Konrad -Adenauer- Stiftung

Deutsche Stiftung WELTBEVÖLKERUNG

Internationale Fachkonferenz

Megacities – Schreckbild oder Chance für die Entwicklungsländer?

International Conference

Megacities – nightmare or chance for developing countries?

Hannover, 17. Juni 2002

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Introduction - Global Urban Scene

At the close of the 20th Century, growing urbanisation remains a global phenomenon. The global urban scene could be depicted as follows :

Population Growth -

❖ In 2000, world population reached 6.1 billion and is growing at an annual rate of 1.2 percent or 77 million people per year.

❖ In 1950, 68% of the world's population was in developing countries, with 8% in less developed countries.

❖ By 2030, it is expected that 85% of the world's population will be in developing countries, with 15% in the developed countries.

❖ The other side of the coin is that the percentage of the world's population that lives in developed countries is declining : from 32% in 1950 to an expected 15% in 2030.

❖ By 2050, the number of persons older than 60 years will more than triple, from 606 million today to nearly 2 billion. The number of persons over 80 years of age will increase even more, from 69 million in 2000 to 379 million in 2050, more than a five-fold increase.

Urbanization : Global Facts and Figures -

❖ In 1800, only 2% of the world's population was urbanised.

❖ In 1950, only 30% of the world population was urban. In 2000, 47% of the world population was urban.

❖ More than half of the world's population will be living in urban areas by 2008.

❖ By 2030, it is expected that 60% of the world population will live in urban areas.

❖ Almost 1,80,000 people are added to the urban population each day.

❖ It is estimated that there are almost a billion poor people in the world, of this over 750 million live in urban areas without adequate shelter and basic urban services.

❖

Urbanization : Regional Comparisons -

❖ The population in urban areas in less developed countries will grow from 1.0 billion in 2000 to 3.9 billion in 2030.

❖ But in developed countries, the urban population is expected to increase very slowly, from 0.9 billion in 2000 to 1 billion in 2030.

- ❖ The overall growth rate for the world for that period is 1 percent, while the growth rate for urban areas is nearly double or 1.8 percent. At that rate, the world's urban population will double in 38 years.
- ❖ Growth will be even more rapid in the urban areas of less developed regions, averaging 2.3 percent per year with a doubling time of 30 years.
- ❖ The urbanisation process in developed countries has stabilised with about 75% of the population living in urban areas. By 2030, 85% of the population in developed countries will be living in urban areas.
- ❖ Latin America and the Carribbean were 50% urbanized by 1960's but are now in the region of 75%.
- ❖ Though Africa is predominantly rural with only 37.3% living in urban areas in 1999, with a growth rate of 4.87%, but Africa is the continent with the fastest rate of urbanisation.
- ❖ In 1999, 36.2% of the Asian population was urbanised and the urban growth rate was in the range of 3.77%.
- ❖ The urban population of developing countries is expected to reach 50% in 2020.
- ❖ By 2030, Asia and Africa will both have higher numbers of urban dwellers than any other major areas of the world.

Urban Agglomerations or more mega cities -

- ❖ In 1950, there was only one city with a population of over 10 million inhabitants : New York City.
- ❖ By 2015, it is expected that there will be 23 cities with a population over 10 million.
- ❖ Of the 23 cities expected to reach 10 million plus by 2015, 19 of them will be in developing countries.
- ❖ In 2000, there were 22 cities with a population of between 5 and 10 million, there were 402 cities with a population of 1 to 5 million and 433 cities in the 5 to 1 million category.

	1950			1975			2000			2015	
1.	New York	2.3	1.	Tokyo	19.8	1.	Tokyo	26.4	1.	Tokyo	26.4
			2.	New York	15.9	2.	Mexico City	18.1	2.	Mumbai	26.1
			3.	Shanghai	11.4	3.	Mumbai	18.1	3.	Lagos	23.2
			4.	Mexico City	11.2	4.	Sao Paulo	17.8	4.	Dhaka	21.1
			5.	Sao Paulo	10.0	5.	New York	16.6	5.	Sao Paulo	20.4
						6.	Lagos	13.4	6.	Karachi	19.2
						7.	Los Angeles	13.1	7.	Mexico City	19.2
						8.	Kolkatta	12.9	8.	New York	17.4
						9.	Shanghai	12.9	9.	Kolkatta	17.3
						10.	Buenos Aires	12.6	10.	Delhi	16.8
						11.	Dhaka	12.3	11.	Metro Manila	14.8
						12.	Karachi	11.8	12.	Shanghai	14.6
						13.	Delhi	11.7	13.	Los Angeles	14.1
						14.	Jakarta	11.0	14.	Buenos Aires	14.1
						15.	Osaka	11.0	15.	Cairo	13.8
						16.	Metro Manila	10.9	16.	Istanbul	12.5
						17.	Beijing	10.8	17.	Beijing	12.3
						18.	Rio de Janerio	10.6	18.	Rio de Janerio	11.9
						19.	Cairo	10.6	19.	Osaka	11.0
									20.	Tianjin	10.7
									21.	Hyderabad	10.5
									22.	Bangkok	10.1

The facts and figures about conditions in human settlements as stated in UNCHS (Habitat)'s 'The state of the World's Cities : 2001' are as following :

Shelter -

❖ 75% of the world's countries have constitutions or national laws that promote the full and progressive realisation of the right to adequate housing/shelter.

❖ 61% of countries in the world have constitutions or national laws that protect against forced evictions.

❖ Households in cities of developing countries need an average of 8 times their annual income to buy a house: In Africa, they need an average of 12.5 times their annual income, while in Latin America, they only need 5.4 times their annual

income. The highest rents are in the Arab States where a household spends an average of 45% of its monthly income on rent.

❖ One out of every four countries in the developing world have constitutions or national laws which prevent women from owing land and/or taking mortgages in their own names. Customary or legal constraints to women owning land or property are highest in Africa, the Arab states, Asia and Latin America.

❖ Real estate costs are highest in Asia and the Pacific where one square metre of land for a serviced plot costs an average of US$ 3.1. Africa is at the lowest end of the real estate market with an average price of US$ 0.15 per square metre.

❖ Less than 20% households in Africa are connected to piped water and only 40% have access to water within 200 meters of their house.

Society -

❖ 5.8% of children in cities of the developing world die before reaching the age of five years.

❖ 29% of cities in the developing world have areas considered as inaccessible or dangerous to the police. In Latin America and the Caribbean, this figure is 48%.

❖ In cities of the developing world, one out of every four households lives in poverty. 40% of African urban households and 25% of Latin American urban households are living below the locally defined poverty lines.

Environment -

❖ City dwellers in Africa only use 50 litres of water per person per day. The highest median price of water is also highest in Africa.

❖ In highly industrialised countries, almost 100% of households are connected to piped water. The average water consumption for these households is 215 litres per person per day.

❖ Less than 35% of cities in the developing world have their wastewater treated.

❖ In countries with economies in transition, 75% of solid wastes are disposed of in open dumps.

❖ 71% of the world's cities have building codes with anti-cyclone and anti-seismic building standards based on hazard and vulnerability assessment.

❖ Buses and minibuses are the most common mode of transport in the world's cities. Cars are the second most common mode used, while walking is the third

most common mode. Travel time in Asian cities appears to be the longest with an average of 42 minutes per trip.

Economy -

❖ 37% of the population in cities of the developing world is employed within the informal sector.

❖ 70% of the world's cities have developed city-to-city international co-operation. 68% of these cities are affiliated to one or more international association of local authorities.

❖ 63% of the world's cities have established new public-private partnerships in the last five years.

Governance -

❖ 49% of the world's cities have established urban environmental plans.

❖ The absolute quantity of local government income varies enormously with total local government revenue per person in cities of highly industrialised countries being 9 times that of cities in the developing world, 39 times that of African cities and 18 times that of Latin American cities.

❖ 60% of the world's cities involve civil societies in a format participatory process prior to the implementation of major public projects.

❖ 70% of cities in the world undertake regular independent auditing of municipal accounts. 78% of the world's cities publicly announce contracts and tenders for municipal services. 55% of cities have laws that govern disclosure of potential conflict of interest.

Source: UNCHS (Habitat), 2001

Asian Scene

Asia's megacities are at the center of the region's economic growth and development. They are growing rapidly, not only in terms of population but also in terms of economic and industrial importance. This growth represents a wide range of opportunities for joint-ventures and partnerships between the private sector and government.

Asia accounted for 62% of world population increase in the period 1980-1990. The total Asian urban population is forecast to rise from 0.974 billion in 1990 to 2.386 billion in 2020, while the level of the urbanization (the percentage of people living in urban areas) will rise from 31% to 51% over the same period. Overall, rural-to-urban migration has accounted for some 40% of urban growth in the past 20 years and is likely to continue at similar rates in the next decade or two. Efforts to reduce rural-to-urban migration have not been successful. Throughout Asia, there is an increasing concentration of urban growth in large cities.

The reasons for this concentration include: the effects of economies of scale and agglomeration forces, the wider opportunities for employment, the effects of the global economy, and the relatively higher levels of social, health and cultural services available in large cities. Much of this growth is taking place in areas around the built-up city as a mixture of residential, industrial and commercial developments are spreading over the surrounding areas, e. g. Bangkok, Jakarta, Mumbai & Manila. This particular form of urbanization is taking place as the city extends beyond traditional city boundaries is referred to as the Extended Metropolitan Region (EMR). Presently, there are cities world-wide with 10 million or more population; 9 of theses are in Asia. By 2015, there are likely to be 23 such cities, with 17 in Asia. Most of these are now in the form of EMRs.

Some urban development experts consider urbanization in Asia, around the major cities as the basis of the concept of the EMR and which differentiates Asian urban expansion from that of other regions in the world. These characteristics combined with the rapid growth of megacity population and urban expansion in the region, etc.

The Economic Importance of Asia's Megacities -
Findings of a study by the Asian Development Bank (1995) shows that there is a correlation between the level of urbanization and economic development. What is particularly important is that of the 48 large urban areas in the region in 1990, there were 10 in high income countries, 6 in middle income countries, and 30 in low income countries. This clearly indicates that it is the poorest countries, which face the biggest problems of financing and managing urban infrastructure and civic services for their mega cities. The Asian Development Bank study (1995) also indicated that the high income countries show strong correlations between the fall in

agricultural employment, generally declining rates of manufacturing and industrial employment, and a strong growth in service employment. The middle income group shows a more mixed pattern of change, with declines in agricultural employment countered by varying increases in manufacturing industry and service employment. The low income group remains agriculturally dominant with little growth in manufacturing / industry but significant growth in service sector. Within these broad correlations, there is a clear evidence of the increasing importance of the macro-economy of mega cities. An another study (Prud homme, 1995) showed that output per capita per worker is greater in urban areas than in non-urban areas, with ratios of gross domestic product (GDP) per capita to country GDP per capita of, for example, 1.92 for Manila, 2.5 for Calcutta, 3.45 for Bangkok, and 3.66 for Shanghai. The study further examined the productivity of megacities compared to the national averages. It shows that such productivity which is higher than national averages further increases with the relative importance of the megacity, although this varies greatly from megacity to megacity. In nearly all the countries, the percentage contribution of urban areas to GDP is significantly higher than the percentage of population in urban areas, showing the impact of higher productivity and economies of scale common in megacities.

The Comparative Advantages of Asia's Megacities -

The economic growth of Asia's megacities has been boosted by number of national and regional location factors favoring large cities. These factors are complementing their comparative advantages in the globalization.

Specialization and Economies of Scale -

The underlying theme is that the urban productivity, usually measured in terms of income or output per capita. As stated earlier, Asian cities have high ratio of urban per capita product to the equivalent national figures. Such high urban productivity arises from a number of factors but of particular importance are economies of scale and specialization. The economies of scale present in the large city and the concentration of the labour force in these cities contribute to the growth in demand for intermediate and consumer goods and, therefore, increase the potential for more sophisticated and specialized manufacturing and service industries in large or mega cities.

Mainly because of their location and functions as transfer and control points in the movement of people, goods, finance and information. Asia's megacities provide some of the best opportunities for specialization in and interaction between socio-economic, education, research, science and technology activities. For the same reason, they often provide the best location for the dissemination of information of each area in the most efficient manner. This characteristic of Asia's megacities is likely to become increasingly important with the impact of the global economy, globalisation and liberalization in the Asian region.

Attraction to Urban Informal Sector (UIS) -

Asia's megacities provide the best conditions for the informal sector viz., commerce and other service enterprises to flourish, since there is the widest potential for formal-informal linkages. In fact, the growth of the EMR is both a cause and effect of the importance of informal sector employment in a mega city. Such a scattered low dense form of urbanization provides the best chance for low-income households and enterprises to gain access to land and still remain within reasonable distance of formal employment and residential areas. The trend follows the more general characteristics of informal sector activities. Such attributes are a natural response to the costs of entry to the formal sector and that production methods and locations are designed to maximize the use of the abundant factor of production labor (ESCAP, 1993). However, it is necessary to look at informal sector more positively by developing support mechanisms, which seek to integrate them with the formal sector in mega or large cities.

Opportunities for Public-Private Partnerships (PPP) -

According to Asian Development Bank President in his opening address at the Megacities Management Seminar held in Manila in the year 1995, the growth of Asia's megacities will require "enormous urban infrastructure investment needs which must be met through a combination of cost recovery from consumers and tax-payers as well as finances mobilized in capital markets and the private sector". Sato observed that governments in Asia have almost universally recognized the need to make their cities more productive, efficient and sustainable and are doing this through various measures. Among these measures, the most significant to private sector are the development of public-private partnerships and access to the resources of private investors, financial institutions and capital markets.

While the capital needs are huge, a revolution is under way in how large urban infrastructure projects are financed. In the past, Asian governments used grants from overseas institutions to build such projects or borrowed from export-import banks, the World Bank, the Asian Development Bank, or occasionally, commercial institutions. These days, new resources are tapped for infrastructural projects in most of the mega cities in Asia. Formerly countries like India are inviting investment from abroad either directly or through stock exchanges. Banking rules are being liberalized throughout Asia, allowing the market - not the government to say where loans should go. Asian companies are waking up to bond financing and are raising billions of dollars a year. Schemes are being tried in which roads, power plants and other urban infrastructure projects are built by private investors or developing suitable partnerships.

One of the most popular method of financing Asia's massive urban infrastructure needs is through a scheme known as "build, operate and transfer" or BOT. The basic idea is simple, and investor is responsible for the financing and construction. In return, the investor is promised a share of revenues generated by the project. On a prearranged date, having recovered the initial investment plus a decent return, the investor then transfers ownership of the facility to the government. In addition to BOT schemes, other forms of public-private partnerships (PPP) in the provision of urban infrastructure and services are being pursued throughout Asia. These range from simple contracting out of municipal services to more complex joint-ventures in developing entire new towns. Many of such partnerships are taking place in megacities, although the benefits are felt even beyond their borders.

If we analyse the main problems faced by most of the mega cities, the following picture emerges :

Shelter -
The housing remains the major urban problems in mega cities like Mumbai or Kolkatta or New Delhi, e.g. in India's reform-fueled boom, people by the tens of millions are moving to the cities to find work and a share in the country's new-found economic dynamism. Attracted by reforms, foreign companies have been setting up work avenues, resulting in a shortage of nearly 31 million homes in urban areas, e.g.

in mega city of Mumbai - the country's financial capital, property values have skyrocketed (Asiaweek, Jan. 27, 1995). The prices in up-market areas have doubled every year since 1991, the year economic liberalization stated. Property Consultants Richerd Ellis estimated the annual appreciation at a hefty 60% in real estates.

Water Supply Development -

For Asia's megacities, one of the most important infrastructure requirement is water supply. Rapid population growth and breakneck industralization are both exhausting and spoiling Asia's water. From Beijing to Jakarta, Manila to New Delhi, Bangkok to Mumbai, public utilities cannot treat enough drinking water for residents, and they lose more than a third of output to inefficiency or theft. With rapidly growing populations, these cities are faced with two options: draw more water from rivers, lakes and underground wells, or improve the treatment and distribution of existing supplies. Recently, in an important shift in thinking, government planners are concentrating less on developing new supplies and more on managing demand.

Most of public waterworks in Asia's megacities lack the necessary capital and expertise. The private sector has both, and is eager to partner with government, if only more Asian governments would let it. The barriers are both economic and political. Asia's low water tariffs and high financing costs make water privatization unattractive. Water has been considered a right rather than an economic good, so it has been delivered free of charge or nearly free for a long time. Some governments are starting to realize the need to urgently make the political decision to raise water tariffs as scarcity looms.

Transportation -

While transportation has always been important to cities, it is critical to the health of megacities. The rapid and massive growth of Asia's megacities puts enormous demands on transport systems capable of moving large volumes of passengers and freight. In most of these megacities, this demand is not being adequately met, resulting in the familiar problems of traffic congestion and air pollution. These problems are further magnified because of densities of land use, shortage of roadspace and inadequate public transport. Transport is also critical to megacities in that with the ineffective land use planning common to many Asian countries, transport investment particularly in major roads is one if not the only effective way

of guiding megacity growth into preferred development areas. This is of particular importance where such growth is taking place through an EMR, which opens up new areas for urban expansion and adds to the urban land supply.

In most Asian megacities, there are many hard decisions to be made in developing any kind of efficient public transportation network. These decisions relate to considerations such as land use - transport planning, nonmotorized transport, fuel pricing, demand management (e.g. area traffic restraint, bus-only routes, parking restrictions, etc.), cleaner fuels and technologies, traffic management, integration of traffic modes, and financial sustainability. Inspite of these limitations, several Asian megacities are creating or extending their mass transit systems as the backbone of transportation through the city. These are being undertaken largely through new forms of public-private partnerships, such as BOT Scheme, etc.

Environmental Management -

Megacities by their sheer scale, concentration and diversity accentuate the impact of environmental problems, which may not be as critical in smaller urban centres. The concentration of air, water and ground pollution resulting from high densities of people, vehicles, and businesses are serious threats to health. Risks of epidemics originating from slum settlements may spread throughout the city, affecting all income groups. Urban expansion across two or more administrative areas spread the pollution "footprint" over a wide region for which there are no effective regulating structures.

Megacity characteristics, however, present environmental management opportunities. High residential densities allow the cost-effective installation of environmental infrastructure. The relatively higher levels of income among megacity residents mean that pollution control and environmental services can be afforded at least in theory. Environmental education and public awareness campaigns are more effective because of higher levels of literacy and easier communications. And where megacities are trying to attract foreign investments, there is a tendency to give a higher priority to environmental upgrading as part of the marketing effort.

In Asia's megacities, the most significant environmental concerns are urban waste pollution, water pollution, urban and household air pollution - collectively referred to

as the "brown agenda". The need for major investments to address this agenda is taking place against a backdrop of policy trends towards local capacity-building and privatization. In fact, the scale of investment and operations needed to address existing deficiencies in sewerage, solid waste management, industrial pollution control, etc. are more attractive to potential private sector interests than would be the case for smaller cities. However, private interest and involvement will be conditioned by the likely financial rates of return they may enjoy and the risks involved.

With widespread public support in many Asian countries to the principles of sustainable development, there is the trend towards new forms of public-private partnerships in environmental concerns. Thus, governments are trying for greater efforts at enforcing laws already existing on the books as well as allowing local communities to manage their own environmental problems.

The Service Sector -

Increasingly, Asians are realizing that manufacturing strength alone will not be sufficient to sustain their next generation of economic growth. In Asia's urban centers, low-paying low-skill jobs are usually found on manufacturer's production lines. Over the past decade, as Asian countries got richer, the proportion of their economies devoted to services has risen. The richest Asian countries are now those with the biggest service sectors. Many jobs have moved to mega cities in developing countries, e.g. China, India, Thailand.

Other Asian countries especially their megacities are planning to follow a similar route. The Thais hope to turn Bangkok into the financial and transport hub for Indochina. Singapore is marketing itself as a headquarters for firms operating as far as India and China. Total trade in services of the ten biggest Asian economies increased almost three-fold from 1983-1992. While some service industries will remain rooted in local markets, modern technology means that many services - from broadcasting to clothing design - no longer stop at borders. While many Asian countries have service-trade barriers, these are changing. The growth of service companies with a regional reach does not necessarily mean Asia's manufacturing strength will soon be matched by a world-beating service sector. While exporting services to neighbouring countries is a sound economic activity, the real test will be

if these services can be exported to the developed markets. In a few sectors such as hotels, airlines and even software development, this is already happening, e.g. India & China's lead in IT sector.

The Major Risks Involved –

The opportunities for public-private partnerships in Asia's megacities are obviously not without risks. There are existing constraints to pursuing these partnerships across all the areas of opportunities mentioned earlier. There are also constraints that are sector-specific. Among the constraints that impact across all sectors, the three major are:

I)   changes in government policy,

II)   weak public administration and management capacities, and

III)   bureaucratic "red tape" system in many countries.

Over the past several decades, most Asian governments have perceived themselves as providers of infrastructure and services, sometimes contracting out some functions, such as road maintenance, to private contractors. Only recently have they become aware of the potential benefits of privatization and other forms of public-private partnerships. Many Asian countries have started to recognize these deficiencies and some have recently launched capacity-building programmes, oftentimes with the assistance of external organizations such as the UNDP / UNCHS / World Bank Urban Management Programme. I am a Member on Governing Board of All India Institute of Local Self-Government (AIILSG), India, which is premier research and training institutions in urban development in India. The Institute is also an anchor institution for UMP (UNCHS-Habitat) for South Asia.

These efforts however, have barely scratched the surface. Much still needs to be done, but training is expensive especially when it tries to cover all the cities of Asia, and financial support from external organizations is becoming less and less.

Directly related to the weakness in public administration and management capacity is the difficulty in dealing with the government bureaucracy. As most Asian developing country cities have grown and diversified well ahead of the capacity of existing institution to manage such growth, there is a glaring inefficiency in how the affairs of these cities are managed.

Indian Scene

If we observe Indian Scene briefly the following picture emerges:

Urban development in India is presently going through a very dynamic stage. In the first 40 years of the century, the country was still a fully agrarian society and its proportion of urban population was less than 12%. India's urban population growth between 1981 and 1991 with 36.19% was much less than the decadal growth of the 1960s and 1970s, but - most relevant - the rate of growth has been much higher in urban than in rural areas. Particularly important is the fact that the urban population increased almost ten times between 1901 and 1991, and the number of urban settlements doubled in this period to some 3.768. Since the beginning of this century, the urban population has steadily increased to 26% or 217 million in 1991. Among the urban areas, the small towns are somewhat stagnating while the 23 metropolitan cities (as per the 1991 census) stand out very prominently as they accommodate about one-third of the total urban population.

By 2020 more than 50% of India's population is expected to live in urban areas, thus the age old image of India as a rural nation will be a matter of the past. This picture is compounded by a rapid concentration process of population in larger towns, cities and metropolitan areas, and it is projected that in year 2010 India will already have some 49 metropolitan cities.

- ❖ In 2001, India's population reached 1027 million of which about 742 million live in rural areas and 285 million in urban areas.
- ❖ Percentage of urban population to total population of the country stands at 27.8. In 1991 Census, this percentage was 25.7. An increase of 2.1 percentage points has been recorded in the proportion of urban population during 1991-2001.
- ❖ The decadal growth of urban population during 1991-2001 is 31.2 percent as against 36.4 percent during 1981-91.
- ❖ The National Capital Territory of Delhi is the most urbanised (93.0 percent) among all the States and Union Territories (34 in all) followed by Chandigarh (89.9 percent) and Pondicherry (66.6 percent) as per Census 2001.
- ❖ Among the major States, Tamil Nadu is the most urbanised State with 43.9 percent of the population living in urban areas followed by Maharashtra (42.4 percent) and Gujarat (37.4 percent).

- ❖ The proportion of urban population is the lowest in Bihar State with 10.5 percent, followed by Assam (12.7 percent) and Orissa (14.9 percent).
- ❖ Himachal Pradesh is the least urbanised State (9.8 percent) among all the States and UTs in India.
- ❖ By 2011 and 2021 India's urban population is estimated to be 366 million and 459 million respectively, showing an increase of 81 million and 174 million (as compared to 285 million in 2001).

Urban Agglomerations/Metropolitan Cities with million (+) population in India -

- ❖ Growth of Metro Cities :

If we observe the growth of metro cities, it shows the following trend :

Years	1951	1961	1971	1981	1991	2001
No. of Cities	5	7	9	12	23	34

In 2001, the 34 cities with population of 27.8 million have a share of 37.8% of India total urban population of 107.9 million. These 34 cities are :

1.	Gr. Mumbai	16.37		18.	Coimbatore	1.42
2.	Kolkata	13.22		19.	Ludiana	1.40
3.	Delhi	12.79		20.	Kochi	1.35
4.	Chennai	6.42		21.	Vishakhapatnam	1.30
5.	Bangalore	5.69		22.	Agra	1.32
6.	Hyderabad	5.53		23.	Madurai	1.19
7.	Ahmedabad	4.52		24.	Meerut	1.17
8.	Pune	3.75		25.	Nashik	1.15
9.	Surat	2.81		26.	Jabalpur	1.12
10.	Kanpur	2.69		27.	Jamshedpur	1.10
11.	Jaipur	2.32		28.	Asansol	1.09
12.	Lucknow	2.27		29.	Dhanbad	1.06
13.	Nagpur	2.12		30.	Faridabad	1.05
14.	Patna	1.71		31.	Allahabad	1.05
15.	Indore	1.64		32.	Amritsar	1.01
16.	Vadodara	1.49		33.	Vijaywada	1.01
17.	Bhopal	1.45		34.	Rajkot	1.00

- ❖ Presently there are six mega cities, in India, viz. Greater Mumbai, Kolkatta, Chennai, Delhi, Bangalore and Hyderabad (Population in excess of five million) in India.
- ❖ By the year 2021, it is expected that India will have the greatest concentration of mega cities in Asia.

The pace and volume of urbanisation have swiftly and irreversibly altered the landscape of asian cities. The most striking feature of late 20th century urbanisation is the formation of what we call 'Mega Cities' that work as magnets for people, functions and organisations, structuring the country and the world around their social and economic dynamics. Mega cities are not just cities of a larger size. They are a new, distinctive spatial form. Neither they are megalopolises nor conurbation. They have a strong internal conerence. The functions and activities performed in their territory are spatially interconnected. They are one single area in a very fundamental sense, they constitute a complex unit of production, a single labour market and a specific system of power, beyond their extreme cultural and social differentiation. Their territory even if it is of gigantic size is used by millions of people within the boundaries of the mega city. Mega cities are the directional centres, the centres for technological innovation, the senders of symbolic messages, images and information, the producers of services, the collective factories of the new manufacturing as well as the depositories of the areas of the nerve centres of our inter-connected global system.

The growth of mega cities has undoubtedly contributed to economic growth by providing economies of scale and agglomerations and other positive externalities. The largest metropolises now play a dominant role in national economic development. They are cities of commercial importance, communications and transport hubs of the nation, with international parts, harbours and our link facilities. They all serve as nodal parts in the networks of national and international trade. Mega cities articulate the global economy, link up the international networks and concentrate the world power, either as centres of it or as providers of the financial, symbolic or voting power to the political leaders. But they are also the depositories of all these segments of the population that fight to survive in big cities. Mega cities concentrate the best and the worst of their societies.

Mega cities may be defined in a number of ways but the most common definition is based on population, using population levels, mega cities are defined as those cities having populations of 10 million or more people.

More recently, however, mega cities have come to also be called global cities or world cities - a reference to these cities' relation to the realities of the new global economy. This reference takes into account special characteristics such as the spatial impacts of the new emphasis on the production of financial and producer services, decentralized decision-making, the ability of the city to attract global investors, new telecommunications, technology, and access to global media. Based upon these characteristics, population levels alone is clearly not enough to define what mega cities are.

Mumbai City -

I was Mayor of mega city Mumbai (Bombay) in the year 1994-95 (1st fulltime elected women Mayor in hundred years history of Municipal Corporation of Greater Mumbai), and have handled all the issues related to urban development management for the city.

The city of Mumbai is located on the western coast of Maharashtra State in India. In addition to being the capital of Maharashtra State, the city is also the financial capital of India. Mumbai is also a leading industrial and commercial centre with a concentration of major economic and industrial activities.

From a population of 10,000 inhabitants in 1661, Mumbai reached 0.64 million in 1872, the year of the first Census in India. Mumbai city crossed the one million mark in 1921. The next two decades were marked with a very slow rate of growth of population. By 1951 when Greater Mumbai was formed by inclusion of the inner suburbs in the city limit the population shot up to nearly 3 million. Corresponding to the inclusion of the extended suburbs in 1957 in 1957 the population of Mumbai rose to over 4 million. Between 1951 and 1991 there was a three fold increase in the city's population. In 1991, Mumbai had a population close to 10 million and in 2001 the population of the city is 11.50 million.

Table 1 : Mumbai - Growth of Population

Year	Mumbai City		Greater Mumbai	
	Population (in million)	Growth Rate (%)	Population (in million)	Growth Rate (%)
1881	0.773			
1891	0.822	6.34		
1901	0.776	-5.60	0.928	-
1911	0.979	26.16	1.149	23.81
1921	1.176	20.12	1.380	20.10
1931	1.161	-1.28	1.398	1.30
1941	1.490	28.34	1.801	28.83
1951	2.329	56.31	2.994	66.24
1961	2.772	19.02	4.152	38.68
1971	3.072	10.82	5.971	43.81
1981	3.258	6.05	8.227	37.78
1991	3.175	-2.55	9.926	20.65
2001	3.300	3.94	11.500	15.86

In 1950 the inner suburbs and in 1957 the extended suburbs were included within Greater Mumbai limits. The inner suburbs have expanded faster than the city in each decade since 1911, while the extended suburbs have grown faster than the city since 1951. While the population of the Island city grew by 10.7 percent in 1961-71, the Western and Eastern Suburbs grew at a rate of 94.2 and 137.9 percent. In 1981-91 when the Island city experienced a negative growth rate, the growth rate in the suburbs declined but was still high with Western and Eastern Suburbs recording a growth rate of 37.51 and 33.54 percent respectively (Table 2). While both Eastern and Western Suburbs have grown at significantly higher rates than the Island city, their growth has been declining.

Table 2 : Population Growth - City and Suburbs (1961-2001)

	Population (in million)					Growth Rate (in %)			
	1961	1971	1981	1991	2001	1961-71	1971-81	1981-91	1991-2001
City	2.77	3.07	3.25	3.17	3.3	10.7	6.1	-2.55	4.10
Western Suburbs	0.88	1.7	2.87	3.95	4.8	94.2	68.4	37.51	21.52
Eastern Suburbs	0.5	1.2	2.1	2.8	3.4	137.9	75.4	33.54	21.43
Greater Mumbai	4.15	5.97	8.22	9.92	11.5	43.8	37.8	20.64	15.93

In 2001, of the total population of Greater Mumbai, while the Western Suburbs have the largest share (41.74%), the Eastern Suburbs account for 29.57% and the Island city accounts for 28.70% of the city's population.

From a group of islands to a financial and cultural megapolis, Mumbai has been the 'Urbs Prima in Indis' and has grown at a phenomenal rate. Today, the Municipal Corporation of Greater Mumbai (MCGM) administers an area of over 437.71 square kilometers, catering to the civic needs of over 13 million citizens in 24 wards. The Municipal Corporation of Greater Mumbai (MCGM) employs a workforce of about 1,41,000 employees in different departments. The annual budgetary outlay of the MCGM is about Rs.40 billion. Its jurisdiction extends from Colaba to Dahisar on the Western side, Mulund on the Central and Mankhurd on the Harbour side. The MCGM is the local body of the city of Mumbai. Formed in the year 1865, the MCGM is veritably the 'cradle of local self-governance in India'. It embodies the principle of democracy of 'governance of the people, by the people and for the people'. The two offices which hold the balance of prestige and power in the City Government are those of the Mayor and the Commissioner. The Mumbai Municipal Corporation Act of 1888 envisages a separation of power between the executive and the legislature. It rests on three principles. In the first place, it recognizes the distinction between the policy making the policy execution. Secondly, it entrusts the policy making function to the corporate body and the policy execution to a single individual - the Commissioner. Thirdly, it makes the Commissioner more or less independent of the Corporation, although the two work in close co-operation.

Apart from the commonly known civic services of water distribution and sewage disposal, the MCGM provides a host of other civic services. Following is a brief look at some of the them: The MCGM provides education through its 1,258 primary and 51 secondary schools. About 6,94,171 students are imparted primary and secondary education through eight different languages. Additionally, it provides aid to some 342 private schools who educate about 1,89,986 students each year. This, when secondary education is not the obligatory duty of the MCGM. Healthcare is also offered by the MCGM. It runs 19 General Hospitals and 164 General Dispensaries and 11 Specialty Hospitals and Clinics. The MCGM also runs three main hospitals that have attached colleges to impart medical education, in addition to a Dental

College. Thus, the MCGM provides cheap medical care to millions of people from Mumbai as well as other parts of the country, and provides services ranging from preventive healthcare to drug de-addiction to neurosurgery.

Fire protection is one of the obligatory duties of the Corporation. The Mumbai Fire Brigade is an autonomous department of the MCGM and has 24 Fire Stations. The Brigade has added sophisticated fire appliances and equipments to its fleet, in view of the number of high-rise buildings that pose greater fire risk. A 'Fire Safety Education Van' equipped with hi-tech audio-visual equipment and necessary software visits various localities, including schools, to improve the awareness of fire hazards among the general public and to educate them about the basic fire prevention methods. The Mumbai Fire Brigade, with a strength of 2,167 employees, is the first in India to undertake such a pro-active step in the interest of fire safety.

The Brihanmumbai Electric Supply and Transport Undertaking, popularly known as the BEST, is another autonomous department of the MCGM, the BEST operates a bus service throughout Mumbai and upto Vashi, CBD (Belapur), Kashimira, Ghodbunder and other such areas outside Mumbai limits. The 'BEST' bus fleet consists of 3,458 buses that are operated on 410 routes per day and on an average, carries about 4.7 million passengers daily. The BEST also distributes electricity in the City limits of Mumbai. Electricity is distributed to about 850 thousand consumers. The Undertaking also provides about 36,556 street lamps. The BEST also operates a ferry service between Marve and Manori islands. Thus, through the multifarious civic and recreational services that it provides, the MCGM has always been committed to improve the quality of life in Mumbai. The MCGM now looks forward to greater co-operation from the citizens to make Mumbai a better place. With a vision to provide good governance, the MCGM has embarked on a number of projects with a view to improve its operational efficiency and the accountability to the citizens on one hand and simplify the rules and regulations to make the entire process citizens' friendly on the other. These projects have been started as a mark of the MCGM's commitment to provide quality civic services to its citizens in a decentralized, transparent and cost effective manner. Some of these projects are formally introduced through the release of this Charter.

The MCGM's vision of good governance is to provide quality civic services to its citizens in a cost effective manner. Some of the tenets of this vision are: to provide a responsive local government, to decentralize the political and administrative processes, draft a Citizens' Charter specifying benchmarks of performance coupled with independent external evaluation of its performance, to involve the community in the local government and city management, to make the procedures for licenses and permits simple and user-friendly, to make the civic governance citizen-oriented, resulting in efficient delivery of service and speedy redressal of citizens grievances, to run innovative projects for low-income settlements and to use information technology to deliver efficient and value-added services and ensure prompt redressal of complaints.

During its history of more than 125 years, the MCGM has expanded its machinery to bring the administrative units as close to the people as possible. The MCGM's administration works through 24 ward offices spread over an area of 437 Square Kilometers. This facilitates an easy interface between the citizen and the civic body. An Assistant Municipal Commissioner, who exercises the delegated powers of the Municipal Commissioner, heads each ward office. There are ward level officers of all the departments of the MCGM, who work under the command of the Assistant Municipal Commissioner. The MCGM has now decided to introduce the beat system and hand over the maintenance activities to that level. The beat will be co-terminus with the electoral ward and the beat officer will be the nodal officer for citizens' grievance redressal within the small beat area. On an average, the beat area will be 2 Square Kilometers. Along with the administrative decentralization and strengthening of the ward and beats, the MCGM is also undergoing the process of political decentralization in the form of the 'Ward Committees'. In pursuance of the 74th Constitutional Amendment, the Government of Maharashtra amended the Mumbai Municipal Corporation Act, 1888 and gave a statutory status to the ward committees. To begin with, the MCGM has set up 16 ward committees representing 24 wards. The process of co-option of the NGOs in the ward committees is currently going on. According to the amended Act, each ward committee can have three representatives from the NGO groups who have implemented civic projects in the concerned ward committee area. The Section 50 (TT) of the Act empowers the ward committees to grant administrative and financial approval to works amounting to Rs.5,00,000/- and

keeping general supervision & control on the speedy redressal of common grievances of citizens, connected with the local and essential municipal services like water supply, drainage, sanitation and storm water disposal. The ward committees are also to consider and recommend the proposal regarding estimates of expenditure pertaining to the wards under different heads of account of the budget. The objective of both the administrative and political decentralization is to bring the local government closer to the citizens and make it responsive to their needs and expectations. The ward committees may gradually become instrumental in urban planning as well.

In consonance with its commitment to provide prompt and effective civic services to its citizens, the MCGM is probably the first Municipal Corporation in the country to release its Citizens' Charter in collaboration with an NGO called 'PRAJA'. The Citizens' Charter contains the details of the offices and officers who are accountable for various civic services and who should be approached by citizens for various civic services and who should be approached by citizens for various permissions, licenses and for redressal of their grievances.

In pursuance of the principle of good governance, the MCGM is making conscious efforts to make its administration citizen-friendly. The MCGM has laid down the time limits for the redressal of different types of complaints of the citizens. Going beyond this, the MCGM has introduced a unique system of central complaint registration. The system provides a single-point complaint registration through a help line. Earlier, the citizens had to approach Complaint Officers in the wards on phone or in person for registering their complaints. This can now be done online by calling a help line - '1916'. Introduced in December 2000, the CCRS accepts complaints pertaining to all wards or departments from any area. The complaints are registered on a computer at the central control room and the complainant can follow up on his complaint. The CCRS provides an excellent monitoring tool to track down the status of various complaints.

The MCGM has introduced a One-Window System on 15th August, 2001. The system has simplified certain processes, de-licensed certain activities and has dispensed with

some outdated procedures of obtaining clearances from various departments. The system also specifies time limits for issuing licenses, certificates and permissions.

Some major problems faced by Mumbai City

Inspite of several interventions many civic issues still require more attention.

Slum Settlements -

Since the beginning of the city, slums have been a part of Mumbai's landscape. However, the first official enumeration of the population living in slums was carried out in 1976 which revealed that 2.8 million people were living in 1,680 slum settlements all over Mumbai. The total population living in slums was 47 percent of the city's population of 5.9 million. A second count in 1983 revealed that there were 1,930 slum settlements with 9,24,572 households in which lived 4.3 million people. The number of people living on pavements was estimated to be 0.7 million. The slum and pavement dwellers together accounted for about half of Mumbai's citizens.

Strategies for Slum Improvement -

In order to give shape to its policies and strategies towards slum improvement or redevelopment, the Government of Maharashtra State from time to time has been enacting legislation and creating an institutional framework. The main departments or agencies of government which directly or indirectly deal with slum problems are : Maharashtra Housing and Area Development Authority (MHADA), Municipal Corporation of Brihan Mumbai (MCBM), Mumbai Metropolitan and Regional Development Authority (MMRDA), Urban Development Department, and Housing Special Assistance Department. Among these, MHADA carries the main responsibility of dealing with slums.

Few of the schemes and policies framed from time to time for dealing with slums are as follows :
❖ Schemes for Slum Improvement
❖ Slum Renewal Schemes.
❖ Housing Schemes and Slum Upgradation Progrmme.
❖ New Development Control Rules.
❖ Slum Rehabilitation Scheme (SRD).

Sanitation -

A total population of approximately 62 lakh people reside in these slum settlements and account for 54 percent of the total city's estimated population of 11.5 million. As slums, are largely devoid of sewerage facilities, the slum settlements and the large population residing within them are excluded from the scope of the project. It is an accepted fact that inadequate provision of sanitation facilities is a direct threat to the health of the slum dwellers. Further, the improper disposal of sewage; whereby the sewage generated in slums presently finds its way into the storm water drainage system, creates environmental problems and social concerns at the city level.

Recognising the need to integrate the slum population into the project due to their large share in the city's population and the fact that the local environment of slums eventually influences the city environment, the MCBM and World Bank, decided to include provision of sanitation facilities in slums as a part of the Bombay Sewage Disposal Project. The objective of the Slum Sanitation Project is to provide basic sanitation facilities for the slum communities.

Solid Waste Management -

Mumbai the most congested city in the world with an average population density exceeding 45,989 (city), 18759 (suburbs.) and 17673 (extended suburbs.) persons per square kilometer (1999-2000). As the city grew, the amount of daily garbage generation has also skyrocketed and garbage collection and disposal needs began to overtake the municipal corporation's capacity to provide efficient waste collection and disposal services for Mumbai.

Today, solid waste disposal is one of the major environmental challenges facing Mumbai city, which daily generates about 5000 tonnes of garbage of which 3000 tonnes is biodegradable organic waste, while the remaining consists of 200 tonnes of recyclable and 1800 tonnes of debris. As a broad categorisation, the different forms of solid waste generated in the city are:
(a) household garbage,
(b) commercial refuse,
(c) street sweepings,

(d) construction and demolition debris,

(e) hospital medical waste, and,

(f) industrial waste.

It can be seen from Table 3 that the domestic and commercial waste primarily comprises of organic matter, recyclable, toxic substances, soiled waste and dust. The organic waste comprises of food items, fruit and vegetable peels and other market waste. Recyclable waste comprises of paper, card board, plastic, rubber, metal and glass. Toxic substances comprises of paints, aerosols, used batteries and medicines. Debris includes construction and building repair material.

Table 3 : Components of Solid Waste, Source and Quantity (daily) in Greater Mumbai

Constituent	Quantity (Tonnes)	Source and Composition
Biodegradable Organic Waste	3000	Households, Hotels, Restaurants, Eating Stalls, Vegetable Markets, Abattoir, Street sweepings
Recyclable Waste	200	Paper, Card board, Plastic, Rubber, Glass, Metal, Aluminium
Debris	1800	Construction and Repair Material

Source: Solid Waste Management Department, Municipal Corporation of Greater Mumbai, 1992.

In order to dispose off the city garbage, Municipal Corporation of Greater Mumbai (MCGM) at present have four land-fill sites namely Deonar and Mulund in the eastern suburbs and Malad and Gorai in the western suburbs. These sites were originally creeks and swampy areas which are getting reclaimed and filled up through continuous dumping of city waste. A number of disposal processes, such as, composting, refuse-derived fuel pelletisation, vermiculture, processing of organic solid waste using microbial process, mining of stabilising material and waste recycling have been used for treating solid waste generated in Mumbai, in addition to the regular dumping at the four municipal dumping sites. The management of solid waste in the city of Mumbai is the responsibility of the municipal corporation, which arises from the obligation to provide basic civic amenities to the citizens under the

Mumbai Municipal Corporation Act of 1888. Section 61 of this Act stipulates that it is the responsibility of the municipal corporation to maintain the area under its control in clean and sanitary conditions so as to ensure a good and healthy environment.

The problem of solid waste management in Mumbai continues to grow exponentially. Though various meetings, high level discussions, campaigns, demonstrations have been held to grasp the seriousness of solid waste management, no effective and sustainable programme has emerged with the result that the problem yet continues to aggravate.

Inspite of various schemes & programmes, slums, water supply, solid waste management, transportation, sewerage & drainage & health care services still require further strengthening.

The Challenge Ahead for Mega Cities (Mumbai) -
The last 50 years has seen Mumbai city gradually becoming a powerful economic force. However, the quality of life in most of these cities, as they become megacities, is still far behind their counterparts in the western world. This situation, is perceived by some as an intractable problem, is also an opportunity given Mumbai's potential to continue achieving high levels of growth in the coming decades.

Mumbai city have inherent attractions for private business sector and they are trying their best to further improve and expand these attractions. These translate to a broad range of opportunities for partnerships between government, local government, private sector, NGOs & CBOs. City's heavy reliance on government involvement is rapidly changing as evidenced by economic liberalization and globalization policy trends throughout the region (e.g. Mumbai). The original relationship between private sector and government is also changing developing new partnerships.

The range of opportunities for public-private partnerships is wide as megacities compete among each other in attracting foreign investors. They are increasingly realizing that to be competitive, they need to improve their infrastructure and services, as well as the overall management of their affairs. With limited financial,

technical and managerial capacities to do all of these, these megacities are aggressively seeking out partners in the private sector.

Throughout megacities, like Mumbai there is a growing recognition that good civic governance, which play a critical role in creating conditions for sustainable development, involves effective partnerships with the private sector and all other stakeholders.

In pursuance of the Habitat agenda adopted at Istanbul in 1996, the Government of India through the Ministry of Urban Development and Poverty Alleviation joined hands with UNCHS Habitat and launched a Campaign for Good Governance in India in September, 2001. This was the first sub regional launch for the Habitat's global campaign.

The launching of the campaign for good urban governance is one of the most radical turning points in the sphere of urban governance. While India's population remains substantially rural, she is emerging as one of the fastest urbanizing countries is the world, and has already a staggeringly large urban population, around 285 million. It is estimated that by the middle of this century or probably earlier, she would reach the same milestone that the world reached at the beginning of this century of becoming more urban than rural.

The campaign aimed to build public awareness of the national campaign highlighting the key principles of good urban governance. The national campaign will promote achievements in the area of good urban governance and linkages between good urban governance and urban poverty reduction and building inclusive cities.

Drawing from the experience of the cities, recommendations were made for a Plan of Action for taking the governance campaign forward. These recommendations outline the policy imperatives, action issues at city and state levels and potentials for partnership and role of different stakeholders in improving governance in cities. Even Mumbai city (MCGM) launched its Charter of Good Governance as a part of its initiatives towards a better Mumbai in September, 2001.

Today, most of the mega cities are realizing the most effective solution to their massive problems is by taking advantage of the potential benefits of the globalization of the economy, and the contribution of private sector. The Corporation is conscious about its commitment to the citizens for improvement in the standard of services while keeping the administration transparent and accountable. Keeping these values in mind, the MCGM has taken various initiatives that are aimed at forging a partnership with the citizens not only in the implementation of various schemes, but also in the decision-making itself. The MCGM is keeping pace with modern technology, particularly in the field of Information Technology, to improve its service delivery system.

Summing-up

In brief, the city is facing due to migration of the people from other parts of the India and the limitation, which the city infrastructure has, in meeting the expectations of the growing population. The very fact that a small area 437 Sq. km. which is almost One quarter of that of Delhi is supporting the population of over 12 million which is as much as that of National capital can reflect the stress and strain on the city infrastructure. In addition to the geographical & topographical limitations of the landmass, the development of infrastructure is also limited by the fact that the vast area in Mumbai is also affected by the coastal regulation laws under the Environmental Protection Act 1986. Huge chunks of land in the city are owned by the Central government organizations like Railways, Airport, Defence, Port Trust, Refineries, leaving very little scope for the expansion of the city infrastructure.

In order to find solutions to its problems multifold strategy is basically required. The first is to improve the quality of city Governance in order to improve the quality of civic service with in the existing Policy framing work and laws. This calls for greater decentralization, involvement of the citizens & NGOs in the city governance and making the administration more transparent responsive and responsible to the citizens. Secondly, there are the issues where policy intervention is required both at the state and the federal level. For example issues like permissible land use – FSI, the review of the rent control act, slum act etc., a state level debate above the party line is required to evolve consensus on these issues. Thirdly, it is an imperative improve the public private interaction and evolve partnerships in order to bring in both modern technologies and capital to improve the inadequate infrastructure in the

city - may it be drinking water, roads and bridges or sanitation. It will be useful to know how other countries are doing in this area. A public private partnership requires a separate set of rules and control mechanism in order to forge a balance between the quality of service and accountability. Yet another area, which needs to be addressed, is area of Urban Poverty. In Maharashtra almost 50% people are with in the urban areas and a long fraction of that number is in Mumbai. Preferably, our failure to increase the employment opportunities in the rural areas has forced the people to migrate to urban agglomerations to seek employment. Mumbai is a place where a large number of families migrate every day for the job. Many of them remain reeling under the poverty line and are deprived of reasonably decent living. Over the last decade both in private and government sector there is an emphasis on improving efficiency and productivity. Often it is seen as inversely co-related to the job opportunities. This has further accentuated the problem of urban poverty. Any strategy to develop the cities; therefore has to keep this issue at the focal point. This is another area where NGO can come forward to organize the urban poor in providing them not only the basic wage employment but also self-employment.

In Mumbai various initiatives have already been taken in the realm of civic management The Municipal Corporation of Greater Mumbai has successfully established the model of Advance Locality Management for the participation of the citizens in the waste management and sanitation. This movement has been driving force behind the emergence of AGNI i.e. The gain for the Good governance through Net working in India. AGNI has gone beyond the issues of sanitation and has extended its role to other areas of good governance including political accountability. There is a need to institutionalize such initiatives so that over a period of time, the citizens are made more aware of their rights and the government's functionaries are made conscious about their accountability to the citizens. There have been a large number of NGOs, which are focusing on social sectors e.g. PRATAM an NGO patronized by ICICI is working in the sector of primary education particularly in slums. SPARC is working for the rehabilitation of the slum dwellers under the UNCHS programmes. There are organizations working in health sector particularly in the area of HIV AIDS. Mumbai boats of a long list of such organizations, which if brought on a common platform can provide an excellent feed-stock for policy formulations and also the support in their implementations and provide a link between the government and the citizens.