



## ABSTRACT

Centrally Sponsored Schemes – National Rurban Mission(NRuM) – Guidelines for Implementation of Rurban Mission in Tamil Nadu for Phase I District (2016-2019)– Approved – Orders Issued.

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### **Rural Development and Panchayat Raj (CGS.II) Department**

**G.O. (Ms) No.112**

**Dated:17.10.2017**

**Read:**

1. G.O. (Ms) No.14, Rural Development and Panchayat Raj(CG.S.2) Department, dated 30.01.2016.
2. From the Director of Rural Development and Panchayat Raj, Letter Roc.No.83213/2015/NRuM, dated 04.07.2017

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**ORDER:**

National Rurban Mission(NRuM) was launched by Government of India on 16.09.2015 aiming at developing cluster of villages with facilities perceived to be essentially urban in nature, thus creating of "Rurban Villages". The objective of the National Rurban Mission(NRuM) is to stimulate local economic development, enhance basic services and create well planned Rurban clusters.

2. In the Government Order first read above, the Government have issued orders constituting the State Level Empowered Committee under National Rurban Mission(NRuM) headed by the Chief Secretary to Government who will review and approve the Integrated Cluster Action Plan(ICAP) and Detailed Project Reports(DPR) submitted by the State Nodal Agency for further submission to the Ministry of Rural Development, Government of India and also responsible for other key decision for effective co-ordination and implementation of the scheme.

3. In the letter second read above, the Director of Rural Development and Panchayat Raj has stated that Government of India provided Critical Gap Fund to

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the clusters to supplement the short fall in funding available through various Government schemes in achieving the outcomes desired for the cluster. The Critical Gap Fund will be capped at 30% of the project capital expenditure or Rs.30 crores, whichever is less.

4. The Director of Rural Development and Panchayat Raj has also stated that the Rurban Mission is executed with a financial sharing pattern of 60:40 (Central and State Government). The Government of India has released a sum of Rs.1.75 crore for the preparation of Integrated Cluster Action Plan to 5 Phase I clusters at the rate of Rs.35 lakhs per cluster. Further, the funds under Rurban Mission for the period of 3 years (2016-2019) will be released as stated below:

(Rs. in Crore)

Sl. No	Financial Year	Central Share (per Cluster)	State Share (per Cluster)	Total (per cluster)	Total (for 5 Cluster)
1	2016-17	5.40	3.60	9.00	45.00
2	2017-18	5.40	3.60	9.00	45.00
3.	2018-19	7.20	4.80	12.00	60.00
		18.00	12.00	30.00	150.00

For the year 2016-17 Government of India has released Rs.27 crore towards 60% of Central share under Critical Gap Fund. The Government of Tamil Nadu allocated Rs.45 crore which includes the 40% state share of Rs.18 crore and 60% central share of Rs.27 crore under NRuM.

5. The Director of Rural Development and Panchayat Raj has further stated that the State Level Empowered Committee Meeting for approval of Integrated Cluster Action Plan and Detailed Project Report of Rurban Phase I Cluster was held on 02.05.2017.

6. The Director of Rural Development and Panchayat Raj has requested to approve the Guidelines for Implementation Plan for Rurban Mission Phase I (2016 to 2019).

7. The Government, after careful examination, have decided to accept the proposal of the Director of Rural Development and Panchayat Raj and accordingly approve the Guidelines for Implementation Plan for Rurban Mission in Tamil Nadu for Phase I (2016-2019) which is annexed to this Government Order.

Hans Raj Verma,  
Additional Chief Secretary to Government

To  
The Director of Rural Development and  
Panchayat Raj, Chennai-15. (w.e)  
The Concerned District Collectors (w.e)  
(thro' the Director of Rural Development and  
Panchayat Raj, Chennai-15).

Copy to  
The Principal Private Secretary to Additional Chief Secretary to  
Government, Rural Development and Panchayat Raj  
Department, Chennai-9.  
The NIC, Secretariat, Chennai-9.  
The Accountant General, Chennai.18.  
The Pay and Accounts Officer (South), Chennai-35.  
SF/SC

//FORWARDED BY ORDER//

P. Latha  
17/10/2017  
SECTION OFFICER  
Bharu  
17/10/17



## **ANNEXURE**

**[G.O.(Ms) No.112, Rural Development and Panchayat Raj(CGS-2)  
Department, dated 17.10.2017]**

### **Guidelines for Implementation of Rurban Mission in Tamil Nadu State**

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#### **Introduction:**

The vision of National Rurban Mission(NRuM) 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**". 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.

Government of India has sanctioned 11 clusters to Tamil Nadu state. In Phase-I, 5 Clusters have been taken up in Tiruvallur, Sivagangai, Tiruppur, Coimbatore and Tirunelveli Districts, in Phase-II, 3 Clusters have been sanctioned in Kancheepuram, Madurai and Thanjavur Districts and preparation of ICAP is under progress and in Phase-III, 3 Clusters have been identified in Kanniyakumari, Theni and Krishnagiri Districts under Rurban Mission.

#### **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.

In order to achieve the above envisaged outcome, under NRuM, the State Government has to 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.

Under NRuM framework, Government of India will provide Critical Gap Funding(CGF) to the clusters to supplement the shortfall in funding available through various Government schemes in achieving the outcomes desired for the cluster.

**Fund Allocation:**

Funds for the Project will be mobilized through convergence of various Central Sector, Centrally Sponsored and State Schemes. The Mission will provide Critical Gap Funding(CGF) to the Project to supplement the funds mobilized through convergence of various schemes.

The CGF will be capped at 30% of the Project capital expenditure or Rs.30 crores, whichever is less. This will be with a financial sharing pattern of 60:40 (Central and State Government).

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.

The Government of India allocate 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.

**The funds would be released in three instalments as follows:**

- i. The first installment – 30% of CGF will be released after the approval of the ICAP by the Government of India.
- ii. The second installment – 30% of CGF will be released after the submission of DPR approvals by State Empowered

Committee (SLEC), approval of the final Critical Gap Fund (CGF) for the project by the Government of India, which will be followed with commencement of construction activities at the site.

- iii. The third installment – 40% of CGF will be released after submission of Utilization Certificate and a field visit by Government of India.

The State Nodal Agency (SNA) -Directorate of Rural Development, will transfer 35% of the CGF received as third instalment 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 will verify the completion of the project through site visits. A copy of the completion report will have to be sent to the Government of India for information and record.

#### **Scheme Implementation Period:**

The project shall be implemented in each cluster 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 Local bodies in the case of RD works, the concerned department in case of Line department works and the PLF/SHG/VPRC in case of Livelihood assets will operate and maintain the infrastructure created under this project for a minimum period of 10 years.

The Operations and Maintenance Expense of the project may also be recovered through user charges as per the user charges policy in the State.



**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.

**Scheme Components and outcome:**

Sl.No.	Desirable Components	Desirable Outcome
1.	Skill Development training Linked to Economic Activities	At-least 70 percent household with one beneficiary in each households.
2.	i) Agri - services and Processing (Agriculture, Horticulture, Sericulture, Agriculture Engineering, Agriculture Marketing, Animal Husbandry, Aavin, Fisheries etc.,)	Support to the Agriculture and Allied Activity components
	(ii) Agri - services and farm productivity	Support to components under end to end irrigation supply chain
	(iii) Agri - services	Support to organic farming cluster identified
3.	Digital Literacy (access to digital resources for all citizens)	At least one e-literate person in every household
4.	24x7 Piped Water Supply	70 litres per capita per day (lpcd) of safe drinking water for every household throughout the year.
5.	Sanitation	100% HH with Individual Household Latrines
6.	Solid and Liquid Waste Management	Solid waste collection and Secondary transport for all HHS wastes and liquid waste Management
7.	Solid Waste Treatment / Vermi compost Pit	I Vermi-composting plant per 25000 persons / liquid waste unit (as per SBM(G) guideline)
8.	Village Street with Drains	All villages to be covered with Drains

9.	Street Lights	All village to be covered with Street lights.
10.	Health Infrastructure - Fully equipped Mobile Health Unit	Health infrastructure - Mobile Unit as per NHM norms

Sl.No.	Desirable Components	Desirable Outcome
11.	School Infrastructure - Up gradation of primary secondary and higher secondary schools.	School Infrastructure - Ensuring primary and secondary schools with a reasonable distance from all households along with facilities of Drinking water provisions, Toilet blocks (Separate for boys and girls and adequate class rooms.
12.	(i) Inter Village roads connectivity	Ensure connectivity between all villages
	(ii) Public transport	Public transport to nearest urban centre from each block
13.	Citizen Service Centres- for electronic delivery of citizen centric services / e-gram connectivity	One ICT enabled front and Common Service Centre (CSC) per 2 to 3 villages.
14.	LPG Gas Connections / Improved Chulhas	One LPG retail outlet per village or per 1800 households

### **Integrated Cluster Action Plan (ICAP):-**

An ICAP will be prepared for each cluster as the primary instrument of development. 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 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.

**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.

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.

**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.

### **Estimate Preparation & DPRs:**

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.

### **Administrative Sanction :**

The District Collector will accord Administrative Sanction to the works duly approved by the District Level Committee, State Level Empowered Committee and National Level Empowered Committee.

### **Technical Sanction :**

Technical sanction will be accorded by the competent authority as per G.O.(Ms) No.203, Rural Development and Panchayat Raj Department, dated 20.12.2007, amendment to the Tamil Nadu Panchayats (Preparation of Plans and Estimates for works and mode and conditions of Contracts) Rules 2007 and G.O.No.54, Rural Development and Panchayat Raj(PR.1) Department, dated 22.05.2014. For line department works, the technical sanction would be obtained from the competent technical authority of the concerned department.

### **Tendering :**

- i. The works / procurement under NRuM will be executed following the Tamil Nadu Transparency in Tenders Act,1998 and Rules, 2000. Table-II of Notification-II in the Tamil Nadu Panchayats (Preparation of Plans and Estimate of works and mode and conditions of contracts) Rules, 2007 vide G.O.(Ms)No.203, Rural Development and Panchayat Raj Department, dated 20.12.2007 will be followed for tendering.

- ii. In respect of Rural Development Department works, the Project Director, DRDA shall be the Tender Inviting Authority. The District Collector/Chairman, District Rural Development Agency shall be the Tender Accepting Authority.
- iii. For line departments works will be executed following the Tamil Nadu Transparency in Tenders Act 1998 and relevant rules should be followed. Tender inviting authority and Tender accepting authority will be followed as per the respective line departments norms and requirement of the scheme guidelines.
- iv. The identification of skill training institutions and imparting of skill training the procedure laid down in the respective department scheme guidelines will be followed.
- v. E-submission of bids shall be followed for the works under NRuM
- vi. For the purpose of tendering, the works in a cluster shall be packaged component/sub component wise.

### **Execution of works:**

In respect of Rural Development Department works, the measurements will be recorded by the Union Engineer/Assistant Engineer and the Check Measurement will be done by the concerned Assistant Executive Engineer(R&B) for road works and AEE(RD) for other Rural Development and Panchayat Raj Component works. The Executive Engineer(RD) shall super check the works as per the norms indicated in G.O.(Ms) No.54, Rural Development and Panchayat Raj(PR.1) Department, dated 22.05.2014.

In respect of line departments works, the respective line department competent technical authority record the check measurement and super check the works as per the respective line departments scheme guidelines.



The District Collector shall ensure that all the components are taken up as per guidelines without any omission. In spite of sincere efforts if any one of the component/sub component/work could not be taken up, in case of RD related works, the EE(RD) and Project Director, DRDA should furnish a certificate to this effect. The works related to line department, the concerned line department district Level officials should give certificate. The changes in the component / sub component / work will be placed in the district level committee and approval should be obtained. Based on this, a proposal shall be sent by the District Collector to Director of Rural Development and Panchayat Raj (State Nodal Agency – SNA) for change of inter-component / sub component works.

**Flow of Funds:**

The District Collectors shall maintain a separate bank account at District Level and Block Level for the National Rurban Mission(NRuM). The bank account shall be maintained only in Nationalized Banks. All line departments shall also open a separate bank account for Operating Funds under National Rurban Mission.

**IEC Activities and Documentation:**

The 2% of CGF administrative fund is available for each cluster which can be utilized at both State and District Levels for IEC and documentation. The District Collector should document various processes of the Scheme implementation starting from selection of works to completion of works. Documenting the works before during and after completion, photographs and video etc., will be prepared for comparison and impact studies of the scheme at a later date. Success stories of community based infrastructure will be prepared. This activities such as preparatory activities, documentation of works, Information, Education and Communication(IEC) activities, including the engaging of personnel and activities connected there with at the District level and at the

Directorate level may be done by utilizing the funds for the IEC activities / administrative expenditure.

**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. In this regard, communication will be sent separately.

**Audit:**

The auditing process and criteria for audit shall follow the guidelines issued by Government of India from time to time.

The Secretary to Government, Rural Development and Panchayat Raj Department is empowered to modify the guidelines for implementation plan for Rurban Mission, whenever necessary, in consultation with the Director of Rural Development and Panchayat Raj.

Hans Raj Verma,  
Additional Chief Secretary to Government

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T. Latha  
17/10/2017  
Section Officer

Banu  
12/10/17