 2. Total Expenditure incurred :
- 3. Closing balance :

Encl: copies of sanction orders of the State share issued by the State Govt.

Certified that I have satisfied myself that the conditions on which the grants-in-aid was sanctioned have been duly fulfilled/are being fulfilled and that I have exercised the following checks to see that the money was actually utilized for the purpose for which it was sanctioned.

Kinds of checks exercised.

- 1.
- 2.
- 3.

Signature

(Full name with official seal) Authorized signatory of State Government

Date:





**Ministry of Rural Development
Government of India**

