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## **UNIT 2 URBAN MANAGEMENT AND MANAGEMENT OF URBAN SERVICES**

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- 2.2 Urban Management: Meaning and Scope
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### **2.1 INTRODUCTION**

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Urban is one of the important and most growing sector particularly in developing countries. One of the predictions envisages that there will soon be four billion city dwellers on the planet, each of them producing consuming and travelling. These growing millions have to be fed, provided with housing, safe drinking water, sanitation and energy, and means of transportation. Management of these services is critical to raise the quality of living in city life. Many urban problems are the result of poor management, poor planning and absence of coherent urban policies rather than urbanization itself. Urban Management although a fragile yet a most important component of urban planning and development.

In this unit we will cover the meaning and scope of urban management and also management of urban services. After reading this unit, you will be able to:

- i) Define urban management and delineate its scope
- ii) Explain management and delivery of urban services
- iii) Describe the pre-requisites of good urban management

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### **2.2 URBAN MANAGEMENT: MEANING AND SCOPE**

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#### **2.2.1 Meaning of Urban Management**

The concept urban management is a recent, but, widely used concept as the urbanization is growing very fast. A few definition of urban management given by various exponents are described below.

According S K Sharma the Urban Management can be described “as the set of activities which together shape and guide the social, physical and economic development of urban areas. The main concern of urban management, then, would be intervention in these areas to promote economic development and well-being and to ensure necessary provision of essential services.”

According to Amos “Urban Management is the responsibility of municipal government and urban management is concerned with all aspects of urban development, both public and private. It is no way confined to the services operated by the municipal authority. Good urban management depends on the power to coordinate the activities of a variety of agencies at national and local levels.” While Davidson writes “Urban Management is about mobilizing resources in a way that can achieve urban development objectives”.

According to Rakodi “urban management aims to ensure that the components of the system are managed so that they make possible the daily functioning of a city which will both facilitate and encourage economic activity of all kind and enable residents to meet their basic needs for shelter, access to utilities and services and income generating opportunities.”

According to Cheema “urban management is a holistic concept. It aimed at strengthening the capacity of government and non-government organizations (NGOs) to identify policy and programme alternatives and to implement them with optimal results.”

According to Ronald McGill “urban management is seemed to have a twin objective: first to plan for, provide and maintain a city’s infrastructure and services; and second to make sure that the city’s government is in a fit state, organizationally and financially, to ensure that provision and maintenance.”

William attempted to define urban management as a topic of study. He argued that “urban managerialism is not a theory nor even an agreed perspective. It is instead a framework of study”.

Churchill gave a complex definition of urban management. He maintained that “the term urban management is begging to take on a new richer meaning. It no longer refers only to the systems of control but rather, to set of behavioral relationships, the process through which the myriad activities of the inhabitants interact with each other and with the governance of the city.”

### **2.2.2 Scope of Urban Management**

The scope of urban management is more complex and wide. The complexity of scope of urban management very well articulated by Williams “there have been considerable debate as to whether urban managerialism should simply be concerned with the role of government officials as mediators or whether it should encompass a whole range of actors in both public service and private enterprise who appear to act as controllers of resources sought by urban populations.” While Richardson gave three tests of urban management success. Firstly, the ability of metropolitan managers to implement a declared spatial strategy to be regarded as a reasonable test of managerial efficiency. Secondly, the effectiveness of metropolitan management in cities of the developing countries is the ability to deliver basic urban services and trunk infrastructure to rapidly growing urban population. Thirdly, the other key managerial problem with urban service delivery is the simple one of operation and maintenance. While Leonard touch other aspects of scope of urban management by organizing that managerialist thesis is “concern with the institutions and official empowered to allocate resources and facilities “ UNDP’s experience from different countries broadly argues scope of urban management in the following way “one of the most important lessons

learnt from the distant and recent past is the failure of outdated models and practices of physical planning as well as isolated projects and initiatives in providing an answer to the vast and pressing needs of rapidly forming urban centres in the developing world. Urban management can be answer to this challenge, provided that it develops, both in concept and in practice, as a holistic approach.”

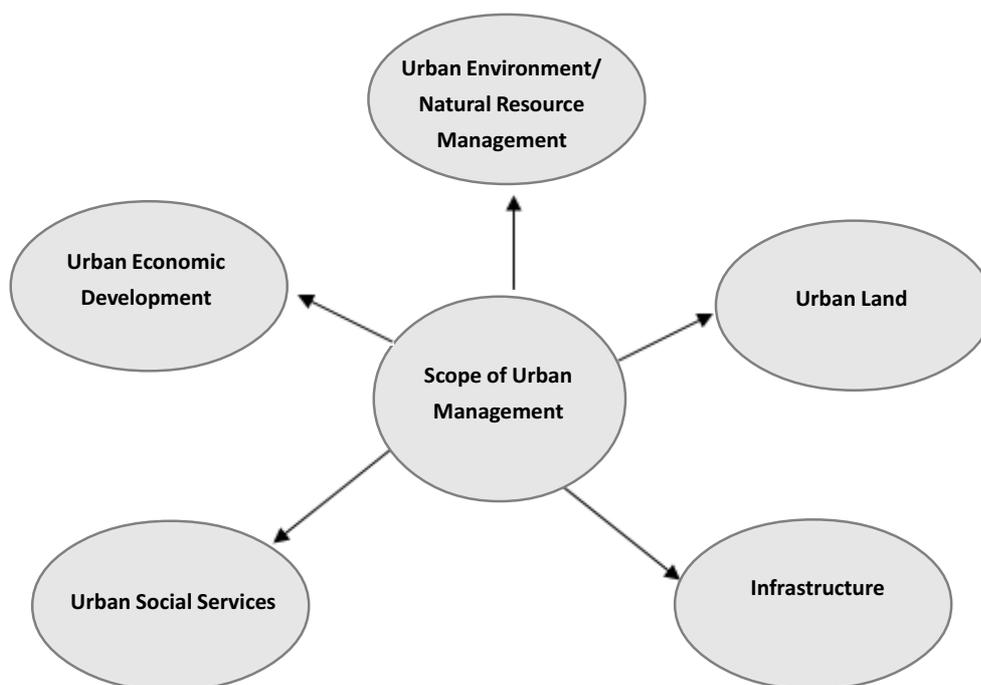
From the above discussions, a few important scope of urban management can be drawn:

- i) Planning, implementation, monitoring of urban infrastructure and services. Effective and efficient delivery of urban services to raise the quality to living of people residing in urban areas.
- ii) Effective and efficient management of projects and programmes for achievement of urban development goals.
- iii) Promotion of intersectoral coordination in the urban sector. Coordination with the health, public health, education, women and child welfare, etc. for the holistic urban development.
- iv) Promote community participation and involve NGOs and civil society organizations in the effective provision and management of urban services.
- v) Enhance the capability of Urban Local Bodies and Urban Institution in carrying out the duties and responsibilities entrusted to them under the 74<sup>th</sup> constitution amendment (India).
- vi) Strengthen urban administration and governance to deal with various problems associated to urban development.
- vii) Effectively implement urban policies for enhancing contribution of both formal and informal sectors towards urban development.

McGill has rightly summarized the scope of urban management with the view that urban management in developing countries should seek to achieve the simple but fundamental twin objective of:

- a) Planning for, providing and maintaining a city’s infrastructure and services; and
- b) Making sure that the city’s local government is in a fit state, organizationally and financially, to ensure that provision and maintenance.

The Urban governments be it central, state or urban local bodies generally carry out the responsibility for managing six inter-related urban sector i.e. urban land, natural environment, infrastructure, urban services and development. Given in Figure 2.1



**Fig.2.1: Urban Economic Development**

- i) **Urban Land Use:** Management of urban land is of the prime responsibility of local governments. The equitable, efficient and effective management of urban land is essential for city development. A few important issues related to urban land management are follows:
  - a) Accurate and timely mapping, gathering and maintenance of land related data;
  - b) Fair and quick land registration procedures to facilitate effective administration of property rights;
  - c) Clear cut and fair mechanisms for assembly, transfer and disposal of land including a transparent market valuation mechanisms;
  - d) Effective policy and participatory planning of land users and
  - e) Efficient and effective procedures and systems for generating revenue from land through taxation and user fees.
- ii) **Natural Environment:** It is one of the important duties and responsibilities of local government to do proper management of natural environment of cities. The cities natural resources must be managed in a such a way that it is free from pollution and environmental degradation. If the cities, especially large towns environment are not managed properly, it would result in serious irreplaceable depletion of essential resources and affect safely to public health and the capacity of natural systems to sustain development. Therefore, there should be proper management of water resources, air quality and land resources in urban areas in tune with environmental protection and sustainable development.
- iii) **Infrastructure:** Infrastructure development is critical to urban development. The local government, therefore, need to do proper planning, provisioning, operation and maintenance of urban infrastructure such as road, water supply

and treatment system, solid waste management system, provision of electricity, urban transport, housing, communication systems ranging from telephone services to telecommunication. A proper coordination among various divisions such as planning, constructing, operation and maintenance is essential for management of urban infrastructure.

- iv) **Urban Social Services:** Local governments are often called upon to manage a diverse range of social services in their areas. These services include urban health care facilities through dispensaries and clinics; education at least pre-primary and primary education; security from crime, public safety from fire and natural disaster and during emergencies; welfare programs of physically challenged and old age; poverty alleviation programme and provision of recreation i.e. open spaces, parks and part of cultural facilities. Provision of urban social services is equally important to that of urban infrastructure. The provision of urban services also called for establishment of schools, hospitals, old age home, care house for physically challenged, recreation clubs and parks. The judicious allocation of resources between various development infrastructure and service infrastructure is sine-qua-non for holistic urban development.
- v) **Urban Economic Development:** Local governments influence economic development through policies and programmes, which has relation with investment climate, distribution of goods and services and other basic amenities; and provision of services through taxation and other mechanisms. These affect various sectors of urban economy:
  - a) **Primary sector** – economic activities, for example, agriculture activities performed in peri-urban areas in Indian context Nagar Panchayats;
  - b) **Secondary Sector** – activities relating to manufacturing and construction; and
  - c) **Tertiary Sector** – functions relating to services activities such as banking, insurance, information technology. The local government needs to make necessary urban employment provision in order to provide sustainable livelihood to urban migrant labourers. Strong urban economy is essential for faster urban development.

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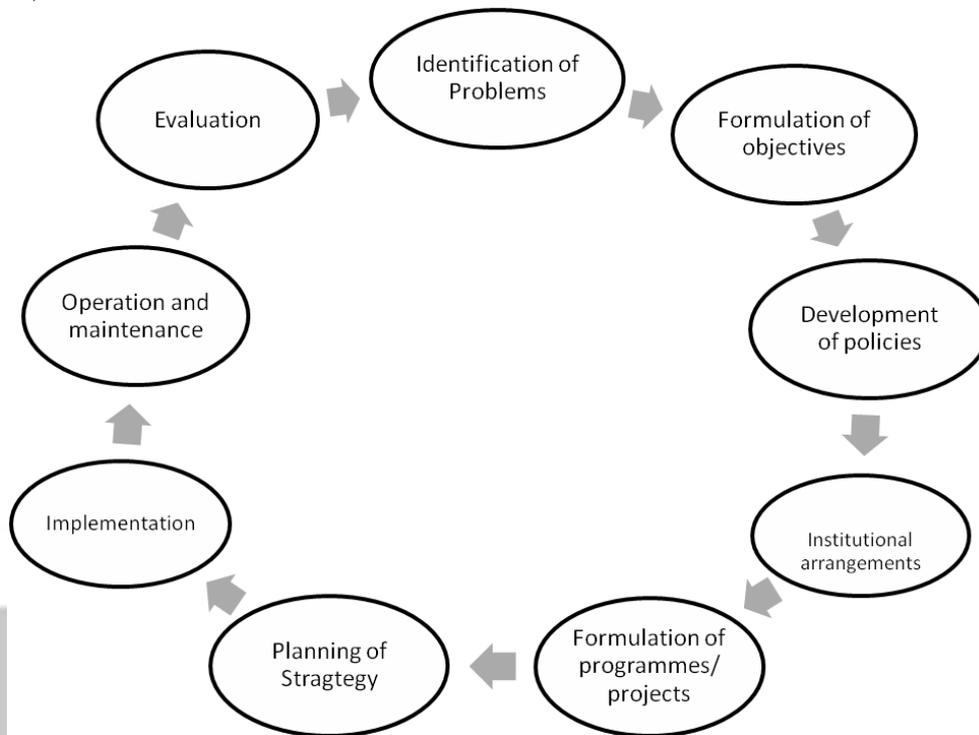
### **2.3 URBAN MANAGEMENT: AS A PROCESS**

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The local governments and their managers face a complex task in managing various components falling under the scope of urban development i.e. environment, urban land services, infrastructure and economic development. Each scope of activity not only compete each other, but also suffer from internal contradictions. It is rightly remarked by Leman (1994) that with many competing demands from all sectors in rapidly urbanizing areas, it is often difficult to assess the impacts of actions one sector against another and to establish a rationale approach to establishing priorities for planning, directions and managing public investments. There are nine basic steps to be followed in multi sectoral urban management. The multi-sectoral urban management are follows:

- i) Identification of Problems
- ii) Formulation of objectives
- iii) Development of policies

- iv) Development of institutional arrangements
- v) Development of programmes/projects
- vi) Development of plan/strategy
- vii) Implementation of programmes/projects
- viii) Operation and maintenance
- ix) Evaluation



**Fig.2.2: Urban Management Cycle**

The nine different steps of Urban Management cycle given in Figure 2.2

- 1) **Identification of Problem:** Problem analysis is of prime importance to urban development programmes/projects, as it strongly influences the design of all possible urban development interventions. Problem identification is a deductive process. It is a state of affairs or facts or figures that cause difficulties and sufferings. The problem analysis not only investigates What is wrong? but also try to understand ‘Why’ and ‘How’ it is wrong in order to assign priority to the problem.
- 2) **Formulation of Objectives:** The objective formulation is a process, whereby, the problem are converted into objectives or good towards which activities can be directed. It is viewed that objective analysis is a tool to understand what objectives will be aimed as a result solution to the problems identified in the problem analysis. The development objectives as far as possible should be “SMART” that is **S**- Specific, **M**-Measurable, **A**-Attainable, **R**-Realistic and **T**-Time bound.
- 3) **Development of Policies:** In order to achieve the desired goal of urban development, the formulated objectives must be integrated into policy document. At these stage, necessary legislative, regulatory and organizational mechanism and economic, financial and technical measures required are developed.

- 4) **Development of Institutional Arrangement:** After inducting or designing policy, institutional arrangement has to be made. The institution, so created will require to implement objectives. For example, HUDCO (Housing and Urban Development Corporation) has been formulated to implement, policy of urban housing and other basic needs.
- 5) **Programme/ Project formulation:** In this phase, detail programmes and in each programme, what are the projects to be launched in order to achieve the objectives have to be formulated.
- 6) **Development of Plan/Strategies:** In this stage, programme and project specific details, technical plan and strategies has to be developed in order to achieve urban development objective.
- 7) **Implementation:** The plan formulated strategies and activities are implemented by the various institute and agencies deployed in order to achieve the developmental goals and objectives of urban development sector.
- 8) **Operation Maintenance:** Day to day monitoring of operation and maintenance of development works is required for the effectiveness of adoption of programme and project specific objectives. As major amount of money is divested in urban infrastructure development, therefore, operation and maintenance holds the key of urban development activities.
- 9) **Evaluation:** Last but not the least, stage of urban development management cycle in evaluation. The urban development department or the ULBs implementing various urban development programmes can engage third party for the impartial evaluation of their programmes and project in term of inputs, process and output. If necessary, an impact assessment can be done for the basic needs projects such as water works, sanitation and solid waste management.

These nine steps are cyclical and should be undertaken as a matter of regular routine in order to ensure relevance to changing conditions.

After reading the basic understanding and concepts of urban management, its major aspects in order to make efficient urban management process, now you can answer. Check Your Progress with following questions.

**Check Your Progress 1**

- Note:** a) Write your answer in about 50 words.
- b) Check your answer with possible answers given at the end of the unit.

1) What is urban management?

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2) Write five components and scope of urban management.

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3) Explain urban management cycle.

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## 2.4 MANAGEMENT OF URBAN SERVICES

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One of the key functions of urban management is the effective delivery of urban goods and services for the improvement of quality of life of people living in urban areas. The government of India, recently, as an urban reform agenda used “Service Level Bench-marking (SLB)” as a tool to enhance accountability for service delivery. The SLB was initiated by the Ministry of Urban Development, GOI, as part of the urban reform agenda and developed a common framework for monitoring and reporting on service level indicators. This section will cover GOI managing of urban services aspect. This can be broadly discussed in following heads:

### 2.4.1 Performance Parameters Indicators and Benchmarks

The four important basic urban services for which performance parameters have been identified are:

- i) Water Supply
- ii) Sewerage
- iii) Solid Waste Management; and
- iv) Storm Water Drainage

**1) Water Supply:** Water is one of the basic needs of urban life. Provision of safe drinking water to urban people is one of the important responsibilities of urban government. The management of water supply primarily related to reach and access to quality service and prevalence and effectiveness of the systems to manage the water supply networks. The indicators and benchmarks related to water supply parameters is given is Table 2.1

**Table 2.1: Indicators/Benchmark of Water Supply Services**

S.No.	Indicators	Benchmark
1.	Coverage of Water Supply Connection	100%
2.	Percapita Supply of water	135 lpcd
3.	Extent of meeting of water connection	100%
4.	Extent of non-revenue water	20%
5.	Continuity of water supply	24 hours
6.	Quality of water supplied	100%
7.	Efficiency of redressal of consumer complaints	80%
8.	Cost recovery in water supply services	100%
9.	Efficiency in collection of water supply-related charges	90%

*Source: MOUD, GOI, Hand Book on Service Level benchmarking*

**2) Sewage Management (Sewerage and Sanitation):** Good sewage system is an important pre-requisite for a disease free urban life, particularly from the point of view of occurrences of recent diseases like Dengue. The performance indicators relating to sewage management broadly includes reach and access of the service, effectiveness of the network and environmental sustainability and also financial sustainability of operations. The indicators and benchmark for sewage management are given in Table 2.2

**Table 2.2: Indicators/Benchmark of Sewage Management Services (Sewage & Sanitation)**

S.No.	Indicators	Benchmark
1.	Coverage of toilets	100%
2.	Coverage of Sewage network services	100%
3.	Collection efficiency of sewage network	100%
4.	Adequacy of sewage treatment capacity	100%
5.	Quality of sewage treatment	100%
6.	Extent of reuse and recycling of sewage	20%
7.	Efficiency of redressal of consumer complaints	80%
8.	Extent of cost recovery in sewage management	100%
9.	Efficiency in collection of sewage charges	90%

*Source: MOUD, GOI, Hand Book on Service Level benchmarking*

**3) Solid Waste Management:** Most of the urban centres are plagued by acute problems related to solid waste management. Solid waste management is one of the obligatory duties of urban government. The solid waste management performance deals with reach and access, effectiveness of network operation and financial sustainability. The indicators and benchmark for solid waste management are given in table 2.3

**Table 2.3: Indicators/Benchmark of Solid Waste Management Services**

S.No.	Indicators	Benchmark
1.	Household level coverage of solid waste management services	100%
2.	Efficiency of collection of municipal solid waste	100%
3.	Extent of segregation of municipal solid waste	100%
4.	Extent of municipal solid waste recovered	80%
5.	Extent of scientific disposal of municipal solid waste	100%
6.	Efficiency in redressal of customer complaints	80%
7.	Extent of cost recovery in solid waste management services	100%
8.	Efficiency in collection of solid waste management charges	90%

*Source: Hand Book on Service Level Benchmarking, MOUD, GOI*

- 4) **Storm Water Drainage:** The storm water drainage is vital for mega cities experiencing problems of water logging during rainy season. The performance indicators with regard to storm water drainage include extent of network and effectiveness of the network. The indicators and benchmark of storm water drainage are given in Table 2.4

**Table 2.4: Indicators/Benchmark of Storm Water Drainage**

S. No.	Indicators	Benchmark
1.	Coverage of storm water drainage network	100%
2.	Incidence of water logging /flooding	0%

*Source: Hand Book on Service Level Benchmarking, MOUD, GOI*

### 2.4.2 Role of Stakeholders

After discussing about the parameters and indicators of various service delines and their management, it is now pertinent to discuss about the role of various stakeholders in performing service level benchmarking. The stakeholders involved in the process of SLBs (service level benchmarking) are follows:

- i) Central Government
- ii) State Government
- iii) Urban Government
- iv) Parastatal Agencies
- v) Bi-lateral / Multi-lateral Aid Agencies
- vi) Citizen and Civil Society

Let the discuss their role one by one.

- 1) **Central Government:** The Government of India will take the lead in disseminating information about the service level parameters and building wider acceptance. SLBs will be an integral part of City Development Planning process, both for assessment of current situation and setting targets under their plans.

- 2) **State Government:** The responsibility of the state government will be to periodically evaluate the SLBs as an input for its decisions related to policy, resource allocations, providing incentives and penalties, channelizing technical and manpower support and regulatory considerations.
- 3) **Urban Local Bodies:** ULBs are the most important stakeholders for the institutionalization of SLBs. The role of ULBs is to generate performance reports on SLBs periodically by undertaking following exercises: (a) Systems for capturing data; (b) systems for collection and analysis of performance indicators; (c) Systems for assessment and evaluation of performance; (d) systems of decision making; (e) systems for operational decisions and plans; and (f) systems to take corrective action for performance improvement.
- 4) **Parastatal Agencies:** The Parastatal will play similar role to that for ULBs. They are unlike ULBs have to put systems in place for performance management. The need for periodic reporting of SLBs to ULBs and its disclosure is important in both the cases.
- 5) **Bi-lateral/ Multi-lateral Aid Agencies:** As far as role of bi-lateral / Multi-lateral aid agencies is concerned. Various urban governance and infrastructure improvement programme initiated and funded by bi-lateral and multi-lateral aid agencies can dovetail with and further strengthen this initiative.
- 6) **Citizens and Civil Society:** Citizens should be engaged with ULBs through Area Sabhas, Resident Welfare Associations (RWAs) and other such civil society organizations in examining the SLBs and suggesting remedial actions.

A performance management system developed in the Ministry of Urban Development, Government of India for service level benchmarking in the context of performance management of urban service is given in figure 2.3

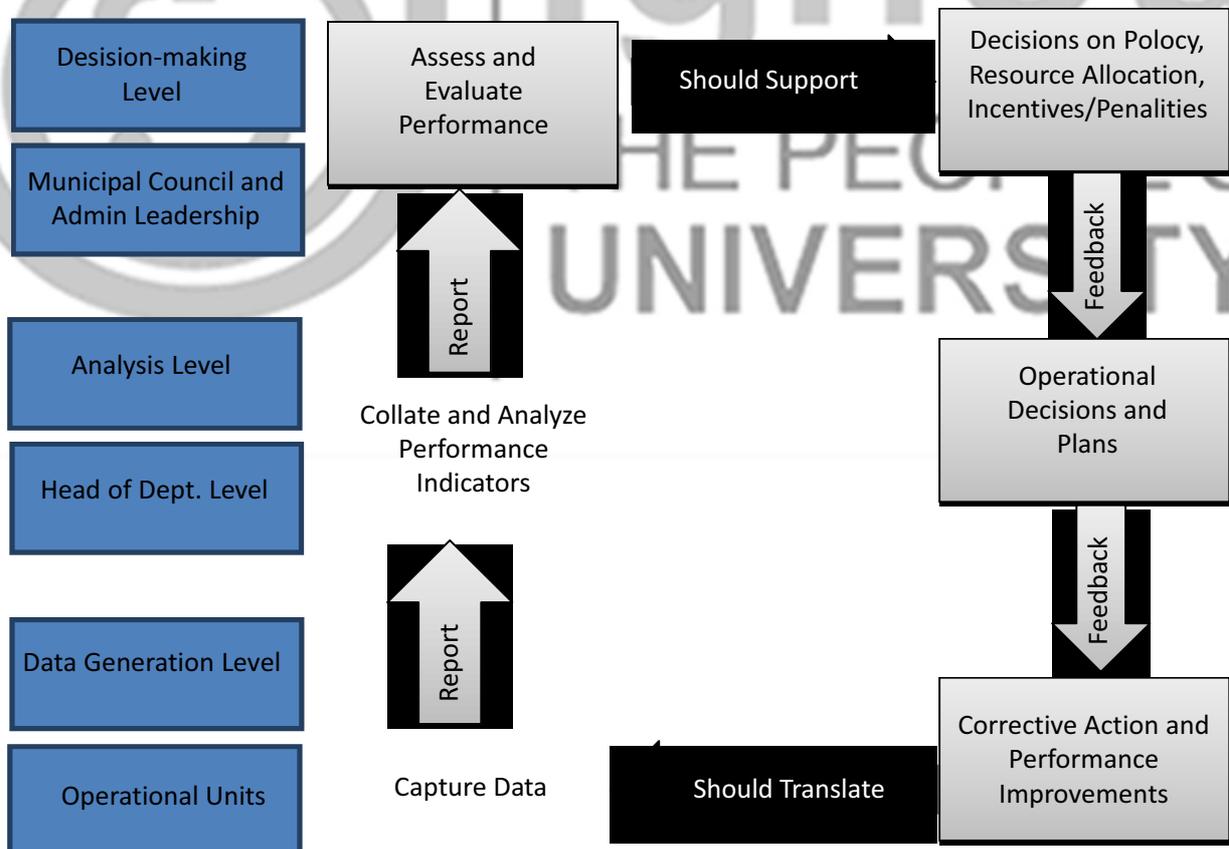


Fig 2.3: Performance Management System



Proful Gharpure has developed 'voice of customers (VOCs)' which would enable the service provider for better management of urban services on the one hand and provision of quality services on the other. Source of the VCOs for urban services in cities are follows:

- No clarity of the set up of civic authority (Municipal Corporation).
- Poor information availability on initiatives.
- Lack of clarity of procedures.
- Time consuming processes lead to ignorance.
- Lack of accountability of officials.
- Too many agencies and overlap of work.
- Interdependencies/document exchange.
- Non-availability of multiple payment modes.
- Refrain from lodging services requests for want of time.
- Feel left out form the decision making process.

The Quality Function Deployment (QFD) tool developed by Gharpure (2008) is given in figure 2.4 which intends to bring out the priorities list of customer requirements and potential solution. QFD essentially brings out the top ranking customer needs based on the user's priority along with the top solution ideas which the city services provider needs to incorporate while planning for the projects.

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## 2.5 REQUIREMENTS OF GOOD URBAN MANAGEMENT

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Various requirements of good urban management are as follows:

- 1) **Balancing act of Government and Market:** The urban management system must scientifically define urban government "administrative power and the operation right". Many of the activities of urban services are being regulated by the market and some of those which can not be solved by market such as the infrastructure construction, environmental protection, social justice, public welfare under taking, social security undertaking, are being provided by the government. The provision of market-led services in regulated prices and government services with time-bound manner will enhances the service delivery mechanism in urban areas. The government support is required for the impoverished urban dwellers, while the rich and upper middle class can manage the market and private sector related services such as housing and other civic amenities.
- 2) **Promoting Community Participation in Urban Management:** In simple terminology, 'community participation' refers to the involvement of the people in a community in various development projects such as education health care, drinking water, sanitation, etc. Community participation is ensured in following ways:
  - i) community leaders/whole community consulted by the development agencies;

- ii) contribution in terms of finance, material and labour;
- iii) operation and maintenance management;
- iv) project management; and
- v) promoting participation of disadvantaged such as women, Scheduled Castes and Scheduled Tribe in decision making.

The community involvement during all stages of urban development project strating from project formulation uptill impact assessment is a very good way of effective project management. The public participation in urban management presupposes that community should not be looked as the target of urban management, but need to be seen as participant of urban management.

**3) Empowered Urban Local Bodies:** Effective urban management call for an empowered system of urban local bodies. The urban local bodies must be endowed with three Fs: Funds, Functionaries and Functions, so that they can exercise their duties and responsibilities more effectively. The functionaries and elected representatives of ULBs must be provided with training from time to time to carry out their duties and responsibilities. The coordination between different tiers of ULBs is another areas which can promote better urban management.

**4) Strengthening Development Governance:** Good development governance is essential requisite for good urban management. According to World Bank, governance is the manner in which power is exercised in the management of a country's economic and social resources for development. According to UNDP, development governance aims at a corruption free political and public administration for the achievement of development goals. Therefore, for achievement of urban development goals, development governance needs to be given niggardly attention. The five governance principles, advocated by European commission i.e. openness, participation, accountability, effectiveness and coherence are also critical to urban management.

**5) Promotion of better Inter Sectoral Coordination:** Inter sectoral coordination is critical to the effective implementation of various urban development projects and programmes. The urban development managers must establish coordination between various sectors such as public health, health, education, environment, etc. for holistic development of urban areas. The related sectors can not work in silos rather in tandem to promote effective urban development. For example, for effective promotion of better health in urban areas, the coordination between health, public health, education, women and child development is essential. Various international agencies have emphasized on the intersectoral coordination for the effective attainment of development goals.

After going through this entire unit, it is expected that you must have understood the meaning, concept and scope of urban management, its management process, management cycle, management of various urban services, and essential requirements for good urban management. Now Check Your Progress through questions given below.

**Check Your Progress 2**

**Note:** a) Write your answer in about 50 words.

b) Check your answer with possible answers given at the end of the unit.

- 1) Discuss basic urban services required for effective urban management and its stake holders.

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- 2) Make a flow chart of urban management of your nearest area and evaluate its status.

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- 3) What are the basic requirement of good urban management.

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**2.6 LET US SUM UP**

Urban Management is one of the important component of urban development. Although the concept of urban management is recent one, yet is one of the most widely used concept as the urbanization is growing very fast. Urban management as a subject helps the government and agencies dealing with urban development for the efficient and effective management urban development projects, programmes and resources for the attainment of urban development goals. This unit deals in details about the concept and meaning of urban management given by a few exponents of urban development. It has also enumerated the scope and requisites of good urban management. Besides in this unit, you might have read about the performance parameters indicators and benchmark developed by the Ministry of Urban Development Government of India.

As it is predicted that more than 50 percent of population will be living in urban areas by 2025, therefore, better urban management is a challenge before the nation states of developing countries.

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## 2.7 REFERENCES AND SUGGESTED READINGS

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## 2.8 CHECK YOUR PROGRESS: POSSIBLE ANSWERS

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### Check Your Progress 1

- 1) What is urban management?

Urban Management, according S K Sharma, can be described “as the set of activities which together shape and guide the social, physical and economic development of urban areas. The main concern of urban management, then, would be intervention in these areas to promote economic development and well-being and to ensure necessary provision of essential services.”

- 2) Write five components and scope of urban management.

The important components are as follows. (1) Urban Environment/Natural Resource Management, (2) Urban Economic Development, (3) Urban Social Services, (4) Urban Land, and (5) Infrastructure.

- 3) Explain urban management cycle.

Urban management cycle comprises tasks from identification of problem till its solution, which include the scope of urban development i.e. environment, land urban services, infrastructure and economic development. There are nine basic steps to be followed in multi sectoral urban management. The multi-sectoral urban management broadly comprises- identification of Problems, formulation of objectives, development of policies, development of institutional arrangements, development of programmes/projects, development of plan/strategy, implementation of programmes/projects, operation and maintenance, and evaluation.

### Check Your Progress 2

- 1) Discuss basic urban services required for effective urban management and its stake holders.

The four important basic urban services has been identified and often discussed. These are water supply, sewerage, solid waste management; and storm water drainage. There are also other important services required in urban management like education, health etc. however, above four are most significant. So far as concern of role of stake holders, the stake holders are (a) central government, (b) state government, (c) urban government, (d) parastatal agencies, (e) bi-lateral / multi-lateral aid agencies, and (f) citizen and civil society.

- 2) Make a flow chart of urban management of your nearest area and evaluate its status.

See the figure -3: performance management system of sub-section 2.5, accordingly prepare the flow chart of urban management of your nearest urban area.

- 3) What are the basic requirement of good urban management.

Various requirements of good urban management are as follows: (a) balancing act of government and market, (b) promoting community participation in urban management, (c) empowered urban local bodies, (d) strengthening development governance, and (e) promotion of better inter sectoral coordination.

