



सत्यमेव जयते

Ministry of Rural Development
Government of India

SHYAMA PRASAD MUKHERJI RURBAN MISSION

National Rurban Mission (NRuM)

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Contents

1.0	Introduction	2
2.0	The 'Rurban' Context	2
3.0	What is a 'Rurban Cluster'	3
4.0	Vision	3
5.0	Mission Objective	3
6.0	Mission Outcomes	3
7.0	Cluster Selection Methodology	4
8.0	Mission Components	5
9.0	Project Funding	5
10.0	Integrated Cluster Action Plans (ICAPs) and Detailed Project Reports	6
11.0	Institutional Arrangements	7
12.0	Role of Elected Representative	8
13.0	Empowered Committees	8

Shyama Prasad Mukherji Rurban Mission (SPMRM)

1.0 Introduction

- 1.1 In an ambitious bid to transform rural areas to economically, socially and physically sustainable spaces, the Union Cabinet chaired by the Honorable Prime Minister Shri Narendra Modi approved the Shyama Prasad Mukherji Rurban Mission (SPMRM) with an outlay of Rs. 5142.08 crores on 16th September, 2015.
- 1.2 The Mission aims at development of 300 rural growth clusters called 'Rurban 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.

2.0 The 'Rurban' Context

- 2.1 India is still predominantly rural, with 833 million people living in rural areas, constituting almost 68% of the total population. Further, the rural population has shown a growth of 12% during the 2001-2011 period with an increase in the absolute number of villages by 2279 units, during the same period.
- 2.2 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'.
- 2.3 Hence taking cognizance of the advantage of clusters, both from an economic view point as well as to optimize benefits of infrastructure provision, the Government of India, has approved the Shyama Prasad Mukherji Rurban Mission (SPMRM), aimed at developing such 'Rurban Clusters'.

2.4 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 would be provided under this Mission, for focused development of these clusters.

2.5 **Most importantly, the clusters would be duly notified as planning areas and 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 plans would be finally integrated with the District Plans/Master Plans as the case may be.**

2.6 This Mission would hereinafter be referred to as **National Rurban Mission (NRuM)**.

3.0 What is a 'Rurban Cluster'

3.1 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.

3.2 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.

4.0 Vision

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".

5.0 Mission Objective

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

6.0 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.

7.0

Cluster Selection Methodology

- 7.1 The State Governments will select Gram Panchayats/cluster of geographically contiguous Gram Panchayats, with a population of 25,000 to 50,000 in plain and coastal areas and a population of 5,000 to 15,000 in desert, hilly, island or tribal areas as a 'Rurban Cluster'.
- 7.2 It is desirable that the State Government identifies Gram Panchayat(s) that are potential growth centers with resources available in the area and could lead to the economic transformation of the region.
- 7.3 There would be two categories of clusters, Non-Tribal and Tribal.

Selection of Non Tribal Clusters

- 7.4 For selection of the Non Tribal clusters, the Ministry would provide a list of sub districts to each State, within which the clusters could be identified, based on performance parameters such as:
 - 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%.

Selection of Tribal Clusters

- 7.5 For identification of the tribal clusters, the Ministry would select the sub districts falling within the top 100 tribal districts of the country, based on the Scheduled Tribes population.
- 7.6 Thereafter, within these sub districts so identified by the Ministry, the State Governments could select the clusters and while doing so, should 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%.

8.0 Mission Components

8.1 Under the National Rurban Mission (NRuM), the State Government shall identify existing Centrally Sponsored, Central Sector or State Government schemes relevant for the development of the cluster and converge their implementation in an integrated and time bound manner. Fourteen components have been suggested as desirable for inclusion in the development of the Rurban 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.

8.2 Further, the State Government may at its own discretion additionally converge any other State or Central Government scheme not falling under the above components. These could be finalized after due consultation with the gram panchayats and should aim at addressing the unique needs of the 'Rurban cluster' and enable it to leverage its full economic potential.

9.0 Project Funding

9.1 The cost of a cluster, will be based on the requirements identified by the Integrated Cluster Action Plan (ICAP), prepared by the States, for the cluster and approved by the Empowered Committee of the Ministry of Rural Development.

9.2 A maximum of 30% of the project cost will be provided as the Critical Gap Funding (CGF) to supplement the funds mobilized through convergence of various Centrally Sponsored Schemes, Central Sector Schemes and State Schemes.

9.3 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.

- 9.4 An outlay of Rs. 5142.08 crores has been provided for the scheme for the period 2015-16 to 2019-20.

10.0 Integrated Cluster Action Plans (ICAPs) and Detailed Project Reports

Integrated Cluster Action Plans (ICAPs)

- 10.1 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.
- 10.2 The State Government shall prepare the ICAPs in close consultation with the District Collectors/ZillaParishads and concerned Panchayati Raj Institutions and ensure participation and ownership from all concerned stakeholders.
- 10.3 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 National Rurban Mission (NRuM).
 - 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 draw out a detailed spatial plan for the entire cluster. These plans would delineate the cluster areas and 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 plans would be finally integrated with the District Plans/Master Plans as the case may be.**

Preparation of Detailed Project Reports (DPR)

- 10.4 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, for the components chosen for the cluster in the ICAP.

11.0 Institutional Arrangements

Central Level

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

State Level

- 11.2 At the State level, Department of Rural Development or an Agency or any Department nominated by the State Government, preferably under the administrative domain of the State Rural Development department and/or Panchayati Raj department, as the case may be, 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.
- 11.3 In addition, MoRD will also nominate **State Technical Support Agencies**

(**STSAs**): STSAs which would be institutions of repute empaneled by the Ministry and engaged by the State Governments to support the State Nodal Agencies to prepare ICAPs and hand hold the States for the same.

District Level

- 11.4 A **District Project Management Unit (DPMU)** will be set up at the District Collector office with upto three professionals, i. Regional Planning Specialist; ii. Convergence Specialist and iii. Rural Development and Management Specialist. 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.

Cluster Level

- 11.5 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 management/development 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.

Role of Panchayati Raj Institutions

- 11.6 The State Nodal Agency will consult the Panchayati Raj institutions at the Zilla, Panchayat Samiti and the Gram Panchayat on the SPMRM activities to be undertaken in the Clusters. The National Rurban Mission (NRuM), should be adopted by the Gram Sabhas of all the participating Gram Panchayats through Gram Sabha and Panchayat Samiti 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.

12.0 Role of Elected Representatives

State Governments are requested to ensure the participation of local elected representatives comprising MPs, MLAs etc whenever Rurban projects are inaugurated/launched.

13.0 Empowered Committees

Central Level

- 13.1 **An Empowered Committed (EC) headed by Secretary, MORD**, will be constituted at the National Mission Directorate, 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.

Expert Group: An expert group comprising eminent persons in the relevant sectors would be appointed by MORD to provide recommendations on ICAPs to the EC and provide inputs on policy formulation to the Ministry from time to time.

State Level

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

District Level

- 13.3 **A District Level Committee** would be constituted with the officers of the concerned line Departments and Sarpanchs of the concerned Gram Panchayats.



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