

## **Provision of Urban Amenities in Rural Areas (PURA)**

### **I. Objective / purpose**

#### **Vision / Mission Statement**

Holistic and accelerated development of compact areas around a potential growth centre in a Gram Panchayat (or a group of Gram Panchayats) through Public Private Partnership (PPP) framework for providing livelihood opportunities and urban amenities to improve the quality of life in rural areas.

#### **Brief history**

In pursuance to the announcement of Prime Minister on Independence Day, 2003, the Planning Commission submitted a proposal for approval of the Government to implement PURA scheme. The scheme was approved by the Government in 'in-principle' in January 2004. Subsequently, MoRD implemented the PURA scheme on a pilot basis in seven clusters for a period of three years (2004-05 to 2006-07). It was approved with retrospective effect by the Cabinet in its meeting on 16.03.06 with the direction to restructure the PURA scheme. The pilot phase of PURA was evaluated by National Institute of Rural Development (NIRD). Based on the experience learnt during the pilot phase, evaluation conducted by NIRD of pilot phase and the technical support of Asian Development Bank (ADB), the PURA scheme has been restructured. The restructured PURA scheme has been approved by the Government for implementation on a pilot basis during the 11th five year plan.

#### **Duties**

- (i) Laying of policy guidelines
- (ii) Selection of private developers for implementation of the scheme
- (iii) Release of funds to the DRDAs
- (iv) iv) Monitoring and evaluation of performance

#### **Main activities / functions**

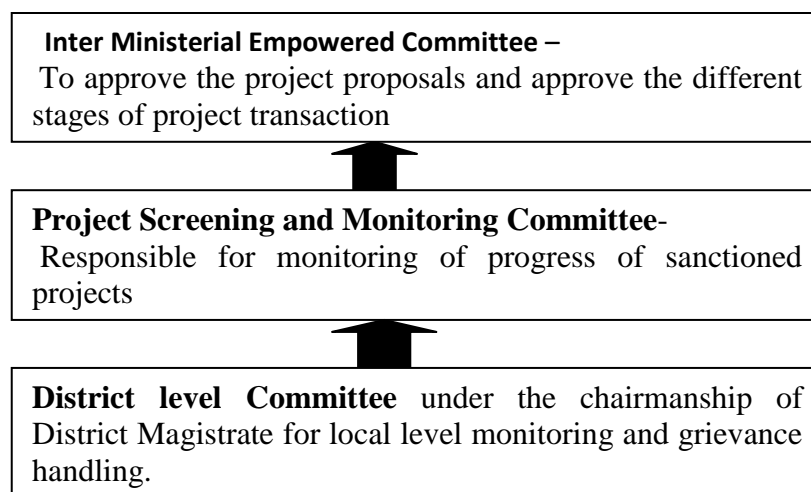
Formulation of policy guidelines, release of funds under PURA scheme, selection of private developers and its monitoring and evaluation.

#### **List of services being with a brief write – up on them**

- Formulation of guidelines for implementation of PURA scheme.
- Evaluation and approval of Detailed Project Report
- Release of funds to DRDAs

- Convening the meeting of Project Screening and Monitoring Committee (PSMC) Inter – Ministerial Empowered Committee (EC) Central Level for approving the projects
- Monitoring / Evaluations
- Grievance redressal mechanism

**Organizational Structure Diagram at various levels namely State, directorate, region, district, block etc**



**Expectation of the public authority from the public for enhancing its effectiveness and efficiency**

To access the disclosures made in the public domain and to bring to notice any deviation from stated policy.

**Arrangements and methods made for seeking public participation / contribution**

Stakeholders are consulted on policy matters through meetings, conferences and written correspondence etc.

**Mechanism available for monitoring the services delivery and public grievance resolution**

IT based Monitoring and evaluation mechanism, Right to Information Act, 2005.

Besides, in order to ensure proper monitoring and supervision of performance by the Private Developer, an Independent Engineer will be provided to the PURA cluster of Gram Panchayat (s) to supervise and monitor performance during the project life cycle.

**II. Please provide details of the powers and duties of officers and employees of the organization**

- I. Laying of policy guidelines
- II. Issue Expression of Interest (EoI) for selection for Private Developer
- III. Release of funds to the DRDAs which will further release the funds to private developer after completing necessary formalities
- IV. Monitoring and evaluation of performance

**III. Please provide list of rules, regulations, instructions, manual and records, held by public authority or under its control or used by its employees for discharging functions as per the following format. This format has to be filled for each type of document**

Files, audit reports, copy of the Concession Agreement and State Support Agreement, Scheme guidelines, program implementation plans

<b>Name /Title of document</b>	<b>Scheme guidelines</b>
Type of document Choose one of the types given below (Rules, Regulations, Instructions, manual, Records, others)	Others
Brief write-up on the document	Based on Ministry of Rural Development's extensive consultations with various stakeholders including the States Government, departments / ministries and in consultation with Asian Development Bank, the guidelines for PURA scheme have been prepared. The guidelines are an operating manual for the government and other stakeholders. It also provides the road map for fund disbursal, grievance redressal and dispute resolution, etc.
From where one can get a copy of rules, regulations, instructions, manual and records	PURA Section, Ministry of Rural Development, R. No. 561, Hotel Samrat, Chankyapuri, New Delhi – 110 021. <b>Besides, it is also available on the website.</b>
Fee charged by the department for a copy of rules, regulations, instructions, manual and records (if any)	No Fee

**IV. Whether there is any provision to seek consultation / participation of public or its representatives for formulation of policies? If there is, please provide details of such policy in following format**

<b>S. No.</b>	<b>Subject / Topic</b>	<b>Is it mandatory to ensure public participation (yes/no)</b>	<b>Arrangements for seeking public participation</b>
1	Policy matters relating to PURA	No	PURA policy matters are considered in consultation with the stakeholders i.e. the different Departments / Ministries, States / UTs, etc through meetings and written correspondence.

- V. Use the format given below to give the information about the official documents. Also mention the place where the documents are available e.g. at secretariat level, directorate level, others (Please mention the level in place of writing “Others”)

S. No.	Category of the document	Name of the document	Procedure to obtain the document	Held under custody of
1	Scheme Guideline	Provision of Urban Amenities in Rural Areas (PURA) – a Public Private Partnership (PPP) Scheme	Available in PURA Section as well as on the website	Ministry of Rural Development

- VI. Please provide information on Boards, Councils, Committees and other Bodies related to the public authority in the following format.

Name and address of the Affiliated Body	
Type of Affiliated Body (Board, Council, Committees, Other Bodies)	Inter-Ministerial Empowered Committee (EC) Project Screening and Monitoring Committee (PSMC)
Brief introduction of the Affiliated Body (Establishment Year, Objective/Main Activities)	EC and PSMC have been constituted in May 2010. The EC shall give approval to different stages of project transaction and take all decisions incidental to the project. The PSMC shall examine and evaluate the responses to EoI, proposals including Concept Plans submitted in response to RFPs and the DPRs prepared by Private Developers. The PSMC shall also be responsible for monitoring of progress of sanctioned projects.
Role of Affiliated Body (Advisory/Managing/ Executive/Others)	Advisory, Managing and Executive.
Structure and Member Composition	<b>The composition of EC and given below.</b>
Head of the Body	EC is headed by Secretary (RD) and PSMC is headed by Joint Secretary in charge of PURA Scheme.
Address and main office and its Branches	Ministry of Rural Development, Krishi Bhawan, New Delhi.  <b>PURA Division is housed at</b> Room No. 561, 5 <sup>th</sup> Floor, Hotel Samrat, Chanakyapuri, New Delhi – 110 017.
Frequency of Meetings	As required.
Can public participate in the meetings?	No
Are minutes of the meetings prepared?	Yes
Not Applicable.	

**The composition of Inter-Ministerial Empowered Committee (EC) and Project Screening and Monitoring Committee (PSMC) is as follows:-**

**Inter-Ministerial Empowered Committee (EC)**

- i. Secretary, Rural Development - Chairperson
- ii. Secretary, Department of Economic Affairs / or representative not below the rank of Joint Secretary - Member
- iii. Secretary, Planning Commission / or representative not below the rank of Joint Secretary - Member
- iv. Secretary, Drinking Water Supply / or representative not below the rank of Joint Secretary – Member
- v. Secretary, Ministry of New and Renewable Energy / or representative not below the rank of Joint Secretary – Member
- vi. Secretary, Power / or representative not below the rank of Joint Secretary – Member
- vii. Secretary, Ministry of Panchayati Raj / or representative not below the rank of Joint Secretary – Member
- viii. Secretary, Department of Legal Affairs, / or representative not below the rank of Joint Secretary – Member
- ix. Additional Secretary and Financial Advisor, MoRD – Member
- x. Principal Secretary / Secretary, Rural Development of the concerned State Government – Member
- xi. Joint Secretary (PURA), Department of Rural Development - Member Convener

**Project Screening and Monitoring Committee (PSMC)**

- i. Joint Secretary, Deptt. of Rural Development: – Chairperson
- ii. Representative of Department of Economic Affairs – Member
- iii. Representative of Planning Commission – Member
- iv. Representative of Department of Drinking Water Supply – Member
- v. Representative of Ministry of New and Renewable Energy – Member
- vi. Representative of Ministry of Power – Member
- vii. Representative of Ministry of Panchayati Raj – Member
- viii. Representative of the concerned State Government – Member
- ix. Director (PURA) – Member Convener

**VII. Please provide contact information about the Public Information Officers, Assistant Public Information Officers and Departmental Appellate Authority of the Public Authority.**

Name Designation & Address of CPIO	Phone No. E-Mail Fax No.	Appellate Authority Name, Designation, Address Phone No.E-Mail
S.Rukmani Under Secretary (PURA) 5th Floor Samrat Hotel, New Delhi	011-24673554	Shri. B.S. Negi, Director (Admn.,UNDP, IC) Krishi Bhawan, New Delhi 011- 23386231

**VIII. What is the procedure followed to take a decision for various matters**

The restructured PURA Scheme is being implemented on pilot basis under the framework of Public Private Partnership (PPP). A Project Screening and Monitoring Committee (PSMC) has been constituted under the chairpersonship of Joint Secretary (PURA) to examine and evaluate the Expression of Interest (EoIs), proposals including Concept Plans submitted in response to Request for Proposal (RfPs) and the Detailed Project Report (DPRs) prepared by Private Developers. PSMC is also responsible for monitoring of progress of sanctioned projects. An Inter-Ministerial Empowered Committee (EC) has been constituted under the chairpersonship of Secretary (RD) for approving the project proposals. The EC shall give approval to different stages of project transaction and take all decisions incidental to the project.

Besides, decisions are taken on file by competent authority as per delegated authority.

**IX. What are the documented procedures/laid down procedures/Defined criteria/Rules to arrive at a particular decision matters? What are different levels through which a decision process moves?**

Guidelines of the PURA Scheme  
S.O - US - DS / Director - JS - Secretary

Project Screening and Monitoring Committee (PSMC) and Inter – Ministerial Empowered Committee (EC)

**X. What are the arrangements to communicate the decision to the public?**

Website of this Ministry ([www.rural.nic.in](http://www.rural.nic.in))

**XI. Who are the offices at various levels whose opinions are sought for the process of decision making?**

State Rural Development Departments and concerned Private Developer

**XII. Who is the final authority that vets the decision?**

Minister for Rural Development

**XIII. Please provide information separately in the following format for the important matters on which the decision is taken by the public authority.**

S. No.		
1	Subject on which the decision is to be taken	Not applicable.
	Guidelines / Directions, if any	
	Process of Execution	

**XIV. Directory of officers and Employees**

Given under chapter heading “Directory of Officers”

**XV. Please provide information about the details of the budget for different activities under different schemes in the given format**

The budgetary provision of PURA Scheme is as follows:-

2010 – 12 (BE): ₹ 124.00 crore

2010 – 12 (RE): ₹ 74.00 crore

2011 – 12 (BE): ₹ 100.00 crore

**XVI. The manner of Execution of Subsidy Programmes. Please provide the information as per the following format**

No subsidy is being provided under PURA Scheme.

S.No.	Items	
1	Name of the Programme/Scheme	
2	Duration of the Programme/Scheme	
3	Objective of the Programme	
4	Physical and financial targets of the programme (for the last year)	
5	Eligibility of beneficiary	
6	Pre – requisites for the benefit	
7	Procedure to avail the benefits of the programme	
8	Criteria for deciding eligibility	
9	Detail of the benefits given in the programme (also mention the amount of subsidy or other help given)	
10	Procedure for the distribution of the subsidy	
11	Where to apply or whom to contact in the office for applying	
12	Application fee (where applicable)	
13	Application format (where applicable. If the application is made on plain paper please mention it along with what the applicant should mention in the application)	
14	List of attachments (certificates/documents)	
15	Format of attachements	

16	Where to contact in case of process related complaints	
17	Details of available fund (At various levels like District level, Block level etc.)	

**XVII. Particulars of Recipients of concessions, permits or authorization granted by it. Please provide the information as per the following format.**

PURA scheme is to be implemented under the framework of Public Private Partnership (PPP). The scope of the scheme is to select private partners to develop livelihood opportunities, urban amenities and infrastructure facilities and to be responsible for maintenance of the same for a period of 10 years in selected Panchayats / cluster of Panchayats. A Concession Agreement will be signed between the Gram Panchayat as the Grantor and the private developer as the concessionaire. It shall include details of minimum service level standards, performance guarantees, etc. State Support Agreement will be signed between Ministry of Rural Development, State Government and private developer. The commitment of State Government for delivering the core facilities like roads, bulk water and power to the PURA area shall be made as part of this agreement. *At present, Ministry of Rural Development is in the process of selecting private developer for implementing the scheme. After completing the process, details of developers will be placed on the website.*

S. No.	Items	Remarks
1	Name of the programme	Provision of Urban Amenities in Rural Areas (PURA) Scheme
2	Type (Concession/Permits/Authorization)	Concession
3	Objective	To implement PURA Scheme
4	Targets set (for the last year)	No target was set for last year as the scheme was not implemented last year.
5	Eligibility	The concession agreement and State support Agreement are yet to be executed. After execution of these agreements, the details will be shared.
6	Criteria for the eligibility	
7	Pre – requisites	
8	Procedure to avail the benefits	
9	Time limit for the Concession/Permits / Authorization	
10	Application Fee (Where applicable)	
11	Application format (where applicable)	
12	List of attachments (certificates/documents)	
13	Format of attachments	



XVIII. Please provide the details of the Norms/Standards set by the Department for execution of various activities / programmes.

**The procedure followed in the decision making process, including channels of submission**

<b>S No.</b>	<b>Type of Cases</b>	<b>Final Level of Disposal</b>	<b>Channel of submission above the Section Level</b>
I	Policy Matters	M(RD)	US-Director/DS -JS-Secretary-M(RD)
II	Parliament Matter		
	1. Starred Question	M(RD)	US-Director/DS -JS-Secretary-M(RD)
	2. Unstarred Question	MOS	US-Director/DS -JS-MOS.
	3. Assurance-Implementation	MOS	US-Director/DS -JS-MOS.
	4. Material asked for by other Division	Director	US/Director/DS / Joint Secretary
	5. Material to Lok Sabha/Rajya Sabha Secretariat. For deciding admissibility of Questions	Joint Secretary	US-Director/DS -JS.
III	VIP References	M(RD)	US-Director-JS-Secretary-M(RD)
IV	Matters relating to Committee		
	1. Parliamentary Standing Committee	Secretary	US-Director-JS - Secretary.
	2. Performance Budget	Secretary	US-Director/DS -JS-Secretary.
	3. Cabinet Note	Cabinet	US-Director/DS -JS-Secretary-M(RD)-Cabinet
V	Guidelines		
	1. Formulation and modification of Guidelines on the Schemes/Programmes relating to PURA Scheme	M(RD)	US-Director/DS -JS-Secretary-M(RD)
	2. Clarification on Guidelines / Scheme	JS	US-Director/DS -JS.
VI	Monitoring	JS	US-Director/DS -JS.
VII	Holding of Review meetings	Joint Secretary	US-Director/DS -JS.
VIII	Budget		
	1. Budget Allocation from Planning Commission	Joint Secretary	US-Director/DS -JS.
	2. Reply to Audit Objections	JS	US-Director/DS -JS.
	3. Allocation of funds to States	JS	US-Director/DS -JS.
IX	Release of fund		
	Release of fund	As per provisions contained in the Scheme guidelines.	US - Director/DS - JS in consultation with Finance Division
X	NFRD/PPP	JS	US-Director/DS-JS

**XIX. Please provide the details of the information related to the various schemes which are available in the electronic format**

Under PURA Scheme, guidelines and other related documents are available on website of the ministry ([www.rural.nic.in](http://www.rural.nic.in)) in electronic form.

**XX. Means, methods or facilitation available to the public which are adopted by the department for dissemination of information.**

Awareness generation through intensive IEC activities using electronic media, print, press advertisements, workshops, outdoor through DAVP and interpersonal communication through DFP and S&DD have been taken up.

**XXI. Frequently Asked Questions (FAQs)**

**Question 1      *What is PURA?***

**Answer**      Provision of Urban Amenities in Rural Areas (PURA) is a Central Sector scheme re-launched by Ministry of Rural Development (MoRD), Government of India during remaining period of the XI Plan with support from Department of Economic Affairs and the technical assistance of Asian Development Bank. MoRD intends to implement the PURA scheme under a Public Private Partnership (PPP) framework between Gram Panchayat(s) and private sector partners. The scheme envisages twinning of rural infrastructure development with economic re-generation activities and is the first attempt at delivering a basket of infrastructure and amenities through PPP in the rural areas. It is an effort to provide a different framework for the implementation of rural infrastructure development schemes and harness private sector efficiencies in the management of assets and delivery of services. This would perhaps be the first such attempt at PPP in integrated rural infrastructure development and management in the world.

**Question 2      *What is the objective of PURA scheme?***

**Answer**      The primary objectives of the scheme are the provision of livelihood opportunities and urban amenities in rural areas to bridge the rural – urban divide.

**Question 3      *What is the mission of PURA scheme?***

**Answer**      Holistic and accelerated development of compact areas around a potential growth centre in a Gram Panchayat (or a group of Gram Panchayats) through Public Private Partnership (PPP) framework for providing livelihood opportunities and urban amenities to improve the quality of life in rural areas.

**Question 4      *What are the features of PURA scheme?***

**Answer** The objectives of PURA are proposed to be achieved under the framework of Public Private Partnership between Gram Panchayats and private sector partner with active State Government support. Core funding shall be sourced from the Central Sector scheme of PURA and complemented by additional support through convergence of different Central Government schemes. The private sector shall also bring on board its share of investment besides operational expertise. The scheme would be implemented and managed by the private sector on considerations of economic viability but designed in a manner whereby it is fully aligned with the overall objective of rural development.

**Question 5** *What are the urban amenities proposed under PURA scheme?*

**Answer** An illustrative list of amenities and economic activities proposed to be provided under PURA are as follows:-

Amenities to be provided under MoRD Schemes	Amenities to be provided under Non-MoRD Schemes	Add-on Projects (Revenue earning, people centric projects)
Water and Sewerage Construction and maintenance of Village Streets Drainage Solid Waste Management Skill Development Development of Economic Activities	Village Street Lighting Telecom Electricity, etc.	Village linked tourism Integrated Rural Hub, Rural Market. Agri – Common Services Centre, Warehousing, etc. Any other rural-economy based project

**Question 6** *Need for restructured PURA scheme despite a number of other ongoing schemes –*

**Answer** It is believed that a scheme like PURA wherein all related schemes for rural infrastructure are being converged for a synchronized delivery for a period of 10 years in project mode shall maximize socio-economic impact. Besides, minimum development obligations by the private developer will enable **improved quality of service delivery in the Panchayat area.**

**Question 7** *How have the Gram Panchayat(s) been chosen for PURA?*

**Answer** In the pilot phase, the private developer is given flexibility to identify and select the Gram Panchayat for undertaking PURA projects based on their familiarity with the area or past experience of working at the grassroots level. However, as the consent of the concerned Panchayats and no objection from the state governments are mandatory, the selection would reflect the concurrence of all the stakeholders.

**Question 8**      ***How have the Private Developers been chosen for implementation of PURA scheme?***

**Answer**            The selection has been done through an open competitive technical bidding process with rigorous qualification and evaluation criteria. As these are pilot projects, therefore, there has been no financial bidding. In the pilot projects the bidders have been evaluated on their technical capability and assigned scores as per pre-approved evaluation methodology.

**Question 9**      ***What is the funding source for PURA scheme?***

**Answer**            Funding for projects under PURA scheme may come from four sources: MoRD schemes, non-MoRD schemes, private financing and Capital Grant under PURA.

**Question 10**    ***How shall the cost of a PURA project and the capital grant be determined?***

**Answer**            Each individual PURA project cost and the eligible capital grant (subject to a maximum of 35% of project cost) shall be determined on the basis of a Concept Plan and Detailed Project Report that would be appraised and approved by an inter-Ministerial Empowered Committee for the purpose.

**Question 11**    ***Is PURA viable for a private developer?***

**Answer**            It is expected that the additional revenue generating activities and the capital grant support shall successfully enable a viable PPP in the scheme. Mapping of different risks along with mitigation measures has been attempted. Along with emphasis upon rural development priorities, there shall be an effort to dovetail developers' perspective on an economically viable project. The way project design has been done, the private developer should make requisite profit during the project life cycle of 10 years.

**Question 12**    ***Is this model of PURA upscalable?***

**Answer**            Through the implementation of proposed pilot projects, the unique features of this scheme could be tested on the ground and provide lessons for upscaling in future. Besides, the entire process shall help strengthen the institutional ability of a Gram Panchayat to undertake PPP and help pilot-test the viability of PPPs in rural infrastructure development. However, as far as funding and management of PURA projects across all the 2,50,000 Panchayats in the country is concerned, it is upscalable and financially affordable for the Government over a period of 5-10 years horizon.

**XXII. Related to seeking information with relation to training imparted to public.**

S. No.	Items	Remarks
1	Name of training programme with brief description	<b>Not Applicable</b>
2	Time period for training programme/Scheme	
3	Objective of training	
4	Physical and Financial targets (Last year)	
5	Eligibility for training	
6	Pre – requisite for training (if any)	
7	Description of help (Mention the amount of Financial help, if any)	
8	Procedure of giving help	
9	Contact information for applying	
10	Application fee (where applicable)	
11	Other fees (where applicable)	
12	Application form (Incase the application is made on plain paper please mention the details which the applicant has to provide)	
13	List of enclosures / documents	
14	Format of enclosures / documents	
15	Procedure of application	
16	Process followed in the Public Authority after the receipt of application	
17	Normal time taken for issuance of certificate	
18	Validity period of certificate (If applicable)	
19	Process of renewal (if any)	
20	Selection procedure	
21	Time table of training programme (in case available)	
22	Process to inform the trainee about the training procedure	
23	Arrangement made by the public authority for creating public awareness about the training programme	
24	List of beneficiary of the training programme at various levels like district level, block level etc.	