Scheme for
Provision of Urban Amenities in
Rural Areas (PUR)
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SECTION-I: INTRODUCTION

1. Introduction

The speed of urbanization poses an unprecedented policy change – yet India has barely engaged in a national discussion about how to handle this seismic shift in the make-up of the nation. The population of India residing in urban areas will increase from 340 million to 590 million by 2030. Urbanization is expected to speed up across India, impacting almost every state. As India expands, India’s economic make-up will also change. In 1995, India’s GDP split almost evenly between its rural and urban economies. In 2008, its urban GDP is accounting for 58% of its overall GDP and if the current trend continues it is expected that urban India will generate 70% of India’s GDP by 2030. The challenge for India will be to ramp up investment in line with economic growth.1

Indian cities are failing to provide a basic standard of living to their urban residents, and life could become tougher as cities expand. As the urban population and its incomes increase, demand for every key service will increase five to sevenfold in cities of every size and type. If India continues to invest in urban infrastructure at its current rate -- very low by international comparison -- gridlock and urban decay will result. India urgently needs to adopt a new approach to manage urbanization.

Urban India today is distributed in shape with a diverse range of large and small cities, spread widely around the nation. To address the issue of urbanization, India should continue to aim at a distributed model of urbanization because this suits its federal structure and also helps to ensure that migration flows are not balanced towards any particular city or cities. To control the migration from rural to urban areas, it is necessary to provide basic amenities and facilities in rural areas which are similar to those in urban areas. Schemes like PURA attempt to bridge these gaps in order to ensure that the rural areas have amenities which are at par with those in urban India. This would help in whittling down the migration from rural to urban areas.

1 India’s urban awakening building inclusive cities sustaining economic growth, Published by McKenzie Global Institute, April 2010
2. Overview of PURA

2.1. Objective of the Scheme

The objective of the scheme is to provide urban amenities and livelihood opportunities in rural areas to bridge the rural-urban divide, thereby reducing migration from rural to urban areas.

2.2. About PURA

Lack of livelihood opportunities, modern amenities, and services necessary for decent living in rural areas results in a sense of deprivation and dissatisfaction amongst a large percentage of population and leads to migration of people to urban areas. This is primarily due to the big differences in the availability of physical and social infrastructure in rural and urban areas.

In order to address these issues, the Government has, in the past, launched various schemes at different points of time. However, due to several reasons, the impact has not been very visible. The deliveries of these schemes were not simultaneous and although huge sums were earmarked for capital expenditure, very little resources were spent on the operation and maintenance of the assets. Also, each of these schemes operated autonomously and the standards set for infrastructure services delivery in the rural areas were far below those set for the urban population.

Hence, in spite of several schemes, there continued to be a substantial flow of migration from the rural to urban areas. In order to catalyze the convergence between different infrastructure schemes and create a new model for management of urban services in the rural areas, the Provision for Urban Amenities in Rural Areas ("PURA") Scheme has been developed.

PURA aims to achieve “holistic and accelerated development of compact areas around a potential growth centre in a Panchayat (or group of Panchayats) through PPP by providing livelihood opportunities and urban amenities to improve the quality of life in rural areas.”

The PURA Scheme (provision of Urban Amenities in Rural Areas) envisages rapid growth of rural India -- given enhanced connectivity and infrastructure, the rural population would be empowered and enabled to create opportunities and livelihoods for themselves on a sustainable and growing basis.

2.3. Salient features of the scheme

The key characteristics of the scheme are:

- Simultaneous delivery of key infrastructure in villages leading to optimal use of resources
- Provision of funds for O&M of assets for 10 years post-construction, along with capital investment for creation of assets
• Transformation of several schemes into a single project, to be implemented as per set standards in a defined timeframe, with the requirements of each scheme being kept intact
• Combining livelihoods creation with infrastructure development
• Enforcement of standards of service delivery in rural areas almost at par with those obtaining in urban areas
• Enforcement of service standards through a legally binding arrangement
3. Pilot projects under PURA

3.1. Pilot phase of PURA

The pilot phase of PURA was implemented from the year 2004-05 to 2006-07, with the consent of the Planning Commission and a total budget of Rs.30 crores. Seven clusters were selected in seven states, with a budget of Rs. 4-5 crores per cluster. The identified agencies for the implementation of PURA projects were responsible for providing village-level connectivity relating to basic services, transport, power, electronic knowledge and market and providing drinking water and healthcare facilities.

The implementation of the pilot phase did not yield the desired results as it faced the following issues:

- The pilot projects lacked a detailed business plan, which would have identified the potential of each project. In addition, the delivery of the projects was patterned on the conventional mode of scheme delivery. These two factors ensured limited participation by private sector entities.
- The pilot projects were predominantly infrastructure-oriented, with limited attention being given to the implementation of economic activities, which would have improved the standard of living of the local populace.
- The criteria for the selection of the clusters did not factor the growth potential of that area.
- In addition, there was no ownership at the State Government level and the entire implementation lacked an appropriate institutional structure with dedicated professional support.
- Finally, there was no convergence with other schemes of rural development or other departments.

Given the experience of the pilot projects, the Planning Commission undertook an appraisal of the projects in 2007. After appraising in 2007, the Planning Commission advised redesigning PURA as a demand-driven PPP scheme with the following key features:

- Selection of lead agency/anchor partner with a clear articulation of the roles, rights and responsibilities of the lead agency;
- Selection of clusters on the basis of economic growth potential;
- Commitment of the State Government for facilitation support;
• Financial outlay for a PURA cluster to the tune of Rs. 70-80 crores, with the Central Government participation being limited to Rs. 20-25 crores;
• Focus on livelihood opportunities; and
• Creation of a sustainable revenue model to encourage commercial banks and the private sector to participate.

3.2. Restructured PURA Scheme

The mission of the restructured PURA Scheme is holistic and accelerated development of compact areas around a potential growth centre in a Gram Panchayat (or cluster of contiguous Gram Panchayats) through the Public-Private Partnership (PPP) framework, to provide urban amenities and livelihood opportunities and improve the quality of life in rural areas. The scheme aims to provide urban amenities and livelihood opportunities in rural areas to bridge the rural-urban divide.

This aim of the PURA Scheme is proposed to be achieved under the framework of PPP between the Gram Panchayats and their private sector partner. Core funding shall be sourced from the convergence of Central Government schemes and complemented by additional support through the PURA Scheme. The private sector shall also bring on board its share of investment besides operational expertise. The PURA Scheme would be implemented and managed by the private sector on considerations of economic viability, but designed in a manner whereby it would be fully aligned with the overall objective of rural development.

To attract the private sector, the scheme has a “project-based” design with well-defined risks and identified measures for risk mitigation and risk-sharing among the sponsoring authority (Gram Panchayat), Government, the State Government, and the selected bidder. The scheme is designed to ensure that private sector shall bring in efficiency in construction, skill enhancement and operation and maintenance of the project.

3.3. PURA Project Transaction Structure

There exist two main relationships in the project, viz., (1) Relationship between the Gram Panchayat, the District Rural Development Authority (DRDA), and Project Special Purpose Vehicle (SPV) for the development of the PURA Project; and (2) Relationship between the Ministry of Rural Development (MoRD), the State Government and the Project SPV. These relationships are governed by the Concession Agreement and the State Support Agreement respectively and shall be operational for a concession period of 13 years. Out of the total concession period, three years are allocated for the development of the project facilities and 10 years for operating and maintaining the same. The following transaction structure was conceived to implement the project.
Selection process for private developer

The Ministry of Rural Development (MoRD) adopted a two-stage process to select bidders for awarding the project. The first stage (the “Qualification Stage”) of the process involved qualification of interested parties in accordance with the provisions of the Expression of Interest (EOI) issued by MoRD. MoRD issued the EOI on 15th April 2010 and received 93 responses. Based on the evaluation of the EOIs, it short-listed 45 bidders (short-listed bidders) for the Request of Proposal (RFP) stage.

In the RFP stage of the bidding process, the short-listed bidders were evaluated on the basis of their technical capability in terms of infrastructure experience and community-oriented project experience, and assigned scores as per the evaluation methodology followed for the RFP. The short-listed bidders were required to submit a concept plan, detailing the components envisaged under the PURA Scheme and in line with the philosophy of the PURA scheme. The concept plans received from various short-listed bidders were evaluated by a Project Screening and Monitoring Committee established by MoRD; the plans were scored and ranked as per the criteria set out in the RFP. The bidders would then be ranked on the basis of their total scores, i.e., their experience score and their concept plan score. The highest-rank bidders would be issued the Letters of Intent. The following figure depicts the scoring methodology adopted by MoRD.
In response to the final RFP documents, nine short-listed bidders responded by submitting 14 bids. Upon the evaluation of the bids, MoRD qualified 11 bids which met the eligibility requirements of the RFP document. MoRD issued the Letters of Intent to the qualified bidders and asked them to prepare the detailed project reports for their respective PURA projects.

3.4. Current status of the project and next steps

The Detailed Project Reports (DPRs) have been submitted by the qualified bidders to the MoRD. MoRD has undertaken the evaluation of the DPRs and has recommended certain revisions in the DPRs. The qualified bidders have submitted their revised DPRs, which are currently under evaluation by MoRD. Post the evaluation of the DPRs, the results will be presented to the Inter-Ministerial Empowered Committee (EC) constituted for the project. Once the DPRs are approved by the competent authority, MoRD shall issue a Letter of Award to only those projects, whose DPRs have been approved by the EC. Post the issue of the letters of Award, the concession and state support agreements shall be executed.
SECTION-III: CHALLENGES FACED

4. Challenges faced during the Pilot Phase

The issues with the current design of PURA have been classified into five categories, the details of which are presented herewith.

4.1. Issues relating to the convergence of various schemes

a. There is a lack of funding for various capital-intensive mandatory activities under the MoRD schemes. For instance, there is no provision under the TSC Scheme for the development of a sewage treatment plant. In addition, there are no schemes pertaining to the development and maintenance of village streets and storm water drainage. The lack of funds for these activities limits the coverage of facilities in the PURA cluster.

b. There are differences between the specifications given out in the scheme guidelines vis-à-vis the specifications for the PURA projects, highlighted in the bid documents. An assessment of the specifications may be undertaken to formalize the same for future PURA projects.

c. The current approval process for activities under non-MoRD schemes is twofold. The first step is the independent sanction of the project proposal by the concerned ministry and then its approval by the Empowered Committee for PURA projects. There needs to be a better co-ordination procedure for granting approvals to projects under non-MoRD schemes, to ensure single-window clearance for the bidders.

d. A guideline can be given to future bidders regarding the potential non-MoRD schemes that could be integrated within the PURA projects. This guideline could be a useful databank for the bidders and reduce their efforts in searching for the relevant scheme for their cluster.

e. It will be necessary to arrive at an optimal size and number of the villages to be covered under a PURA project to ensure a holistic approach for all.

4.2. Adopting an integrated and participatory approach

a. Each PURA project has limited capacity to address the needs of all the villagers. It was felt in some of the clusters that the bidders had not adopted a consensus-building process and hence failed to incorporate many of the demands of the villagers. A pro-active consensus-building approach may be given as a guideline to the bidders with each step being documented. Each demand should be documented
and if the same is not accommodated by the bidder, then a logical reason for the same should be documented.

b. During the evaluation of the DPRs, it was found that considerable efforts were made for consensus-building at the Gram Panchayat level; however, similar effort for consensus-building at the district administration level was lacking. This flaw was clearly reflected in the results of the baseline survey wherein the actual ground situation was not reflected. This could have been easily addressed through an interaction with various technical departments of the district administration.

c. The guideline, mentioned in the above point (a), may be extended to consensus-building at the district administration level.

4.3. **Strengthening administrative process**

a. Due to multiple activities involved in a PURA project, the bidder is required to approach various departments within the State Government. This process can be time-consuming. Hence, a project-level co-ordination committee may be constituted at the State Government level to grant various approvals or take decisions on the implementation challenges associated with PURA projects. An example is the committee constituted by the Government of Kerala to address issues relating to PURA projects.

b. A Project Implementation Unit needs to be established within MoRD to undertake a monitoring role for all PURA projects within the country.

c. It is requested that the State Governments give access to resources in its control for fulfilling the needs, under mandatory activities, of the PURA project. For example, in one of the clusters, there exists a reservoir which is owned by the Irrigation Department of the State Government. This reservoir has enough water to meet the drinking water requirements of drought-prone villages under PURA. The utilization of water would be limited to 2% of its total capacity. By granting an approval to tap this source, the entire drinking water need of the PURA cluster is fulfilled.

4.4. **Implementation challenges associated with PURA projects**

a. There is an imperative need for officials of the Gram Panchayat and the District Administration to undertake capacity-building activities. This capacity-building is aimed at providing the officials with the necessary skill-sets to meet their obligations under the Concession Agreement and State Support Agreement. A possibility of handholding by the MoRD in the pilot phase may be undertaken to achieve smooth implementation of the projects.
b. An accurate baseline survey is crucial to determine the PURA grant for the project. It may be explored to provide the broad contents of the baseline survey to the bidders as a standard document.

c. Given the diverse backgrounds of the bidders, it may be considered to provide standard technical solutions (like sample designs of various structures) as a manual to the bidders. Such a reference document would enable standardization of the DPRs and enable a smoother approval process for MoRD.

d. In addition to technical solutions, it may be considered to provide a manual of various innovative (but cost-effective) technologies. These could be adopted by the bidders in their projects.

4.5. **Improvements that can be adopted in the procurement process**

a. It has been found that there exists significant variance in the efforts undertaken by the bidders during the Concept Plan stage and the DPR stage. It may be explored to strengthen the Concept Plan stage so as to ensure that variation in the PURA grant quoted in DPR stage is not beyond 20% of PURA grant quoted at concept plan stage.

b. It may be explored to circulate the present specifications under PURA to each state government. Customization may be undertaken based on the inputs of the state governments. An example: the State Government of Rajasthan has specified the provision of 70 lpcd of drinking water to the Gram Panchayats as against a requirement of 100 lpcd in the case of PURA projects.

4.6. **Challenges to be addressed while up-scaling the PURA Scheme**

These challenges are broadly summarized below:

a. **Scheme Coverage**
   - Linking of outputs under PURA to the overall development of the rural areas
   - Arriving at a size and number of the villages to be covered under PURA
   - Incorporation of the industry point of view on the up-scaling of the scheme

b. **Institutional Structure**
   - Defining the outcome expected from the scheme
   - Upgrading the current skeletal machinery to cater to the requirements of implementation of the scheme; in addition, defining the process of scaling up the scheme
   - Developing an institutional assessment mechanism for the projects
• Developing a mechanism for independent monitoring and evaluation of the projects

c. **Funding Requirements**

• Identification of the investment requirement for the XII\textsuperscript{th} Plan

• Estimation of the amount of investment required, both from the private sector side and the government

• Development of a mechanism that can be adopted by the government to leverage their funding to enhance value

• Development of a mechanism to ensure security for the investment undertaken
SECTION-IV: WAY FORWARD

5. Way forward: Strategies for the 12th Plan

The basic objective for the 12th Plan is aimed at faster, more inclusive, and sustainable growth. The infrastructure investments have seen significant improvement during the 11th Plan, but the pace of infrastructure development needs further acceleration if the infrastructure gaps are to be bridged within a reasonable time frame.

Extracts from the 12th Plan Approach Paper:

“Although PPPs have been successful in a number of infrastructure sectors, and efforts will need to be continued in further encouraging private sector involvement, it is felt that public investment in infrastructure, particularly irrigation, watershed development and urban infrastructure, will need an additional 0.7 percentage points of GDP increase over the next five years.

As per the approach paper, skill development needs a major focus at all levels. We must involve PPP to ensure that the skills developed also lead to employability.”

Underlying this reason it shall be imperative for the government to upscale the PURA Scheme to cover several new towns and villages.

5.1. Perspective/outlook for the 12th Plan

MoRD is in the process of initiating additional 10-12 projects with a budget of approximately Rs. 550 crores (based on the present requirement of PURA Grant suggested by the bidders). These projects would be undertaken with the modifications and improvements based on the learning’s from the first batch of pilot projects.

Significant interest has been shown in the PURA projects that are implemented through the PPP route. However, as mentioned above, there are several issues relating to the projects, which need to be addressed to aid the successful implementation of the projects. Further, in order to ensure the upscaling of the scheme, an active role has to be envisaged for the State Governments and Gram Panchayats. Besides, it is recommended that the Scheme be converted from a Central Sector Scheme to a Centrally Sponsored Scheme.
5.2. Scheme outline

In order to ensure effective implementation, replication of the experience in the pilot phase has to be undertaken before up scaling the Scheme. In order to achieve a visible impact, locations witnessing higher migration of the rural youth may be considered as priority areas for the implementation of the scheme. In addition, the scale of the PURA projects should be increased and focus should be on linking infrastructure development to the prevalent rural occupation.

5.3. Geographical coverage

The PURA Scheme has moved further after undertaking the exercise for pilot PURA projects and MoRD intends to expand the coverage of the scheme to ensure that more and more potential areas are benefitted from the scheme. Based on the discussion held with the Planning Commission, it was suggested that PURA could focus on 3000 new census towns.

A census town is one which has:

- a minimum population of 5,000
- at least 75% of male working population engaged in non-agricultural pursuits
- a density of population of at least 400 persons per sq km.

Further consultations were undertaken with the Planning Commission and it was decided that the focus of the scheme should remain on rural areas in addition to census towns. With the objective of preserving the rural character of the scheme, the working group recommends that cluster formation during the 12th five year plan should be based any of the following three types of growth centres:

- 3000 odd new census towns
- Non-municipal block headquarters
- Any other rural cluster with a potential growth centre

5.4. Composition of a PURA project

The infrastructure and amenities to be provided, operated, and maintained under the PURA Scheme by the private developer shall comprise the following:
Currently, the choice of selection of the non-MoRD schemes is left to the private player. This has resulted in co-ordination issues, as highlighted in section 3.1 above. Based on the experience in the pilot phase, the Working Group has suggested the creation of a basket of non-MoRD schemes covering several line ministries. The private player will have the freedom to choose any number of schemes from this basket and integrate in the proposal.

This would facilitate MoRD to have a dialogue with these line ministries to have necessary provisions in the relevant scheme guidelines and to ensure a single-window clearance of PURA projects and availability of scheme funds to the private player. With this initiative, convergence of non-MoRD schemes would become easier, thereby reducing the overall time frame of project preparation.

### 5.5. Implementation structure for the PURA Scheme

In order to ensure upscaling of the PURA Scheme, it would be necessary for the State Governments to lead the entire process of managing PURA projects. The key activities would involve undertaking the procurement process for selection of the private developer, facilitating/interacting with the private players in due course of preparation of concept plans and DPRs, and undertaking its obligations under the Concession Agreement and State Support Agreement. Further, the State Governments would need to identify their nodal departments and build capacities of these nodal departments to handle PURA projects. In addition, to ensure higher accountability from the State Governments, the Working Group recommends a funding pattern for PURA Grant in the ratio of 80:20, with 80% of the funding for PURA Grant coming...
from MoRD and 20% coming from the concerned State Government. The role of MoRD will be that of a facilitator and the final approving and monitoring authority of the PURA projects.

The Working Group also recommends the adoption of an institutional structure on the lines of the Pradhan Matri Gramin Sadak Yojana (PMGSY), for the upscaling of the PURA Scheme. A possible structure that may be considered for the implementation of PURA is as follows:

The entire implementation process has been categorised in three stages, which are enumerated as follows:

5.5.1. Project preparation stage

- The private player shall identify the PURA cluster and approach the Gram Panchayats for their consent;
- Based on regular consultations with the Gram Panchayats and district administration, the private player shall prepare a concept plan and other necessary documentation as required by the State Government;
- The proposal from the private player along with all the necessary documents and concept plan shall be submitted to the State Nodal Department for evaluation and approval.
5.5.2. Project approval stage – State level

- The state governments will constitute a State-Level Project Sanctioning and Monitoring Committee to accord approvals and provide regular assistance to the private players;
- Once the concept plans are submitted by the private players, the committee shall review and approve the concept plan as per the evaluation criteria specified by MoRD;
- After the approval of the concept plan, the private player shall be asked to prepare the DPR for the PURA project. The final DPRs shall be submitted to the respective State Governments for their approvals;
- The State Government shall be the monitoring agency for the bidding process and shall approve the DPRs for the selection of the private developer;
- On the approval of the State Government, the project shall be sent to MoRD for approval.

5.5.3. Project approval stage – MoRD level

- Once the proposal/DPR is vetted and forwarded by the concerned state government, the final approval shall be accorded by the competent authority in MoRD;
- Final approval of the PURA Grant by the Central-Level Committee on the basis of technical specifications and model agreements approved by the Government of India - Approval process to be in sync with guidelines of Department of Economic Affairs for PPP projects;
- After the Project is sanctioned by EC, the Concession Agreement and State Support Agreement shall be signed;
- The transfer of funds shall be done as per the scheme guidelines.

5.6. Roles of different agencies involved

Under the above structure, the following roles are identified for the different agencies:

5.6.1. Gram Panchayats

- To facilitate the project preparation exercise with the private players and also participate in consultations held by the private players while developing the project;
- To undertake obligations under the Concession Agreement.

5.6.2. State Governments

- To formulate a State-Level Project Sanctioning Committee to appraise the project proposals and accord approval to the project;
• To monitor the bidding process for selection of the private developer;
• To perform its obligations under the State Support Agreement.

5.6.3. MoRD
• To prepare the scheme guidelines and monitor the scheme at the national level;
• To prepare the model documents for smooth implementation of the projects;
• Facilitator in the transaction process
• Final approving and monitoring authority of the PURA Projects
• To perform its obligations under the State Support Agreement.

5.6.4. Private developer
• To undertake its obligations under the Concession Agreement and State Support Agreement.

5.7. Selection process of private developer
The Working Group recommends the adoption of the current process of selection with a modification to ensure selection based on the PURA Grant as a bidding parameter. The procurement process shall be managed by the state governments and shall adopt a two-stage process for selecting bidders for the award of the project. The first stage (the “qualification stage”) of the process involves qualification of interested parties in accordance with the provisions of an Expression of Interest. The shortlisted bidders will be evaluated on the basis of their technical capability in terms of infrastructure experience and community-oriented project experience.

The shortlisted bidders will be required to submit a concept plan detailing the components as envisaged under the PURA Scheme and in line with the philosophy of the PURA Scheme. The concept plan received from various bidders will be evaluated, scored, and ranked as per the criteria set out in the RFP.

After the evaluation of the bids, the qualified bidders who meet the eligibility requirements of the RFP document will be issued the Letter of Intent and will be asked to prepare the Detailed Project Reports for their respective PURA projects. Post the submission of the DPRs, the state governments shall undertake the appraisal and evaluation of the DPRs. Post the evaluation, the DPRs will be approved by the State-Level Project Sanctioning and Monitoring Committee.

Post the approval of the DPRs by the State-Level Committee, the PURA project will be placed for open and competitive bidding. A method of price discovery shall be evolved to introduce an
element of financial bidding in the selection process. The method of price discovery shall be finalised based on consultations held with private players undertaking the pilot phase.

5.8. Awareness and capacity building activities

During the next phase, it will be imperative that MoRD standardizes and facilitates the awareness and capacity building exercises for all PURA clusters. This will ensure adequate participation of the citizens, right from the inception of the projects. There would be a need for capacity building programmes at the central, state, and district levels. These initiatives need to be rolled out at the earliest to facilitate the entire process of implementation.
SECTION-V: INVESTMENT REQUIREMENT

6. Investment requirement

PURA has a great potential to be scaled up in the country. It can be scaled across to 3000 census towns or different non-municipal block headquarters to ensure the spatial distribution of urban amenities in rural areas. The central and state governments spend a huge sum on the development of infrastructure and related amenities in rural areas. Bulk of the capital expenditure under the PURA Scheme would come from the existing/new schemes related to rural development. With an additional investment of around Rs. 10,000/- per capita by the government, the PURA model is expected to create new paradigms of service delivery in rural areas through the PPP mode and ensure long-term sustainability of assets and amenities.

The scaling up will also depend on the ability of MoRD to dovetail finances from various government ministries under different schemes. The sources of funding for the capital expenditure shall be from MoRD schemes, non-MoRD schemes, state governments, and the private sector. The source of funding for the operating expenditure shall be from the private sector and the capital grant under the PURA Scheme.

Assuming a total number of 3000 PURA projects and each project entailing an investment of Rs. 125 crores, the total investment requirement would be Rs. 3,75,000 crores. Of this, Rs. 1,25,000 crores would be the contribution of the private sector, a similar amount would come from different MoRD and non-MoRD schemes, and an equal amount from the PURA Grant. Keeping a resource sharing ratio of 80:20 would mean a requirement of Rs. 100,000 crores under the PURA Grant Scheme Fund from the Government of India.

*It is proposed to undertake 500 PURA projects during XII Plan period which will entail Rs. 16,700 crores under PURA grant scheme fund for Central Government.*

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ANNEXURE 1: PURA PILOT PROJECTS

7. PILOT PROJECTS

With a view to provide amenities similar to urban areas to the people living in rural areas, the Ministry of Rural Development (MoRD) had drawn up a scheme titled “Provision of Urban Amenities in Rural Areas” or PURA. This Scheme is designed with Public Private Partnerships (PPP) structures as the preferred implementation modality. A private sector partner would implement and maintain the core infrastructure connectivity needed. As an additional concomitant, the private sector partner would be given the rights to develop and operate add-on infrastructure facilities (such as vocational training, livelihood development or related economic activities) to enhance revenue streams. To make the Scheme amenable for private sector participation, it is designed to be ‘project based’ with well defined risks, measures for risk mitigation fully explained and allocation of risk between the sponsoring authority (Panchayat), GoI/ State Government and the private developer clearly spelt out.

The primary objective of the Scheme, true to its nomenclature is provision of urban amenities in rural areas. However, sub objectives would include reduction in migration from rural to urban areas and in situ livelihood opportunities. In response the pilot projects there have been eight clusters identified by the private players where in DPRs have been submitted for approval.

The locations of proposed PURA Projects are:

Qualified PURA projects for which DPRs have been received

1. Dehradun district, Uttarakhand;
2. Jaipur district, Rajasthan;
3. Rajasthan district, Rajasthan;
4. Warangal district, Andhra Pradesh;
5. Krishna district, Andhra Pradesh;
6. Kariakal district, Puducherry;
7. Malappuram district, Kerala;
8. Thrissur district, Kerala.
7.1. Components under Pilot Projects

These Pilot Projects have covered the three components and indicative list of schemes and add on projects which have been included in the pilot projects are:

<table>
<thead>
<tr>
<th>Sl No.</th>
<th>Component</th>
<th>Services to be provided</th>
<th>Indicative list of Schemes incorporated as a part of the Pilot Projects</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>MoRD Schemes</td>
<td>❖ Water Supply &amp; Sewerage</td>
<td>❖ National Rural Drinking Water Programme</td>
</tr>
<tr>
<td></td>
<td></td>
<td>❖ Village roads</td>
<td>❖ Total Sanitation Campaign</td>
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<td>❖ Drainage</td>
<td>❖ Swarnjayanti Gram Swarozgar Yojana (SGSY)</td>
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<td>❖ Solid waste management</td>
<td>❖ Integrated Water Shed Management Programme</td>
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<td></td>
<td>❖ Skill development and</td>
<td>❖ Rural Business Hub, Ministry of Panchayati Raj</td>
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<tr>
<td></td>
<td></td>
<td>❖ Development of Economic Activity</td>
<td>❖ Land Information Management System</td>
</tr>
<tr>
<td></td>
<td>Non MoRD Component</td>
<td>Schemes of other Ministries</td>
<td>❖ Jawaharlal Nehru National Solar Mission (MNRE)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>❖ Street Lighting</td>
<td>❖ Solar Photovoltaic Programme (MNRE)</td>
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<td></td>
<td>❖ Telecom</td>
<td>❖ Bharat Nirman ,Broad Connectivity to Villages (Ministry of IT)</td>
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<tr>
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<td>❖ Electricity</td>
<td>❖ Renewable Energy Park Scheme(Ministry of IT)</td>
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<tr>
<td></td>
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<td>❖ Rural BPO, Department of Information Technology</td>
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<td>❖ Rashtriya Krishi Vikas Yojana, (Ministry of Agriculture)</td>
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<td>❖ Gramin Bhandar Yojana (Ministry of Agriculture)</td>
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<td></td>
<td>❖ Rashtirya Madhyamik Shiksha Abhiyan (Ministry of HRD)</td>
</tr>
<tr>
<td>SI No.</td>
<td>Component</td>
<td>Services to be provided</td>
<td>Indicative list of Schemes incorporated as a part of the Pilot Projects</td>
</tr>
<tr>
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</tr>
</tbody>
</table>
| 3.     | Add-on Facilities | ❖ Village linked tourism  
❖ Integrated rural hub  
❖ Rural Market  
❖ Educational and training institutions | ❖ Ambedkar Hastashilpa Vikas Yojana (Ministry of Textiles) etc.  
❖ Rural Health Centres  
❖ Rural Business Hubs  
❖ Hospitals  
❖ Schools  
❖ Marine Processing  
❖ Apparel Parks etc. |

The list is illustrative and the private developers have included additional add-on services, which are self-sustaining in nature. The private developer would be required to implement and maintain the above amenities on behalf of the Gram Panchayats (GP).

**7.2. Sources of Financing**

The financing structure for PURA Scheme is expected to be a combination of the following:

- Existing schemes under the purview of MoRD would be channelized to PURA project;
- Scheme funds from the Non MoRD Schemes, which are available on-tap; and
- A viability gap support limited to 35% of project cost of a PURA project.

It is proposed that the PURA grant quoted by the private developer would be disbursed in four installments over the construction period of three years. The payment mechanism of PURA Grant is as follows:

- **1st installment-** 25% - On signing of the concession Agreement;
- **2nd installment-** 25% - On having utilised and spent at least 50% (fifty percent) of the Capital Component of the Project Cost on the Project as certified by the statutory auditor of the Concessionaire and agreed to by the Independent Engineer;
- **3rd installment-** 25% - On having utilised and spent at least 75% (seventy five percent) of the Capital Component of the Project Cost on the Project as certified by the statutory auditor of the Concessionaire and agreed to by the Independent Engineer; and
Final installment- 25% - On the issuance of the Project Completion Certificate by the Independent Engineer.

7.3. Performance Security

"Performance Security" means an irrevocable and unconditional first demand bank guarantee provided by the Concessionaire as security for the performance of its obligations under this Concession Agreement. The Performance Security shall be for an aggregate amount equal to 3% (three percent) of the Project Cost and the entire PURA Grant. To ensure the risk is covered the performance security shall be built up in the following manner:

- Amount = 3% of the project cost on the Appointed Date
- Amount= 25% of the PURA grant on 180 days from Appointed Date (i.e. the Effective Date)
- Amount= 25% of the PURA grant on 1st anniversary of Effective Date
- Amount= 25% of the PURA grant on 2nd anniversary of Effective Date
- Amount = 25% of the PURA grant on the Scheduled Project Completion Date

The Performance Security submitted by the Concessionaire in accordance with this Concession Agreement shall be released by DRDA by an amount and as per the timelines as set out below:

- 3% (three percent) of the Project Cost on the completion of 2 (two) years from the COD
- 15% (fifteen percent) of the PURA Grant every year on the completion of 3 (three) years from the COD till 7th year from the COD.
- 25% (twenty five percent) of the PURA Grant after 120 (one hundred and twenty) days from expiry of the Concession Period and the handover of the Facilities under MoRD Schemes, Facilities under Non-MoRD Schemes and Funded Add-on Economic Facilities to the respective Gram Panchayats

Also each of such release shall be effective only after: (a) issue of a certificate from the Independent Engineer mentioning that the Concessionaire is not in default of its obligations under this Concession Agreement and that the specified amount of the Performance Security can be released; and (b) concurrence of each of the Gram Panchayats to such certificate with respect to performance of such obligations in their respective Project PURA Villages.

7.4. Operation and Maintenance Standards:

During the Operation Period, the private player shall operate and maintain the Project Facilities in accordance to the specification detailed in the Concession Agreement. He shall be
responsible for operate and maintain the physical assets in case of facilities under the MoRD Schemes, Non-MoRD Schemes and Add-on Economic Activities.

7.5. Examples of proposed PURA projects

7.5.1. PURA Cluster in Jaipur District, Rajasthan

The Sanganer PURA Cluster comprises of six contiguous Gram Panchayats, these are Neota, Pawaliya, Kapoorawala, Bhapura, Ajairajpura and Rampura Unti and these Panchayats are under the jurisdiction of Sanganer Panchayat Samiti of Jaipur District of Rajasthan. The cluster comprise of 37 villages, with an estimated population of 32,294 in 2010 spread over an area of 159 sq. km (15,919 hectare).

The proposed PURA project covers the mandatory MoRD schemes like National Rural Drinking Water Programme, Total Sanitation Campaign and SSGSY. The Project intends to cover schemes beyond the mandatory ones like Integrated Watershed Management Programme (Department of Land Resources) and Jalmani (Department of drinking water supply). In case of Non-MoRD Schemes the proposed Project has included Integrated Skill Development Scheme (Ministry of Textiles), Off-grid and Decentralized Solar Power Applications for providing solar street lights (Ministry of New and Renewable Energy) and Sarva Shiksha Abhiyan / Rashtriya Madhyamik Shiksha Abhiyan of Ministry of Human Resource Development (MHRD).

The Project proposes several economic activities like an Apparel Park, which will lead the overall development of area and is proposed to be an integrated self contained facility comprising of physical and social infrastructure facilities. The PURA Project shall further support the rural artisan owned enterprises in Blue Pottery and establish a Rural BPO with a capacity of 100 persons. Add on activities proposed in the cluster shall include a multi specialty hospital, knowledge resource centre and a business cum entertainment complex.

The PURA project intends to cover the entire population with potable quality piped water supply as well as to provide sanitation services to all. The project also targets to cover around 25% of the total population under economic development activities.

7.5.2. PURA Cluster in Krishna District, Andhra Pradesh

The PURA Cluster identified is in the Gram Panchayats of Ibrahimpatnam and Kondapalli villages of Krishna District in Andhra Pradesh with a population of 57130 (Source: 2011 census). The Gram Panchayats comprise of two villages and an area of 30.21 sq. km. with more than 56 per cent area under agriculture.
The Project covers all the Mandatory MoRD Schemes and it includes NoN MoRD Schemes like developing destination of tourism (Ministry of Tourism) and Baba Sahib Ambedkar Hastha Shilpa Vikas Yojana (Ministry of Textiles). The key economic activities of the villagers are fisheries, agriculture, livestock, toy making, household industry, small trade and commerce and quarrying.

The proposed PURA Project proposed aims to enhance the skills of existing artisans and SHGs to diversify to new and economically profitable activities. It is proposed under the project to develop Kondapalle fort as a tourism destination with facilities like rope way / cable car, road connectivity, a motel and a park reflecting local art. To increase employment opportunity of the existing skills of villagers, it is proposed to develop a resource centre, raw material bank, common facility centre as a part of the add on activities proposed in the Project. In addition, it is also proposed to build a toll road for connecting the sand mining area to the national highway.

The project proposes to cover 100% of population covered with potable quality piped water and to achieve total sanitation in the cluster area. The project focuses to enhance the existing skills of the people and make to generate employment opportunity for them.

7.5.3. PURA Cluster in Markham Grant, Uttarakhand

PURA Cluster is proposed in Markham Grant which is the largest panchayat in the state of Uttarakhand, comprise of 23 villages and a population of around 20,000 as per Census 2001. The Panchayat has agriculture as its main economic activity. In spite of its location proximity to urban nodes such as Doiwala block and Dehradun District head quarters, the cluster lacks in key urban provisions result in migration of village population and reduction of sustainable agriculture activities.

The proposed PURA project covers the mandatory MoRD schemes and integrate some of the Non MoRD Schemes like Village street lighting (Ministry of New and Renewable Energy), Gramin Bhandhar Yojana (Ministry of Animal Husbandry). The key economic activities proposed under the project includes agricultural warehouse with modern trading terminal, fodder manufacturing plant and mobile health clinic.

It is proposed that the organic wastes shall be subjected to vermin composting the output from which can help the local community improve soil fertility to sustain their main economic activity of agriculture. The project also aims at providing a rural health clinic which will offer all primary
diagnostic services under one roof. A mobile health clinic is also proposed to extend the health and diagnostic services to nearby rural areas and remote hilly areas in this region.

The Project has proposed to cover 100% population covered with potable quality piped water supply as per specifications, 100% coverage of sanitation services with measures undertaken for qualifying under Nirmal Gram Puraskar.

7.5.4. PURA Cluster in Mallapuram District, Kerala

The PURA Cluster is proposed in Thirurangadi Gram Panchayat of Malappuram district which is one of the old habitations of Kerala. The Gram Panchayat has an area of 17.73 sq.km and Population of 59612 (2010).

PURA Project integrate the mandatory MoRD schemes and several other Non MoRD schemes. The Non-MoRD schemes covered include Solar Photovoltaic Programme by Ministry of New and Renewable Energy (MNRE), Rajiv Gandhi Gramin Vidhyutikaran Yojana by Ministry of Power, Renewable Energy Park Scheme by MNRE, Rashtriya Krishi Vikas Yojana by Ministry of Agriculture, Common Service Centres and State Date Centres, by Department of IT and Scheme of financial assistance to the Polytechnic Institutes, Ministry of Information Technology.

The key economic activities proposed in the project are coconut cluster development for increasing the production and productivity of coconut. It is also proposed to develop a rural business hub comprising of modern rural slaughter house; meat processing; cold storage for preservation of value added products; fish processing and preservation; and, market infrastructure, warehousing and auction centre. Add on project comprises of development of allied water based tourism activities on Kadalundi River.

To sustain the economic activities it is proposed to develop a bus stand cum multipurpose complex and to develop a resort. The project is proposed to Impact on standard of living for 25,000 population. It is envisaged that after the implementation of PURA Project, 92% population shall be covered with potable quality piped water supply as per specifications, 100% of unpaved roads will be paved and local employment shall be generated for 2740 people / day.
ANNEXURE 2: COMPOSITION OF WORKING GROUP ON PURA

8. WORKING GROUP AND SUB-GROUP

Sub: Constitution of separate Sub-Group for PURA Scheme under the Working Group on IAY and PURA for the XII Five Year Plan – reg.

In pursuance to Planning Commission’s Order No. M-120184/2011-RD dated 1st July 2011 (copy enclosed herewith), the Competent Authority has approved the constitution of a separate Sub-Group on PURA for XII Five Year Plan. The composition of the separate Sub-Group on PURA is as under:

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Sub-Group on PURA Scheme</th>
<th>Chairperson</th>
<th>Member Secretary</th>
<th>Member</th>
<th>Member</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Shri B.K. Sheth, Secretary (RD), Department of Rural Development, Room No. 194A, 1st Floor, Dr. Rajendra Prasad Road, Krishi Bhawan, New Delhi – 110001</td>
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<td>5</td>
<td>Shri S Subramaniam, Principal Secretary (RD), Government of Andhra Pradesh, Hyderabad - 500001, Andhra Pradesh</td>
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<tr>
<td>6</td>
<td>Shri S.M. Vijayanand, Addl. Chief Secretary, Local Self Government Department, Govt. of Kerala, Thiruvananthapuram-695001, Kerala</td>
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<td>Tel: (0471) 223174/2518455, Fax: (0471) 2231794 Email: <a href="mailto:smvijayanand@yahoo.com">smvijayanand@yahoo.com</a>, <a href="mailto:percyz@kerala.gov.in">percyz@kerala.gov.in</a></td>
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<td>7</td>
<td>Ms. Aparna Bhatia, Director (PPP), Department of Economic Affairs, Ministry of Finance, Room No. 61, North Block, New Delhi – 110001</td>
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<td></td>
<td>Ph: (011) 23059445, Fax: (011) 23058150 Email: <a href="mailto:aparna.bhatia@nic.in">aparna.bhatia@nic.in</a></td>
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(S. Radhamoorthy)

Under Secretary to the Government of India
Telefax: 011-24673554
E-mail: pura-mon@mei.in

Copy to:
All Members of the Sub-Group on PURA for the XII Five Year Plan

Copy also to:
1. Shri S. N. Mohanty, Advisor (RD), Planning Commission, Room No. 264, 02nd Floor, Yuja Na Bhawan, New Delhi – 110003

30
Sub: Constitution of Working Group on Indira Awaas Yojana (IAY) and Provision of Urban Amenities in Rural Areas (PURA) for the XII Five Year Plan-reg.

In modification to earlier orders of even number dated 24.06.2011, it has been decided with the approval of Competent Authority to include some more Experts on PURA to the existing Working Group on IAY and PURA. The revised composition of the Working Group is as under:

<table>
<thead>
<tr>
<th>No.</th>
<th>Name</th>
<th>Designation</th>
<th>Contact Information</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Shri. B. K. Sinha</td>
<td>Secretary</td>
<td>Tel. 2338447; Fax: 23382408 Email: <a href="mailto:secyrd@nic.in">secyrd@nic.in</a></td>
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<tr>
<td>2</td>
<td>Dr. Arvind Mayaram, I.A.S</td>
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<td>Ministry of Rural Development &amp; Panchayati Raj, New Delhi, Email: <a href="mailto:arvind.mayaram1@gmail.com">arvind.mayaram1@gmail.com</a> Ph: 011-23383880 Fax: 91-11-23381268</td>
</tr>
<tr>
<td>3</td>
<td>Shri T. Vijay Kumar,</td>
<td>Joint Secretary (PURA),</td>
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</tr>
</tbody>
</table>
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<table>
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</tr>
</thead>
<tbody>
<tr>
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<tr>
<td>No.</td>
<td>Name</td>
<td>Position and Details</td>
<td>Role</td>
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</table>
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| 26  | Shri Subhra Ranjan Mishra  | PPP Expert, Ministry of Rural Development,  
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<tr>
<th>No.</th>
<th>Name</th>
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<th>Email</th>
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<tbody>
<tr>
<td>27</td>
<td>Shri Rakesh Bangera</td>
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<td>Shri RCM Reddy</td>
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<td>Joint Secretary (RIU) M/o Rural Development Krishi Bhawan, New Delhi Tel: 23389432, Fax: 2338191</td>
<td></td>
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</tr>
</tbody>
</table>

2. The Terms of reference of the Working Group will be

   i. Review of IAY & PURA Mission Document and Framework of Implementation and make suggestion for improvement
   ii. Suggest a framework for participation of civil society organizations in IAY, PURA and their integration
   iii. Examine the guidelines of IAY & PURA and make suggestion for improvement
   iv. Any other issue considered relevant by the group

3. The Chairman of the Working Group can constitute separate sub-groups for PURA & IAY. If need be, the Joint Secretaries working in the MoRD and who are members of the Working Group can be designated as Member Secretary's of their relevant sub-groups.
4. The expenditure on TA/DA of official Members in connection with the meetings of the Working Group will be borne by the parent-Department/Ministry/Organisation as per the rules of the entitlement applicable to them. The expenditure in respect of non-official Members will be borne by the Planning Commission as per SR190 (a).

5. The Working Group will submit its report to the Planning Commission by 31st August, 2011.

(S. P. Rawal) /\nDirector (RD)
Telefax : 23096524
E-mail: sp.rawal@nis.in

Copy to:
All Members of the working group

Copy also to:
1. PS to Deputy Chairman, Planning Commission;
2. PS to MOS (Planning), Planning Commission;
3. PS to Member Secretary, Planning Commission;
4. PS to Member (MS), Planning Commission.

Heads of all Divisions

All Officers of the Rural Development Division;
PA to Director (Admin.)/Section Officer (Admin.);
Reception Officer, Planning Commission.