

“A STUDY ON PUBLIC AND PRIVATE PARTNERSHIP IN INDIA WITH REFERENCE TO URBAN DEVELOPMENT”

Dr. Suryakant Lasune

Assistant Professor

Lala Lajpatrai College of Commerce and Economics,
Mahalaxmi, Mumbai-400034

ABSTRACT

To make the basic amenities like good roads and drinking water accessible to people even in remote villages, the Ministry of Rural Development (MoRD), Government of India, has relaunched the scheme Provision of Urban Amenities in rural areas (PURA) as a Central government scheme during the remaining period of the 11th five year plan. MoRD, with the support of Department of Economic Affairs and Asian Development Bank, intends to implement the PURA scheme under a Public Private Partnership (PPP) between local executive bodies like the Gram Panchayats and Private sector partners. The vision of the scheme in particular is providing dual benefits like rural infrastructure development compiled with economic regeneration activities; it is the first attempt of the government in this direction of delivering basic amenities and infrastructure through this model to people in remote rural areas. All the efforts are directed to obtain dual benefits, provide a different framework for the efficient implementation of rural infrastructure development schemes and benefit from the private sector efficiencies in the management of assets and delivery of services. Urbanization will be central to India's strategy of achieving faster and more inclusive growth because agglomeration and densification of economic activities (and habitations) in urban conglomerations stimulates economic efficiencies and provides more opportunities for earning livelihoods. Thus urbanization increases avenues for entrepreneurship and employment compared to what is possible in dispersed rural areas. It, thereby, enables faster inclusion of more people in the process of economic growth.

Keywords: PPP, Indian Urbanization,

INTRODUCTION:

About 377 million Indians comprising of about 31 per cent of the country's population, live in urban areas according to Census 2011. This is a smaller proportion compared to other large developing countries, for example, 45 per cent in China, 54 per cent in Indonesia, 78 per cent in Mexico and 87 per cent in Brazil. With the more rapid growth of the Indian economy in recent years, which is expected to continue, the rate of urbanization will increase. Projections are that by 2031, about 600 million Indians will reside in urban areas, an increase of over 200 million in just 20 years.

People living in rural areas typically tap the opportunities that cities provide for employment, entrepreneurial avenues, and education. As urbanization grows, demand for food items other than food-grains, that is, vegetables, lentils, milk, eggs and so on, also grows. This leads to investments in infrastructure, logistics, processing and packaging in rural and peri-urban areas. Such investments and other economic inter-linkages connect and build synergy between rural and

urban centers. Thus the rural sector also benefits from good management of neighboring urban conglomerations.

In history, there is evidence of permanent human settlements at around 10,000 B.P., before the discovery of agriculture. They were basically settlements of hunters and gatherers, who did not use extensive agriculture but had some knowledge about the basic principles. Agriculture was the result of the combination of a climate change that made available new land areas of the planet and of social and technological factors. There was a trend of growth of population due to better territory control. This growth of population showed some constraints as the communities of hunters and gatherers could not sustain increased pressure on the environment by human inhabitants without collapsing. Population control was implemented through infanticide, longer periods of lactation or sexual inhibition. All these measures were a psychological and a social burden. The development of agriculture made it possible to establish an important food surplus in towns, with a resulting increase in commerce, the creation of important commerce networks, and the growth of its political power in relation to its surroundings.

Urban areas underwent a rapid growth as they proved to be a better location for factories. Cities attracted people from the countryside looking for a better life. The attractiveness of urban areas for the location of industry and services stems from scale economies in production (efficient plant sizes are large), lower transport costs (reduced by clustering activities together), the modest use of land by industry and services as an input to production (allowing high densities), externalities among firms (sharing of information), linkages across firms (providing intermediate inputs to each other) and potential agglomeration economies (because large clusters of activities use specialized inputs more efficiently).

OBJECTIVE OF THE STUDY

1. To study and understand the concept of PPP in urban development in India.
2. To study the co-operation between public and private authority regarding urban development.
3. To study the necessary steps taken by the public authorities for the welfare of the urban population.
4. To study the necessary steps taken by the Government of India to keep a check on proper functioning of the PPP program in urban development.
5. To study the necessary rules and regulations, terms and conditions and various laws laid down by the Government of India so that the PPP program working are proper or not.
6. To study how the public authorities as well as private firms keep on checking the welfare of the society as well as the urban population.
7. To study and understand the mutual co operation and relationship of the public and private authorities for better functioning of the PPP program in urban development.
8. To provide project development funding and/or seek available assistance from Government of India for funding essential infrastructure projects.
9. To put in position a transparent, consistent, efficient administrative mechanism to create a level playing field for all stakeholders.
10. To study the economic issues as well as environmental issues regarding urban development.

RATIONAL BEHIND THE STUDY

The main reason behind the study is to understand the various and necessary steps taken by the Government of India for the welfare of the society and ultimately, the urban population. As India has the second largest urban population in the world with more than 300 million people in towns and cities, there is a need to conduct a thorough study for the better development of the urban population. The main reason was to conduct the research on the basic amenities that are provided by the public authorities and the private firms are enough. The amenities include Water supply & Sewerage, Solid Waste management, urban transport, etc. And also to take a look in the co-operation between the public authorities and the private firms and the working of their activities and the programs being initiated.

RESEARCH PROBLEM

It was difficult to collect data because the selected topic is a broad concept. Lack of infrastructural facility and availability of sitting place which created a problem while preparing the study. Field study also created a huge problem because of vast coverage of urban development. Unavailability of computer facility and network problem also created complications in data compilation. The number of respondents was few and also lack in literacy. The area of study was with relation to the whole country's urban population and it was the biggest problem that was faced while collecting data at actual field.

RESEARCH METHODOLOGY

The first phase of the investigation resulted in the integration of a no. of important elements for the understanding of the object of study. The relationship between the community and city, the housing policy that the social mix is an important element in the integration new residents. Throughout this work a set of difficulties emerged, which we sought to overcome through research design. One of the first questions was how to investigate social networks? What are the tools required to collect data allowing analysis of social networks?

Consequently, the success of the initial question "How to investigate" becomes even more dependent on research methods. The literature review and subsequently the development of the research, allowed us to decide on the advantage of applying qualitative and quantitative methodology, but especially the combination of both through mixed methods.

The mixed methods consist of research design encompassing both theoretical assumptions and the methods of investigations. The methodology involves theoretical questions that guide the directions of collecting and analyzing data and the mix of qualitative and quantitative perspectives in different stages of the research. It focuses on collecting, analyzing and blending both qualitative and quantitative data in a study or a set of studies.

REVIEW OF LITERATURE-

The literature on urbanization as a process and its spatial manifestation in terms of levels of urbanization has been extremely varied and intensive. Studies on the emerging trends of urbanization especially from the environmental perspectives are sectoral and widely distributed. In India, through urbanization is a recent phenomenon, is posing various problems as it is arising out of more tertiary or allied services than the secondary sector itself. The conditions, which exist in few large urban sectors of the developing countries especially with the on-going mechanism in

India, have been widely criticized. The process of urbanization in India was labelled as pseudo as it was different from the urbanization occurred sequentially and gradually. In India the process of population concentration in cities was not backed by corresponding economic progress.

Bert F. Hoselitz, in his article “**The Role of Urbanization in Economic Development**” summarizes the significant differences between European Urbanization and Indian Urbanization in the following words “Compared with European cities during a corresponding period of economic development”. Urban industry is less developed and characterized by a large number of small-scale and cottage type industries; the labour force, and therefore, is made of a smaller portion industrial workers and a larger portion of persons is miscellaneous, usually menial, unskilled services; the urban market services is fractionalized and composed of mutually non-competing groups, thus impeding optimum allocation of resources and preventing upward social mobility and relief in the amount of unemployment. All this features make economic development more difficult in India today than was the case in Europe in the 19th century.

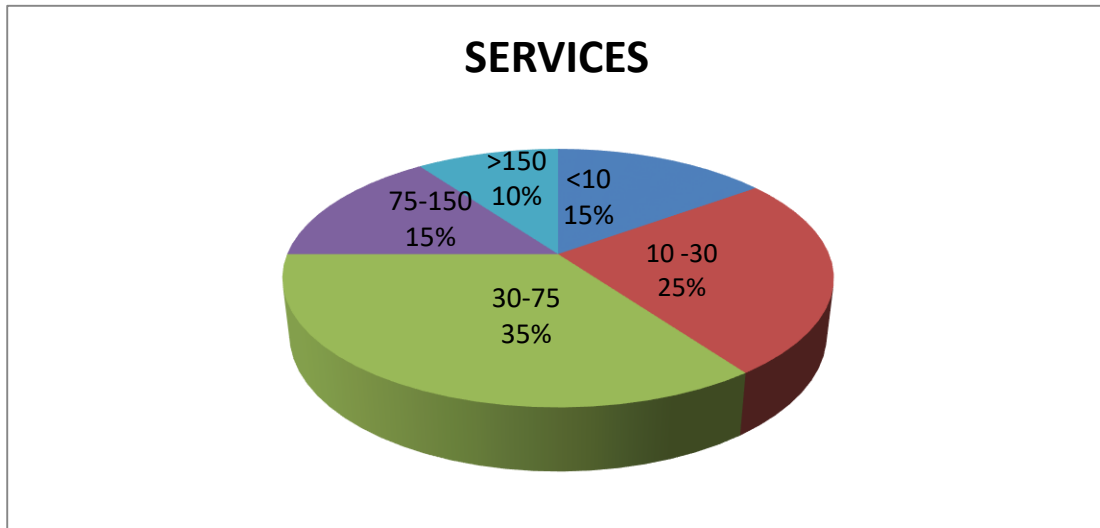
G.K. Roy in his article “**Economies of Urban Solid Waste Management**” analyzed the social crises arising out of energy and material shortage and ecological imbalance is going to hit the developed and the developing nations of the world in a big way. Of late the attention of the city planners and the scientists has rightly been focused on the huge tonnages of solid waste generated by the urban folk, which otherwise poses a serious threat to the habitat due to its improper and unscientific disposal. On the other hand, hygienic solid waste management techniques are often cost intensive. Technological innovations with resource or energy winning are economically – balanced proportions for urban solid waste management. In this article, a socio-economic analysis of the traditional and the methods of urban solid waste management have been presented. Strategies for the economic solid waste management in the Indian context has also been highlighted.

DATA ANALYSIS

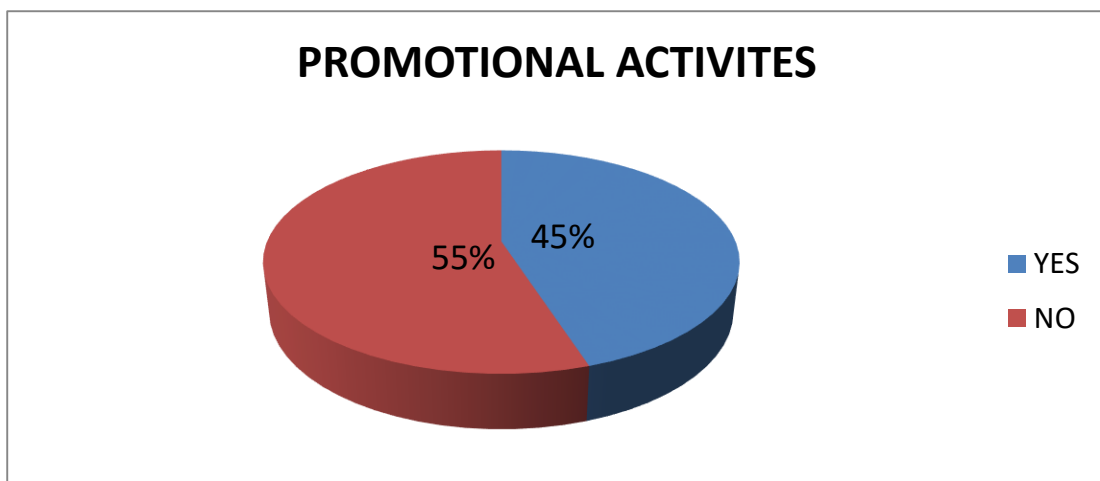
In the research process, data collected by any method is called a ‘raw data’ unless it is processed, analyzed and interpreted. The data is collected by the researcher through ‘questionnaire’ filled by the respondents from the selected research area. Every attempt has been made by the researcher to examine the data carefully. After the collection of data by the researcher, editing and coding of the data took place. Then tables, graphs, diagrams, pie charts were prepared. The computer generated output issued for analysis and interpretation. After preparing the tables, graphs, diagrams and pie charts, analysis and interpretation of data was done.

Following is the data analyzed from the respondent through questionnaire

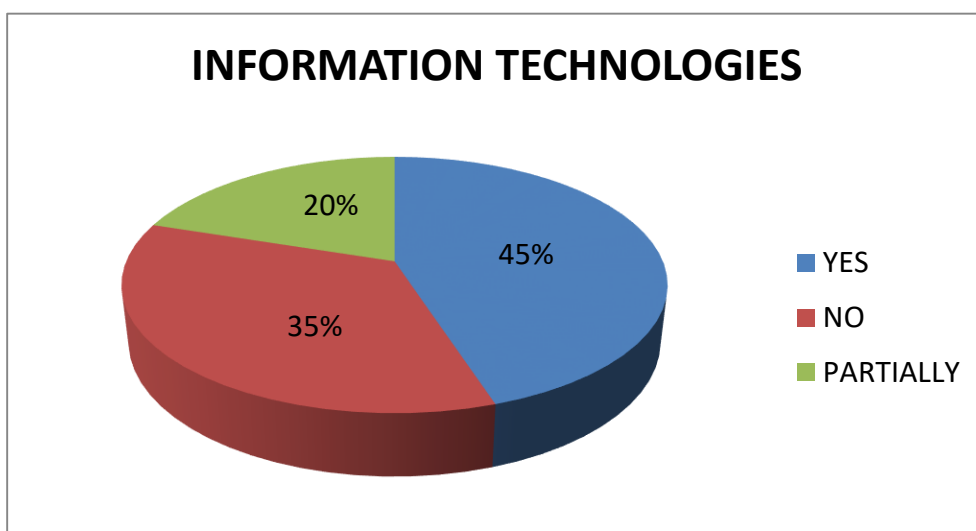
1) How many request for the services come from citizens in a week?



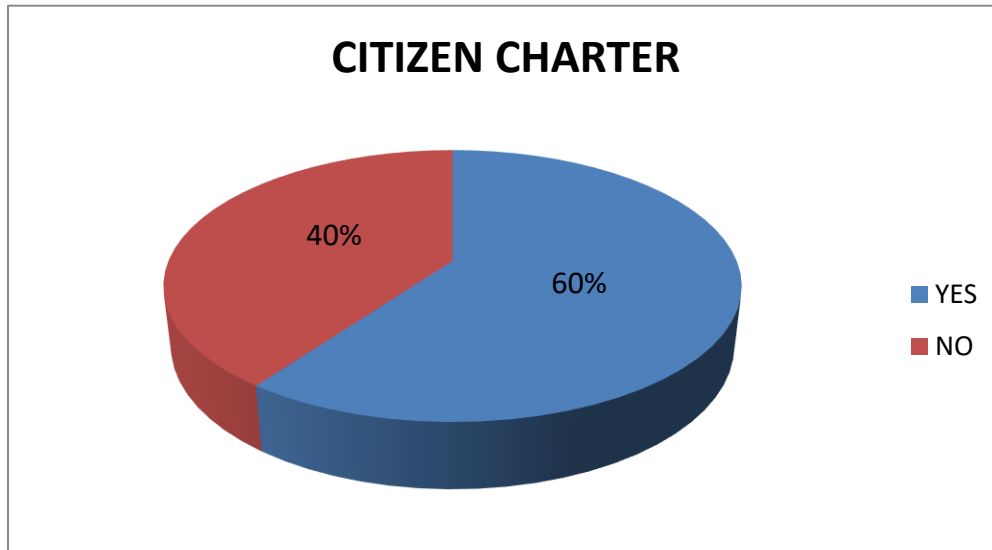
2) Promotional activities conducted in ULB for program awareness



3) Does the authority employ information technologies for service delivery or any department function?

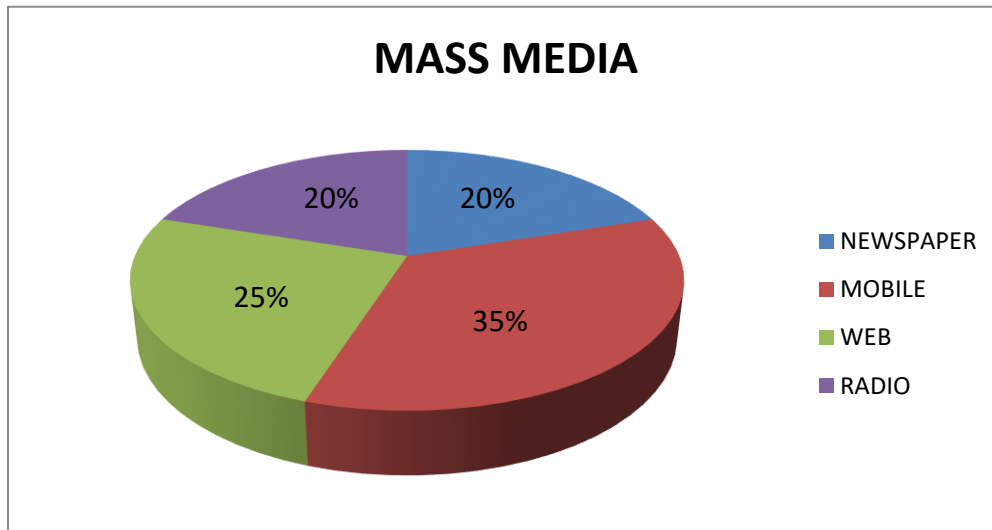


4) Does the authority have citizen charter?



5) Which medium you like most for news and promotional activities?

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Introduction to Public Private Partnership-

To develop an understanding of public-private partnerships in the India, it is useful and necessary to explore the forms these processes have taken, their legal structure, primary sources of funding, and their leadership arrangements. This leads to consideration of specific strategies and planning tools that have been used by development partnerships. The study attempts to catalog specific partnership activities. The proposed classification of public private partnerships is based on three factors that strongly reflect different type's of development partnerships to my mind. The first component, and in many respects foremost, is the involvement of the public sector regarding financing of specific partnership projects and provision of financial or not primarily financial incentives in order to attract private investment. A second factor refers to the organizational structure of partnerships in terms of formal agreements. Third, chief objectives of cooperative efforts including partnerships spatial focus are considered as well.

To describe the evolution of public-private partnerships, it is useful to discuss distinct periods of development in conjunction with overall urban development trends. In the first part of this section

I intent to discuss the emergence of public-private cooperation in the context of general urban development trends. Subsequently, I deal with significant urban policy tacks that contributed to public-private partnership building.

After World War II fundamental changes of urban social and economic patterns were taking place and affected the development of cities substantially. The deindustrialization struck many cities particularly those in the rustbelt while at the same time laying the groundwork for public-private cooperation. But public-private partnerships are not only a phenomenon in rustbelt cities but in Sunbelt cities as well. This trend was strengthened by state freeway programs that drew more people to the suburbs and affected the character of central cities substantially. Moreover, the national economy changed significantly in the 1950s and 1960s and contributed to a fundamental change of the urban economy from one dominated by industry and manufacturing toward a service-oriented economy base. Central cities were heavily affected as industry and retail markets began moving to the surrounding suburbs. The retail picture in downtown areas worsened as suburban regional shopping centers thrived. As a consequence of decreasing population and employment opportunities central cities began showing threatening signs of decay.

The cornerstones of public-private partnerships in urban development summarized from the different definitions above are the following: (1) pooling resources through joint investments, risk, and liabilities, (2) negotiations among participants, and (3) cooperation and mutuality though partnerships have often not shared common or broader community goals.

Partnership is defined in this paper as cooperation between the public and private sectors, usually based on formal agreements, sometimes informal as well, to work together toward specific urban development objectives. Public-private partnerships can be understood analogous to business partnerships with profit and risk sharing, general partners and limited partners, and different roles and different objectives for those that are responsible for developing strategies and those responsible for implementing it. The partners may act as equal participants; however, equality is an ambitious ideal that can rarely realize in practice.

To conclude, the word public-private partnership is often used more broadly than the project oriented approach as a loose term for a variety of types of cooperation. There are many forms of public-private cooperation in urban development ranging from task forces, formal organizations, corporations and even direct subsidies from public entities to private corporations or property owners have been described as public-private partnerships. Partnerships may be long-lasting relationships between the public and private sectors, ad hoc committees or joint development ventures. In some cases the term public-private partnership is used so broadly, that only imagination limits its definition and therefore the word partnership connotes relationship since the legal definition of partnership is by no means applicable.

Public-private partnerships provide a means for reducing uncertainty through negotiations and contractual arrangements. Moreover, collaborative approaches may achieve greater efficiency in the use of public and private resources. Public-private partnerships are primarily a financial tool for urban development. In fact, public-private partnerships have contributed to financial innovations by tailoring complex financial packages.

City governments have used a wide range of innovative techniques to finance urban and economic development activities. Especially complex public financial incentives and investments have increasingly been tailored to the needs of private developers and investors. Innovative public sector leverage has encouraged a growing cooperative public/private investment trend in urban

development. The public sector has also begun to assume the role of an investment partner in joint development ventures. The increasingly complex nature of public/private financial transactions contributed to the formalization of public/private development planning and implementation.

Adequate, well-managed cities are an important element of a sound, prosperous national economy and a significant contributor to quality of life. Consequently, as cities grow and the urbanization process continues, there is rising pressure on governments to house the world's poor and provide them with access to basic human needs such as healthcare, clean water, and sanitation. As it stands, majority of the developing cities expected to absorb the greatest number of people are facing enormous urban challenges. Economic growth has not kept pace with the rise in the urban population. As a result, there is a severe shortage of adequate housing and much of the basic infrastructure so desperately needed to sustain urban growth is either deteriorating, or non-existent.

The Importance of Public Private Partnership in Urban Development-

While urban areas across the globe are characterized by their own set of complex issues, the financial challenges are notably the same; at all levels of economic development, there is a far greater financing need for urban development projects than can be provided by the traditional public purse alone. Recognizing this, governments around the world are turning to PPPs as one possible financing option for large scale investments in the provision of affordable housing and other basic infrastructure assets.² a finance model entirely driven by collaboration between the public, private, and at times nonprofit sectors, PPPs take many forms (shown below), but generally represent a more dynamic, long-term agreement between various parties in which each sector contributes and shares some level of risk.

Broadly speaking, a typical PPP allows private consortium to assume the financing risk and two or more phases of the project's life-cycle. This may include the design and construction phases of the project and the subsequent maintenance and operation of the government facility under a carefully contrived long-term lease. This is in contrast to the private sector's traditional role in urban infrastructure development where its involvement is limited to providing skilled labour under short-term contracts, with the delivery of the services being solely provided by the public authority. It is also important not to confuse PPPs with privatization - a situation where responsibility over the delivery of the public service is fully transferred to the private partner with little or no government oversight. Almost all countries around the world have witnessed some form of PPP investment in the provision of housing and urban infrastructure since the early 1990s. Although the level and success of PPPs varies sharply, particularly in the developing world, ³their well-documented potential inconsistently generating efficiency gains in developed countries like Canada, the Netherlands and the United Kingdom (UK) cannot be overlooked. In these countries, partnerships have been a significant contributor to lowering costs and increasing operating efficiencies for urban development projects ranging from affordable housing to water treatment facilities, roads and hospitals. As such, there is a growing body of evidence that indicates that PPPs are an important instrument that can be used to help extend infrastructure assets, along with basic urban services, to the poorest neighborhoods of some of the world's liveliest urban centers.

Challenges for PPPs in Housing And Urban Development-

It is well-documented that globally, both the private and public sectors are embracing

partnerships for the provision of housing and urban development. However, when applying the PPP approach to the urban sector to try and meet the needs of the rise in population, governments around the world are facing a range of challenges. While the scale and scope of these challenges vary depending on the country's level of understanding and development in using the partnership model, this section provides an overview of some of the most common PPP challenges facing governments today.

Differing Goals:

Ordinarily, the goals of the private sector fundamentally oppose those of the public sector: the former focuses on economic gain while the latter strives to protect the public interest through regulation and minimization of risk. If left unmanaged, these disparate goals of the two sectors can cause friction and mistrust between the partners. Yet oftentimes, governments are finding that aligning goals and maintaining a healthy level of trust is difficult to achieve and maintain throughout the project's entire life-cycle. This is particularly the case for subsidy-driven urban projects where additional and continuous government funding is needed to deliver basic services to the poorest segments of a country's population. In this circumstance, reasonable margins of profitability for the private partner can be harder to measure and goals can become even more difficult to join.

Public Acceptability:

There may be considerable resistance to private sector participation in the provision of urban development, particularly for more traditional public urban services such as affordable housing, water, sanitation and waste management. Oftentimes, these urban services provide basic human needs to the world's poor who would not otherwise receive them. Therefore, if service is undermined due to a drive for profit, or if there is slow responsiveness to a problem, the result may be a strong public resistance to the partnership and a general distaste for private sector involvement in the urban sector overall. Keeping the public well informed and supportive of the urban project is an on-going challenge for all governments. The public authority should facilitate early and constant dialogue with stakeholders in addition to providing widespread information regarding public issues to allay speculation and unfounded concerns where relevant.

Capacity Challenges at the Local Level:

With more than half of the world's population living in urban centers, in many cases it will be the local governments who will feel the most pressure to adopt new partnership financing models and prudent urban planning strategies. However, it is to be expected that assuming this new role will be difficult for many localities that lack the basic negotiation, finance, contract and other skills required to manage highly complex urban projects such as PPPs.

Public-Private Partnership Organizational and Administrative Effectiveness-

Partner Selection:

Whether initiated by the government or the private partner, well-organized PPPs begin by identifying the central problem, then seeking out the right partners to help solve it. For the public authority, choosing the lowest bidder in the tendering process is not always the best method for partner selection. A candidate with years of experience in the urban area being considered, along with a shared vision of the project's goals, are important factors in identifying the right partner.

Building Strong Relationships through Clear Communication:

Fundamentally important to the functioning of the partnership will be its ability to build and

maintain a deep level of trust among all partners and stakeholders. Ensuring that each party is exposed to on-going communication channels that relay timely and reliable information about the project is instrumental to effective relationship building and trust management. Experience shows that a well structured and comprehensive communication plan that includes a strong public consultation policy will guide communications activities across the full range of project participants.

Clear Roles and Responsibilities:

A well-crafted written agreement that formalizes the relationship between all parties clearly delineates roles and responsibilities for each partner and puts in place a system of checks and balances to create co-dependency and transparency substantially increases the probability of success of the partnership.

Procedures:

Since not all contingencies can be foreseen in the planning stages of a partnership, it is critically important for the partnership that both the private and public sectors agree on key management procedures early on in the formation of the relationship. At the most basic level, there need to be clear procedures in place for decision-making, solving problems, managing conflicts, and performance evaluation.

Strong Leadership:

The presence of strong leadership within the organization is another key element for a successful partnership. A strong leader can ensure clear direction and communication for all partners involved, hold partners accountable, as well as provide strategic focus and direction to planning. Although the presence of a strong leader is important on all sides, it is imperative that the leadership does not reflect the narrow goals of any one partner. Partnerships should be about joint responsibilities, shared problems and solutions, and mutually divided resources, risks and rewards.

Implementing Housing and Urban Sector PPPs-

Building Capacity:

The first step in the implementation processes to set clear guidelines that determine which government department or agency will approve the project's readiness for the procurement stage. Within that agency, a project teams killed in delivering a PPP should take on the responsibility for the planning, procurement, and negotiation stages of the project, in addition to establishing a role in performance monitoring. Unless the government is deeply experienced in contracting PPPs, it will also be necessary to hire a multi-dimensional team of advisors skilled in legal, financial, economic, and sector specific areas to support the capacity of the team through the many PPP processes and procedures.

Refining the Scope of the Project:

With a team in place, priority shifts to refining the scope of the project. More diligent quantification and understanding of the project's goals and objectives, its public need, and its risks, along with the sophisticated allocation of those risks, better prepares the project for the PPP procurement process. The public sector should also have established a schedule that lists timeframes for the initiation of each phase of the project with established key milestones.

Selecting the Preferred Procurement Process:

Entering into the procurement phase, some decisions regarding the preferred method should be

made. Generally speaking, there are two main methods of procurement: competitive negotiation and prequalification. The choice of method is based on a range of factors, but is mainly distinguished by the level of competition and input required for the project. Whichever method is chosen, the procurement package must include standardized bidding documents, procedures for the announcement and subsequent evaluation of private sector bids, and a method for awarding contracts. Exposing the project to a fair, open, and transparent procurement process is fundamental to the formation of a strong building block upon which bidders will build their submissions. As mentioned, there are two primary methods of procurement:

Competitive Negotiations:

When this method of procurement has been issued, typically the public partner is less interested in new ideas and inputs and more focused on cost savings. The public-sector tends to have a rigidly defined scope and thus selects a fitting group of bidders to an open negotiation process where typically pressure is put on them to offer the best price. While this method tends to be quick and less expensive than pre-qualification, where a “fully competitive” process takes place, it may limit the public sector’s ability to view other, potential cost-effective, or design enhancing approaches to project delivery.

Pre-Qualification:

This bidding process, usually a two stage process which includes a request for qualifications (RFQ) and a request for proposals (RFP), is typically adopted by the public agency to try and harness the innovative expertise of the private sector with the intention to help it identify how to best meet project objectives. In order to attract international bidders and increase competition, the public agency publishes and widely disseminates the RFQ document. The document outlines with specificity the skills and market knowledge required for the project to help limit the number of private parties eligible to participate further in the process. Interested candidates match the requested qualifications but only the top bidders are invited to respond to the RFP stage, which marks final partner selection.

Finalizing Contract Terms:

Ideally, the bulk of the contract should be sorted out during the bid process; however, final contract negotiations present the last opportunity to discuss any final issues between the two sides. One of the main goals of the PPP contract is to appropriately harness the expertise and the efficiency of the private partner without compromising the delivery of service for the public taxpayer. To accomplish this, the public agency is encouraged to ensure desirable outcomes by putting appropriate control mechanisms in place in addition to including highly specific contract terms and conditions that establish duties, proper allocation and management of risk, performance targets, rules for changing contract conditions and procedures for dispute resolution and performance auditing.

Stakeholder Engagement:

Moving forward with the implementation process, a key consideration the partnership must address is the need for on-going communication and engagement with stakeholders. The importance of stakeholder relations should not be overlooked and communication activities with these groups should not end with contract award. In fact, early identification and on-going involvement of key stakeholder groups and their interests greatly increase the chances of PPP success, particularly in urban sectors traditionally under the purview of governments.

FINDINGS

The key to public-private partnerships in Indian cities has been the ability of the private sector to organize itself effectively. Not only business organizations have a long tradition in the India but also their profound impact on urban policies and their ability to channel their economic clout into political power. A substantial feature of a lot of long-standing public-private cooperation in urban development was the leadership of the mayor. In Germany, however, the organization of the private sectors weak. Organized business interests do not play the leading role in urban development that they do in American cities since social welfare, community improvement and cultural functions are funded by the state. Strong leadership to mobilize public and private powers is more difficult to achieve due to multiparty coalitions and a less powerful influence of the mayor. Many incentives for cooperation between the public sector and business interest are due to the autonomy of local governments in the federal system of the India. Moreover, the profound autonomy of local governments enables deal-making and negotiation between both sectors. The incentives, however, that bring about public-private partnerships differs indifferent governmental systems with different legal structures and different traditions. In this context, Newman and Verpraet provide an interesting analysis of public-private partnership approaches in different countries with different political systems, though they focus their research only on Europe.

CONCLUSIONS:

The infrastructure challenges facing governments around the world today are enormous. A significant increase in the urban population over the last decade, combined with sluggish economic growth across many regions has resulted in major gaps in infrastructure and urban service delivery. The goal of this report was to investigate the role that public-private partnerships can play as one possible financing tool for facilitating urban infrastructure and service delivery for countries at all levels of economic development. The research outlines a range of key PPP ideas and principles that can be used to provide guidance for governments on the application of the PPP model to wider urban development. In doing so, the main objective is to raise awareness of the partnership approach and show how it can be used to try and meet the housing and infrastructure needs of governments around the world. It further identifies four sector-specific case studies drawn from PPPs around the globe in hopes that the examples would highlight lessons learned that might strengthen future efforts to initiate PPPs. While the case studies show that the level of PPP success can vary depending on a range of factors, they reinforce the thinking presented here that with careful application of the partnerships process, housing and urban infrastructure can be effectively delivered and managed. They state that national circumstances and institutional differences have an impact on the forms partnership may take in different countries. They argue that different types of partnerships reflect deep rooted national traditions.

RECOMMENDATIONS:

- Policy makers should conceive the concept of urban sustainable development as an integral part of urban development starting from grass root level to national level
- Instead of considering urban sustainable development as an aggregated concept, it is time to look for improvement of each indicator within communities
- For this, there is a need to develop joint venture between public-private with dwellers of each community

- Finally, there is need to take a holistic approach towards education, training and campaigning for the same within each and every community to improve daily standard of life of each dweller

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