

SHYAMA PRASAD MUKHERJI- RURBAN MISSION (SPMRM)

now named as

NATIONAL RURBAN MISSION (NRUM)

Vision Statement

The Rurban Mission 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” .

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.

‘Rurban Cluster’

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 Panchayaths and shall be within a single block for administrative convenience.

Desirable Components

The following components are envisaged as desirable components in each cluster:

- (i) Skill development training linked to economic activities
- (ii) Agro Processing, Agriculture 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

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

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 SPMRM, the schemes being converged, implementation framework, the envisaged mission outcomes in the cluster expected as a result of implementation of SPMRM.

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:

- (1) A strategy for the cluster integrating the vision for each Gram Sabha, identified in the cluster
- (2) The desired components for the cluster under the Rurban Mission
- (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 draw out a detailed spatial plan for the entire cluster.

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 Rurban Mission. 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, for the components chosen for the cluster in the ICAP.

INSTITUTIONAL FRAMEWORK AND EMPOWERED COMMITTEES

a. National Level

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

An **Empowered Committed (EC)** headed by Secretary, MoRD, will be constituted at MoRD, 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.

b. 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 Rurban Mission. The Department /SNA will be supported by a State Project Management Unit (SPMU) to be set up in the Department/SNA.

State Technical Support Agencies. The Mission also proposes to provide State Technical Support Agencies (STSAs)-Leading Academic Institutions /consultancy firms of repute, empaneled by the Ministry and engaged by the States, to support in selection of clusters, preparation of ICAPs and DPRs and to hand hold the States in these processes.

A **State Level Empowered Committed (SLEC)** headed by the Chief Secretary will recommend/approve the ICAPs before submission to the Mission Directorate and will also be responsible for other key decisions for effective coordination and implementation of the scheme.

c. District Level & Cluster level

A **District Project Management Unit- (DPMU)** will be set up with at least two professionals (spatial planning professional and rural management/development professional) for each Rurban Cluster. 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. The DPMU shall also coordinate with the SPMU for performance monitoring and reporting on the Rurban Cluster.

A **District Level Committee** would be constituted with the officers of the concerned line Departments, BDO and Presidents and representatives of the concerned Panchayati Raj Institutions. **The District Collector will be the Chair of the Committee.**

d. Role of Panchayati Raj Institutions

The State Nodal Agency will consult the Panchayati Raj institutions on the SPMRM activities to be undertaken in the Clusters. The Mission should be adopted by the Gram Sabhas of all the participating Gram Panchayaths through Gram Sabha and Panchayath resolutions.

PRI members 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.

A **Planning Committee** would have to be set up for each cluster, as the cluster would be declared as a planning area under the relevant act, with the District Collector as the chairperson, Block Development officer, members of Gram Panchayaths, Town planning expert, chief officer of the local authority and other nominated officials as members

Selection of the 'Rurban Clusters'

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 cluster to form a Rurban cluster.

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.

1. Non- Tribal Clusters

For selection of Non-Tribal clusters, the MoRD will provide a list of top 10 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 Enrolment 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 Panchayaths.

(Any other factor which the States may consider relevant may also be included).

Due weightages of 80% each for the first 4 parameters, 20% for the next 3 parameters may be given, while selecting the clusters.

*While selecting the Rurban cluster the State may identify a large village/ gram Panchayath 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 headquarter villages, census towns (under the administration of Gram Panchayaths). 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.*

2. Tribal Clusters:

For identification of the tribal clusters, the Ministry would select the top 0 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

- (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 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.

(Any other factor which the States may consider relevant may also be included).

Due weightages of 35% each for the first 2 parameters, and 30% for the last parameters may be given, while selecting the clusters.

Project Funding

The identified Rurban Cluster will be developed as a project comprising project components mentioned 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.

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 Sectors, 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.***

Convergence of various existing on-tap Centrally Sponsored, Central Sector, and State Schemes towards integrated implementation in a Rurban cluster is one of the fundamental principles under SPMRM. It is envisaged that under SPMRM, 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.

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 MoRD.** 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.

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.

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 SPMRM, 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, STSAs and other support arrangements at the State.

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.

Fund Release& Fund Flow Mechanism

The Critical Gap Funding (CGF) approved for the Rurban Cluster will be transferred from MoRD 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 five instalments, over a period of five years, in accordance with the project schedule finalized during the approval of the SPMRM project

The SNA would then transfer the funds for the development of the clusters 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 Panchayaths may utilize these dedicated bank accounts for channelizing any additional funding for the Rurban cluster.

For Central Sector, Centrally Sponsored and State Sector schemes converged under the Rurban Mission 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.

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.

Capacity Building

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

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.