

مستقبل المدن السعودية  
FUTURE SAUDI CITIES



# REVIEW OF REGIONAL PLANNING IN SAUDI ARABIA

AUGUST 2016

**UN HABITAT**  
FOR A BETTER URBAN FUTURE



وزارة الشؤون  
البلدية و القروية  
Ministry of Municipal & Rural Affairs

# **REVIEW OF REGIONAL PLANNING IN SAUDI ARABIA**

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REVIEW OF  
REGIONAL PLANNING  
IN SAUDI ARABIA

**EXECUTIVE SUMMARY**



## EXECUTIVE SUMMARY

### **Towards the future of regional planning in Saudi Arabia: Supporting the development of regional strengths, keeping an eye on the larger picture and building capacities**

In the second half of 2015 and in early 2016 the Future Saudi Cities Programmes (FSCP) carried out a review of regional plans and system of regional planning in the Kingdom. UN HABITAT in cooperation with the Ministry of Municipal and Rural Affairs (MOMRA) set up a team of national and international experts. The team reviewed international case (part 1), regional plans from Saudi Arabia (part 2) and formulated policy recommendation (part 3). This book is the consolidated report as compiled by the international expert Dr. Ulrich Graute.

Some of the regions of the Kingdom have a long history, are densely populated and are economically very active. Nonetheless, one of the main findings of the review of regional planning in Saudi Arabia is that while we know a lot about the parts and especially about the cities of the regions we don't know enough about the regions of the Kingdom, their strengths and potential for future development. This conclusion may surprise. Certainly, the review of regional plans, interviews and additional documentation from planning authorities and academia revealed plenty of data on population, cities, technical infrastructures, health and educational institutions.

We also know a lot about economic activities in the regions but statistics are not always available or they are incomplete. It needs a common vision and strategy. Saudi Arabia has to prepare for dwindling revenues from oil and natural gas and to diversify its economy its needs are more detailed picture not only about the main sectors of the economy but also about emerging trends:

- » **Firstly, great ideas often start small. Therefore, regional planning needs to stay alert on what is developing, where are new potentials and needs**  
To identify potentials for sustainable economic development it needs a better understanding of the micro-level of the economy, society and environment. For example, the development of tourism doesn't depend on the number of hotels but on an integrated concept linking the potentials of the areas with interests of potential visitors. For the promotion of economic activities and to increase the wellbeing of the people authorities need to understand carefully where are demand and potentials for e.g. for start-ups and what do they need to start prospering.
- » **Secondly, the regional level is the intermediate level between the local and the national level and this intermediate function is gaining weight in an increasingly complex and dynamic context**  
With a growing population and a diversifying economy it is increasingly difficult to monitor from a national perspective all relevant developments

on the ground and to provide support wherever needed. This is often easier from a regional level which is more close to local activities. At the same time the regional level is still above the myriad of local challenges and opportunities. Thus, regional planning can look at the larger picture and coordinate planning and development. Each region can and should develop a vision and strategy on how to develop the territory of the region for the benefit of the country and its citizens.

» **Thirdly, new challenges and opportunities in regional development need capable planners and planning institutions**

In Saudi Arabia there are governors and experts who know how to use opportunities, who don't get lost in the many local activities but who look at the larger picture of their region. Nonetheless, their number is limited and the prevailing approach is the one focussing at project-by-project development with a local focus only. Leadership is important but each planning region needs sufficient planning expertise to follow-up with the numbers of planning projects and processes which each may last several years.

## INTERNATIONAL CASES DEMONSTRATING THE NEED FOR REGIONAL PLANNING AND STAKEHOLDER ENGAGEMENT IN PLANNING

In the **First Part** of the review five international cases were examined. This part of the review does not aim at identifying blueprints for regional planning in Saudi Arabia but shall inspire developing ideas for the Kingdom. Additionally, they shall also serve to identify lessons learnt and help to prevent that Saudi Arabian regions repeat mistakes of other countries.

As part of the review five cases from Germany, South Korea, Malaysia, South Africa and Canada provide a vivid picture of the diversity of regional planning around the world (compare overview table annexed to this report). It ranges from the predominately rural and arid province of the Northern Cape with its highly elaborated regional

spatial plan to the megacity of the Seoul Metropolitan Area that still lacks an integrated and sustainable coordination of its regional development. It includes Berlin-Brandenburg as an example for joint regional planning of two otherwise separate regions and this parts reviews also the South Johor Economic Region and the Greater Golden Horseshoe as two distinctively different regions.

It is easy to expect that a federal structure like that of the Federal Republic of Germany also provides the most comprehensive planning approach. And indeed, Berlin and Brandenburg are an example for anything imaginable in regional planning: Both regions have their own government, planning law and local planning authorities. Nonetheless, they decided to establish a metropolitan region and to merge their regional planning in a joint planning authority. Since, plans relevant for the development of the other region need to be approved by both regions before being implemented. In addition, Berlin and Brandenburg maintain extensive links in national and European cooperation in the field of planning and development. Last but not least, stakeholder engagement and public hearings with citizen are mandatory to prevent or smooth conflicts emerging from conflicting land-uses. Noteworthy is also, that regional planning can help to develop rural regions into economic powerhouse as proven in Germany by Bavaria and Baden-Württemberg over the last seventy years.

While the two separate regions Berlin and Brandenburg developed a joint planning right after the fall of the iron curtain, South Korea is more hesitant. Separated from the North after the Korean War the government of South Korea put priority on national cohesion instead of decentralised planning. Today Seoul has a Capital Region Readjustment Planning Act and a Metropolitan Urban Plan of the Capital Region but for several decades priority was given to national interventions. A period of Seoul growth pole development and industrializations in the 1960 and 1970 was followed by efforts to control over-concentration in the capital region and promotion of provincial regions. The success is limited. Today, the

capital regions accounts for approximately 48% of the national population with around 22.5 million people and Korea's economic activity is concentrated in this capital region. Thus, the Korean case is an indication for what may go wrong if regional aspects of a national spatial strategy are side-lined for too long.

The Malaysian example of the South Johor Economic Region (SJER) is a second example for regional planning where all levels of governance interact. In difference to the German case SJER was established for strategic regions for this region which is located on the mainland but directly neighbouring Singapore. The Iskandar Comprehensive Development Plan (CDP) for South Johor Economic Region is a very interesting case for a sub-region which does not want to be limited to just react to the development of the big neighbour Singapore. Instead, it aims to address socio-economic development in a holistic and sustainable fashion but certainly this is done having in mind comparative advantages of the own region compared to other regions of Malaysia and to Singapore.

The fourth case in the literature review is unusual because it is a predominately rural region in South Africa: the Northern Cape. Of course, the territorial state of Saudi Arabia is also composed of many rural regions and the climate in Northern Cape shows at least some similarities with some areas in Saudi Arabia. The weather of the Northern Cape is typically that of desert and semi-desert areas. Interestingly, the integrated Structure of Planning in South Africa does not ignore desert areas. Instead a Provincial Spatial Development Framework (PSDF) was commissioned in 2011 also for the Northern Cape. The PSDF is the product of an integrated process facilitated by a dedicated organisational structure. The latter comprised three forums which collectively represented and addressed the interests and mandates of the full spectrum of government departments, district and local municipalities, and key Non-Governmental Organisations (NGOs). Not too much is known about the progress of its implementation but it is impressive that the spatial strategy of South Africa includes the entire territory.

The fifth and last international case included to the study is Canadian example of the Greater Golden Horseshoe area near Toronto. The uniqueness here is that the urban environment is fully developed but that changing economic conditions and the goal of a sustainable development require many changes with socio-economic impacts. The urban fabric is changing while there are many stakeholder interests and regional plan aims at an integrated and inclusive approach.

## SUBSTANCE OF THE PLAN

The substance of the plan is usually composed of textual (text and data) and visual parts (maps). The substantive part of the plan should cover especially the following elements:

- » Vision for the region
- » Objectives of the plan
- » Maps indicating baseline (situation at the time the plan is approved)
- » Maps describing future land-use (what's not in the map is not planned)
- » Action plan for implementation of regional plan
- » Benchmarks, KPI or similar indicators

Policies to be addressed should include especially the following:

- » Demographic development, migration
- » Urban development
- » Rural development
- » Public services, basic services
- » Economic development, including agriculture and fishery
- » Social Development
- » Environment and nature protection
- » Transport infrastructure, accessibility and mobility
- » IT infrastructure, e-commerce etc.
- » Health
- » Education
- » Tourism
- » Culture and sport

In each region these policies generate many projects

and programmes for action; which supports the implementation of the regional plan policies and strategies. This may or may not be correct. Of course, each project contributes in some way to the development of the region but there are situations where an environmental and an economic investment end in a zero-sum-game because the positive impact of the one may be balanced by the negative impact of the other.

And here comes one of the major values added of regional planning into play: by not only approving projects one-by-one but by looking at the all scheduled projects and their mutual impacts it is easier to identify risks, to support projects in line with the regional vision and strategy for the territory. In other words: regional planning is not a simple approval but a coordination mechanism. Without it projects can be approved one-by-one or en-block but it would remain a matter of chance if common goals for the region would be achieved. Therefore, it is so important to recall that it needs a sustainable meaning an integrated economic, social and environmental planning. If this is done regional planning is not an administrative level of bureaucracy but a producer of added value.

Common features of all international cases include the following:

- » In all regions there is an **acknowledged need for regional planning** as a necessary effort to better coordinate longer-term economic, social and environmental development of a given sub-national territory. This includes also the Seoul Metropolitan Area where the national government only recently turned to regional planning after it tried for five decades to steer population and business development through national sector policies.
- » It is likely that the number of formal and informal planning tools applied by regions will further grow in future and there is **no limitation in adapting these planning tools to the specific context**. All regional plans provide a regulatory framework for planning in the region but the extent to which they use formal and informal tools, normative rules or incentives to cope with the same kind of problem defers considerably. Several of the plans include a formal procedure to review and revise the plan.
- » An important aspect of planning in all regions is **participation of stakeholders**. Overall, the need for more stakeholder engagement is acknowledged. Giving a voice to citizens, non-governmental organizations and the private sector during planning processes is increasingly understood not only as democratic requirement but also as a mean to increase the quality of the planning process, its outputs and results.
- » While no region searches elsewhere in the world for a blueprint which could be simply copied and used for their own regional planning, all regions are aware that the world outside of their own region does matter for their own development. Therefore, all regions understand their territory as an entity interrelated with the world or at least with neighbouring territories. In this respect, **borders of regions** do not just indicate the end of a planning region but **important interfaces where the planning of one region needs to be coordinated with that of another region and beyond**.
- » The regional plans documents differs from one case to another, while in some cases it was mainly a strategic document with policy directions and nearly no maps but some illustrative diagrams, on others, it was a detailed report covering some important topics such as economic development and linkages to other regions and other neighbouring countries

## PART 2: THE REVIEW OF REGIONAL PLANNING IN SAUDI ARABIA

In its **Second Part** is with about 140 the largest part of the review of regional plans and planning practice in Makkah, Madina, Riyadh, Qassim and the Eastern Province.

All reviews worked on these subjects: **Tab. 1 Standard Structure of Reviews of Regional Plans**

### Synopsis about baseline information

- » Administration/ Geography
- » Population and demographics
- » Economy
- » Urban/Cities profile
- » Rural profile
- » Public services

### Content of the regional plan

- » (box containing the structure of the plan)

### Limitation and opportunities in the region

This should reflect if these limitations or opportunities were mentioned in the NSS

At least the following limitations should be focused upon

- » Internal migration
- » Accessibility to major urban centers
- » Public services
- » Access to economic opportunities
- At least two main opportunities;
- » Economic opportunities
- » Environmental opportunities
- » Other opportunities as seen by the plan

### Vertical integration assessment

- » Overall support to NSS different objectives
- » The role of cities (if different from the NSS)
- » The role of Corridors

### Regulatory and institutional mechanism at the regional level

- » The current system
- » The role in advocating for the regional plan
- » The current capacity (departments, personal, etc.)
- » The role in implementing the plan

### Overall progress in implementing the regional plan

- » Progress
- » Limitation
- » Positives and negative issues

### Overall review of the plan vis-a-vis lessons learnt from international level

#### Policy recommendations

- » Short and immediate
- » Long term
- » Institutional and regulatory recommendations

**The review** of regional plans in five regions in the Kingdom (Arriyadh, Makkah, Madinah, Sharqiya and Qassim) but also the comparison with international case studies carried out for Germany, South Korea, South Africa and Canada **provided evidence that regional planning in Saudi Arabia is not in all regions fully operational. There are deficits in the institutional and regulatory framework, funding and human resources. In addition, regional plans are not based on clear visions and strategies for the specific region and they don't provide KPIs essential for monitoring and evaluation. In addition, the implementation is usually done without citizen information and engagement. Thus, it can only be speculated to what extent citizen are satisfied with services provided and ready to supported plan implementation voluntarily.**

In spite of the still limited insight a review of selected plans can offer the reviewer got the impression that a **prevalent feature of planning in the Kingdom is not comprehensive and integrated planning along NSS and regional plans but a case-by-case development and implementation of single programs and projects.** The case-by-case approach in regional planning wouldn't be a problem if at some point in the planning process it would be assured that planned developments are indeed supportive to the strategy, goals and objectives behind regional planning. In addition, it should be compared which of the proposed initiatives would use financial resources of the government in the most effective and efficient. With the case-by-case approach alone this cannot be achieved. Worse, it cannot be excluded that different measures add up to a zero-sum-game or even a negative development. A country with unlimited resources may afford this, because enough money remains to finance later what is missing. **A country interested in making economic use of its resources needs integrated planning mechanisms to select the most promising, effective and efficient developments in the first place.**

**The reviews provided evidence that regional planning is gaining increasing relevance in the Kingdom and**

**in some regions it is on the way to mature as an important field of policy coordination. This is the case in Madinah, Sharqiya and Makkah while the impact of regional planning is relatively limited in Riyadh and not at all visible in Qassim.**

**In Qassim (Alquassim) there is an urban observatory linked to the administration of Bureidah. Thus, it would be wrong to state that Qassim has no expertise at all. Unfortunately, regional planning is an add-on to local planning without changing the primary mandate to develop the city. As it is stated in the review report on Alquassim:** "The Province of Alquassim has numerous potentials to achieve sustainable regional development. Its location near to the capital city of Saudi Arabia makes policy makers think twice before suggesting any development policy that conflict with this fact. The regional plan of Alquassim was developed in 2005, three years after drafting the National Spatial Strategy (NSS) for the country. The regional planning team was aware of this and used NSS to guide the regional plan making processes. However, the team faced challenges of collecting data with similar time base. It seems that some data have credible sources such as Saudi Census and MOMRA, while other data collected originated by the regional planning team lack credibility.

Principally, Alquassim regional plan focuses on spatial organization of urban centers and development corridors (road network). Other parts of the plan such as economic development strategy, environmental conservation policies, and regional governance system lack clear direction. For instance, the regional plan invested efforts in describing current regional governance system with minimum focus on future regional governance system for produced regional plan. Roles and responsibilities were not described for future regional governance arrangement. As a result, regional plan of Alquassim (content and development policies) need to be thoughtfully revised and adjusted to complement development policies in the national spatial strategy." It should be added that the revision of the plan as a document should follow the development of and overall vision and strategy and as

part of it the relation to the not too far away metropolis of Riyadh should be described.

The lack of an impact of regional planning is a disadvantage also for Riyadh. The outline of a regional vision based on five 'polarized areas' instead of just the metropolis of Riyadh either missed totally the interest of major institutions and the people or it was just not taken seriously. At the Saudi Urban Forum many presentations were related to the development of Riyadh but the larger metropolitan area was mentioned only occasionally. This is not really a surprise because the city of Riyadh due to its size and role for the country is so dominant that most people don't even ask how the rest of the region is doing. In some presentations at the Saudi Urban Forum (e.g. the one by Eng. Ahmad Alsubail, Director General of Strategic Planning, High Commission for the Development of Riyadh) it seemed as if the region around the city has little value of its own except as provider of land for further urban expansions. We do not really know what services the wider region provides to the capital city (water, food, building material, recreation...) and what services the city in return provides for the wider region (access to institutions of higher education, hospitals etc.). From a planning point of view and from the perspective of an economic use of limited resources this is a pity because major opportunities for synergy and development may be overlooked. Of course, the disregard of the surrounding area of the city ignores that there where there is Riyadh today used to be desert in the past. As international cases demonstrate (e.g. Berlin in Germany and South Johor in Malaysia) metropolitan cities and their surrounding regions are in a specific and usually very close relationship and this requires more attention. Therefore, Riyadh could only gain by developing its regional perspective and potentials.

Compared to Riyadh, Madinah is advantaged because it has a regional and urban planning observatory. In the plan review (see Part 2) this reads as follows: "MADINAH Area Regional Plan is considered as the most complete one in virtue of the fact that the drafting thereof has commenced earlier, on one hand, and by virtue of what followed the

preparation of the plan in terms of following-up of the implementation process which continued during a period of eighteen years, on the other hand;..." Madinah in deed has the advantage of starting earlier and it developed an impressive database. This database helps to identify projects to be funded in future. The limitation begins with the fact that the database can tell you how many children are calculated for a governorate before is reached the threshold for an additional school. What the database cannot deliver is to implement a vision and strategy and the latter does not seem to be part of the plan. Instead, in Madinah in general projects seem to be approved on a case-by-case basis using the database but without forward-looking comprehensive coordination of planning processes. The observatory supports the decision-making but does not supervise and monitor the implementation process.

Sharqiya was the fourth region included to the review. The Eastern Region was not - like Madinah - an early bird in the field of regional planning but the region caught up. The Resolution of the Council of Ministers No. 64 dated 02.02.1436 H has been issued to establish the High Authority for the Development of Eastern Region, which aims to contribute to the comprehensive development of the region in the urban, economic, social and cultural fields as well as environmental management and protection field and the provision of the needs of the region such as public utilities and services according to the following organizational arrangement.

The proposed organizational structure of the Authority includes five specialized centers in addition to the administrative and financial affairs in order to keep track of all aspects of development in the region. However, the proposal detailed the tasks required of each center. This proposal currently awaiting the approval of the financial support in order to be activated. The High Authority for the development of the Eastern Region is expected, upon activation, to provide a regulatory tool for effective participation in the development of the Eastern Region based on two important elements that are not available today in the local government

departments which are the powers and budget that are independent of the Emirate/AMARAH, AMANAH and all other government departments in the region. These two factors will guarantee avoiding deficiencies in management of development in current departments which may lead to the setting of a new suitable and practical alternative to the Council of the region. In other words, the Eastern Region already learned from its early history where regional planning wasn't organized well and lacked the necessary enabling environment.

The Eastern Region is also crucial because this is the region where the dwindling of the oil and gas boom will leave its footprint on the territory. Industrial sites and cities with a currently petrochemical focus have to adapt to a changing environment. Of course, an advantage of the region again is its experience in economic development. During the oil and gas boom the Eastern Region not only extracted and exported oil but build up several petrochemical cities and technology centers. Together with its universities it has the chance to be proactive in developing new visions, carry out necessary research and to implement pilot projects. Regional planning could be instrumental in supporting the longer-term coordination of this process.

Among the positive lessons learned the review of the Eastern Regional also states: The Royal Commission for Jubail and Yanbu as a semi-autonomous government establishment for the management and implementation of development in two fully planned cities that have been managed independently of all ministries and other government agencies which can be used as a model for successful management and follow-up of implementation of sustainable and balanced development at a distinctive international-class standard. As in the case of international cases discussed in part 1 of the report Saudi Arabian cases of the past and present - like Jubail and Yanbu - may not provide blueprints but certainly they offer inspiration and rich experience.

The regional plan of the Makkah Region provides the most comprehensive view on a region and its planning

processes in Saudi Arabia. This begins with the Six Development Planning Sectors. These are not merely transport corridors but development corridors as part of the comprehensive development plan for the regions. The review includes detailed lists of potentials, constraints and challenges and - as it is common in regional planning - each of them often affects several sectors and several levels of governance. Of course, it would be excellent if a description of a vision, strategy and KPI for each development corridor would be added. As it is described in the review the direction of the intended development remains vague. Do the corridors just indicate the geographic direction of further growth? Is there a functional aim linked to each corridor? Who is in charge of developing each corridor?

The review discussed coordination problems between different institutions in charge of different aspects of planning. It underscores the need "to coordinate between the three planning levels (National Spatial Strategy, Regional Plan and Comprehensive Plans of the cities " Unfortunate as the lack of this coordination is, it is at the same time a common reality in planning. Therefore, the description of coordination problems and the recommendation of its improvement are demonstrating that the plan implementation is in progress.

While in the Eastern Region oil extracting and petrochemical industries are main drivers of economic development the Makkah Region gives a more differentiated picture. Of course, due to the importance of the Two Holy Mosques services related to Umrah and Hadj are of very high relevance in the region. What may surprise planning experts is the insufficient coordination between the Emirate of Makkah Region and the Development Commission of Makkah Al Mukarramah and Mashaaer. While the first is in charge for regional planning in general the latter develops and updates the structure plans for the city and the Holy Places in general, and the detailed plans for the central area, besides the implementation mechanisms in particular, and the coordination between authorities responsible for the planning and execution in Holy Makkah and Holy

Places. Seemingly the division of tasks reduces complexity and simplifies planning. As in the case of Jubail and Yanbu a group of important challenges and projects was separated to allow a more focused problem solving and development. Unfortunately, what may be appropriate from the simple point of view of project management it is not convincing from a perspective of regional planning. Concentrating pilgrims near the Holy Mosques not only generates new problems at these sites but it also keeps pilgrims from getting to know the wider region or the entire country. In return it prevents the region from reaching out and from benefiting from the stream of pilgrims through the provision of services outside of the centres. It is likely that this further increases the attractiveness of the major cities (85 % of the region's citizens already live in Jeddah, Makkah and Taif). At the same time it may destroy any hopes of a more balanced development.

Therefore, it is important that the first of the recommendations given by the reviewer is: "It is recommended upon the preparation of the studies of Makkah Regional Plan to focus on the significance of the spiritual and international role of Makkah as center of attraction to more than one billion of Muslims throughout the world. It is essential to observe and include this standard in the implementation of the investment projects and their connection with the movement alignments to the historical and ritual sites across Makkah."

Other important recommendations include:

- » It is essential to create the distinguished imprint of each main city, province or rural center to serve as a planning drive of all investment and services projects
- » It is crucial to ensure the organic link between the neighboring cities and provinces within Makkah Region in addition to the functional and service integration to benefit the investment projects in general with particular focus on the system of the religious tourism within the region
- » According to the recommendations of the experts of the National Spatial Strategy (First Saudi Urban

Forum held on March 2016 in Riyadh) it is essential to review and update the studies of the activation of the regional plans of all regions of the Kingdom of Saudi Arabia including Makkah Region starting from year 2016 to keep pace with the update and activation of the National Spatial Strategy through 2016-2018

- » To ensure achieving the sustainability of the deliverables of the Regional Plan it is essential to engage all stakeholders including public and private sectors as well as civil society institutions and organizations to obtain their opinions related to decision making, hence establish the methodology of the sustainability of projects.
- » It is essential to set up the criteria to specify the priorities of the development by the concerned parties upon activating the Regional Plan to ensure impartiality of the development opportunities in favor of the demands of the influential parties and to achieve the fair distribution of the comprehensive development opportunities

The review also discusses deifferent option for the future institutional setting for regional planning in the Makkah regions and finally suggests to "amend the scope of work of Makkah Development Authority to include whole Makkah Region".

### PART 3: THE OVERALL POLICY RECOMMENDATIONS.

**In part 3 of this report** a number of overall policy recommendations are outlined. The more general recommendations include the following:

- » It will be essential not just to update plans by updating the baseline but to modernize the entire system of planning. Visions, strategies, goals and means of implementation have to be developed and synchronized at the national, regional and local level.
- » Population growth, rapid urbanization and major investments in infrastructure, industries, services and housing have changed the urban fabric of

the Kingdom. Developments in the energy sector require that the country and its economy accelerate preparations for the time beyond petrol. In addition, the need for sustainable development and mitigation of climate change further underline the requirement for comprehensive planning and development with a longer-term perspective.

- » To cope with these challenges and to strengthen the resilience of urban and rural areas it is due not only to review NSS and regional plans but also to provide appropriate finances, institutional and human capacities.

The roadmap for regional planning in the Kingdom of Saudi Arabia for the upcoming two years is proposed as nine steps:

1. Organize a national dialogue on the future of regional planning in the Kingdom. This dialogue should include also discussion meeting at the regional level.
2. Establish the engagement of stakeholders including the private sector, youth and women
3. Based on the national dialogue and dialogue in regions define the vision and objectives of spatial planning in the Kingdom (NSS)
4. Define the institutional, regulatory and financial framework for planning in the Kingdom (Planning Act)
5. Set the stage for regional planning by defining planning regions, their purpose and define competences and responsibilities (Law of Regions / Royal Decree)
6. Support regional planning through data and information, studies and capacity building
7. Organize the exchange between planning authorities in the Kingdom and initiate and support spatial development cooperation beyond the borders of the Kingdom
8. Monitor and evaluate regional planning
9. Review and revise the vision, objectives, framework and implementation of NSS every 5-10 years

### What is needed immediately?

- »  Develop human capacities: Improved technical

capacities for regional, urban and rural planning in the region are precondition for a decentralization of planning responsibilities and successful institution building.

- » Compile data and information: New baseline studies and a needs assessment addressing the future of the region and its inhabitants.
- » Get all stakeholders on board: A national and regional dialogue on national, regional and urban planning and development in the Kingdom, at the Gulf and in the MENA region.

### What is needed in medium term, i.e. within 1-2 years?

- » Revision of the National Spatial Strategy (NSS) prior to the launch of new regional plans as guidance for national, regional and local planning
- » A National Urban Policy setting the national policy frame for urban policy and development in line with peculiarities of the regions as described in the NSS
- » A Planning Act setting the institutional and regulatory frame for territorial planning and development in the Kingdom
- » A decision on future planning regions and the enabling environment

A part from the next steps the final part of the review also suggest three **options for the future institutional setting in regional planning**

While the engagement demonstrated currently varies between regions the Kingdom should continuously aim at regional planning in all of the regions. Nonetheless, considering the lack of leadership in some regions, a sufficient number of qualified planners and planning institutions it is unlikely that an excellent system of regional planning could be built up within short in all thirteen regions at a time, to the same level of quality, efficiency and effectiveness.

Instead this review suggests in the flexible approach offering three different options for the institutional framework of regional planning.

Alone the proposal of different options can stimulate thinking in each region and generate a regional dialogue on the value on future expectations for the own region. In addition, this approach makes it more likely that regional authorities later take ownership of regional planning, the institutional framework and make active use of the option selected for their region. The proposed three options for the organization of regional planning provide a variation and room for flexibility in implementing this approach successfully.

In the following three options for the institutional setting for regional planning are discussed:

- Option I:           Advanced Regions**
- Option II:         Planning Corridors**
- Option III:        Current Approach**

Option I: In context of regional planning an advanced region is understood as a driver of regional development and which contribute considerably to the implementation of the National Spatial Strategy. Advanced regions are actively engaged in the field of planning, have established planning authorities and coordinate planning processes at the regional level in cooperation with stakeholders. They monitor territorial development and develop, implement and revise regional plans. In addition, they coordinate planning with local authorities, other regions, the national government and international partners. The status of advanced regions with high competences in regional planning and a regional development agency is recommended for Riyadh, Mahhah, Madinah and Sharqiya.

Option II: A planning corridor is understood as a planning area where more than one region of the country establish a joint system planning with a High Commission for joint planning and a Planning Office as support body for regional planning in the entire area. Under Option II most regions are listed including some like Maddinah and Makkah which are also listed under Option I. Belonging to different planning areas should be possible but this should be decided based on strategic goals and targets. For instance, Makkah and Madinah have sufficient reason to establish their own institutions for regional planning.

Nonetheless, located along the Rea Sea coast they also have a lot in common with neighbouring regions and as international cases demonstrate planning cooperation with different regions and partners is more the rule than the exception. Most importantly that long term strategic goals should be established.

Option I and II while varying with respect to the composition of the planning area both represent the two main changes:

- » Firstly, the establishment of a High Commission for Regional Development which has the resources and competence to decide on projects including the allocation of funds. This would give relief to oversight by the national government which could focus on enforcing that regional planning stays within the policy frame provided by the National Spatial Strategy, the National urban Policy and the Planning Act.
- » Secondly, under option I and II each planning region will be equipped with a Regional Development Agency (RDA) in charge of supporting the High Commission, monitoring spatial development, drafting the regional plan and coordinating its implementation.

Option III which reflects the common practise in many regions is not suggested as a preference for any region. It is not considered as being innovative and does not promise major progress. At the same time it allows to put different emphasis on regional planning in different regions.

Last but not least, regional planning can provide essential support for regional development but planning alone does not assure development. Therefore, it is essential to carefully reflect Options and take decisions considering the strategy for the region.



# REVIEW OF REGIONAL PLANNING IN SAUDI ARABIA

Consolidated Report

*Dr. Ulrich Graute*



# INTRODUCTION

## Saudi Cities and Regions in Transition

Facing rapid urbanization and the challenge to prepare the Kingdom for the future beyond petrol Saudi Arabia has to get ready for a major transition of its space and territory. *“The Ministry of Municipal and Rural Affairs, in view of its role and responsibility for controlling and guiding spatial development on the national space and ensuring a liveable, prosperous and sustainable cities, has always been keen to adapt to change and reorient the current urban planning and design practice toward consolidating Saudi cities growth in line with the international best urban practices with the support of many national and international consulting firms.”* With these words H.E. Minister of Municipal and Rural Affairs Eng. Abdul Latif Bin Abdul Malek Al-Sheikh addressed the participants at the Saudi Urban Forum which was organized by the ministry (MOMRA) from 29 - 31 March 2016 in Riyadh.

After nearly half a century of planning experiences, the Forum was one of MOMRA efforts to promote the urban planning practice. Convened under the royal patronage of the Custodian of the Two Holy Mosques, King Salman Bin Abdul Aziz it reviewed the Kingdom’s planning experience in line with modern global trends in urban development planning and management which favour responsiveness to the needs of the people, reflect

their identity and meet their aspirations for more liveable, competitive, prosperous and sustainable urban future. Dr. Abdulrahman Bin Hassan Al-Sheikh, Deputy Minister for Town Planning and Chairman of the Organizing Committee of the Saudi Urban Forum added in his own address: *“The Forum is convened amid increasing local and global urban growth challenges and the associated development pressures on urban services and infrastructure, the need for more job opportunities, adequate housing and recreational facilities. Data shows that the level of urbanization in the Kingdom reached 83% and number of cities increased to 285.”* And if this wouldn’t be enough, the rapid urbanization has to be faced at a time when dwindling role of oil and natural gas also require a diversification of the economy and this in turn will generate functional changes for the urban and regional fabric as it exists now.

Existing infrastructures are aging and due to economic changes may lose their current function. New economic developments and the growing population will need additional land. In addition, the international challenges and agreements like the one of the members of the United Nations of September 2015 to achieve 17 universal Sustainable Development Goals by 2030 are likely to also leave its footprint on the national space.

Thanks to revenues from oil and natural gas, when the Kingdom faced challenges in the past it was in the fortunate situation of having sufficient resources to invest in new cities, infrastructures etc. The difference in future will be that - while the country is still wealthy - it not only has to diversify its economy but it also has to manage the transition of its cities, regions and society accordingly. Thus, governance and management is getting a lot more complex.

Non-oil producing regions of the country are likely to become more relevant for the generation of new revenues substituting current oil and gas revenues. While the internet is rapidly gaining strength as a new (online) market and as such it offers opportunities also for Saudi Arabia, its is the territory and the growing population of Saudi Arabia which remain challenges and at the same time they remain assets of the country. Certainly, it needs a new spatial vision and strategy to position the Kingdom in the increasingly complex and dynamic world of tomorrow.

The government of the Kingdom is aware of these challenges and their interrelations. The Saudi Urban Forum is not an isolated effort of MOMRA. Instead, it is one among several. The government has launched already in 2015 the Future Saudi Cities Programme FSCP as a Partnership Programme with UN Habitat. Both institutions embarked on a process to review spatial policies including the National Spatial Strategy, regional planning, national urban policies and urban development in selected cities.

## OBJECTIVES

The currently version of the National Spatial Strategy was approved in 2001. The first generation of regional plans was drafted around 2005. By now, all these documents are more than ten years old and in face of above challenges need to be reviewed and modernized within the upcoming years to be of benefit for the country.

MOMRA and UN Habitat launched in summer 2015 a Review of Regional Planning in Saudi Arabia as part of the Future Saudi Cities Programme FSCP. The overall goal of the FSCP is to develop a new vision and a strategic planning framework for a sustainable urban future in Saudi Arabia that is following international standards and is acceptable to national and local partners.

The Programme has four expected accomplishments:

1. Better informed and inclusive policies and programmes on sustainable urbanization at the local, national and regional levels
2. Improved laws and regulations for decentralized and coordinated city-level urban strategic plans and projects
3. Enhanced individual and institutional capacities for managing sustainable urbanization nationally, regionally and locally
4. Strengthened partnership and exchange on Saudi urbanization process

Amongst the levels of urban planning practice is the national and regional level. National Spatial Strategy is the Kingdom National Spatial plan which guide development in the Kingdom as it was approved in 2001. The NSS is based on a number of drivers amongst them the capitalizing on the economic potentials of provinces in promoting economic development while decrease the differences between regions and fostering the role of regional planning. The adoption of development corridors approach for better integration was another key policy direction. Evaluation done lately on the NSS and the perception about it from national stakeholders describes NSS as a 'MoMRA product' and that it lacks strategic and

cross-cutting policy elements that could rally support from all relevant line ministries, utilities and regions with the view to triggering coherent and multiplier effects on the ground. The regional plans of KSA were prepared over a period of time until most of them were finished lately, most of them began after the approval of the NSS. It is extremely important for the FSCP to evaluate those regional plans and their alignment with the NSS from one angle and to look at the development that happened internationally on the regions as a departure point for future implementation of the NSS. KSA is composed of 13 regions, it is the focus of this assignment to focus the evaluation on four regions only (Quassim, Riyadh, Makkah, Madinah and Sharqiya). Riyadh is the region where the capital and it neighbouring is Quassim, while Makkah and Madinah Regions are widely known for their progress in achieving better results in terms of synergy with the national level and regional plan implementation progress.

The objective of this assignment is to support the FSCP through investigating the synergy between the national and regional planning level through review of regional plans. It is important to mention that a review and no full evaluations were carried out. As baseline for an evaluation it would have been necessary to have checkable information about objectives and targets to be achieved. Unfortunately, neither NSS nor regional plans include quantified targets against which the implementation could be checked now. In addition, it deems that regional plans have not at all been implemented in some regions of the country. In spite of its limitations it is important to review what was done, achieved or not achieved by using NSS and regional plans as guidance documents for spatial planning. Without it an informed decision about the future of planning would be even more difficult. But certainly, this review does not claim to cover all regional plans and every aspect of regional planning in Saudi Arabia. Instead, it may be used as a starter for future analytical work by planning authorities and academia in Saudi Arabia and abroad.

The review of regional planning, its findings and recommendations are subject of this report.

## METHODOLOGY

The introduction of NSS, regionals plans and their implementation did not follow a consistent strategy. Several years passed between the adoption of NSS, the drafting of regional plans, their adoptions and their implementation. For instance, between the adoption of NSS in 2001 and the Strategic Plan for Riyadh SPAR in 2012 eleven years had passed. Considering the fast development of the country the baseline for both, NSS and SPAR was outdated when implementation was launched. In addition, neither NSS nor regional plans include quantified goals, targets and clear assignments of responsibilities allowing a thorough evaluation of the implementation. Last but not least, none of the plans come to the point of finalizing its implementation and where regional plans were adopted only lately (as in case of Riyadh) there was not even sufficient time to demonstrate the impact on regional. Therefore, it was decided not to try a final evaluation of regional planning. Instead, a decision in favor of a review of ongoing regional planning was taken.

The review by the international expert Dr. Ulrich Graute has three main components:

- » Part 1: International Cases and Lessons Learnt for Saudi Arabia
- » Part 2: Review of regional planning in Saudi Arabia
- » Part 3: Policy recommendations

Other activities included the following: He participated at the Workshop 'Development and Activation of the National Spatial Strategy' on 1 and 2 February 2016 MoMRA and he gave on 30 March 2016 a presentation at the Saudi Urban Forum.

Purpose of the review of international cases (part 1) is to look at outstanding international examples of regional planning, to allow comparison and to allow Saudi Arabia to benefit from lessons learnt in other countries.

Five regions were selected for part 2 and these demonstrate a different degree of engagement in regional planning: Makkah and Madinah were known to be very

active in using the regional plan, Sharqiya was a bit late but recently increased activities, Riyadh adopted its plan in 2012 and about Quassims regional planning little was known before the study.

Based on part 1 and 2 the third Part generates policy recommendations. Being aware that neither all international nor all national cases of regional planning could be reviewed it was nonetheless possible to identify common features, challenges and to generate policy recommendation for Saudi Arabia.

Apart from the experience of the international consultant part 1 is based on the study of available plans and academic research on regional planning. The basis of part 2 was a review of regional plans by national experts together with the international experts. In addition expert interviews were carried out. Part 3 was drafted by the international expert and further refined by him after discussions with national experts and participants at the Saudi Urban Forum.

The findings of the review were presented and discussed during several meetings in Riyadh between September 2015 and March 2016. All reports are compiled in the following three parts of this consolidated report.

The expert team supporting the review were composed as follows:

Dr. Ayman ElHefnawi  
Senior Human Settlements Officer, UN HABITAT,  
Riyadh, KSA

Dr. Ulrich Graute  
International Expert, Berlin, UN HABITAT

Prof Dr. Adel S. Al-Dosary  
King Fahd University of Petroleum and Minerals

Dr. Anas M. Almughairy  
King Saud University

Dr. Hatim Bin Omar Taha  
Yanbu Sub and Al Madinah

Dr. Jamal Bin Yousef Shagdar  
Expert, Makkah

Besides there was direct support and feedback from both UNHABITAT programme management and MOMRA leadership



*Saudi Urban Forum: UN Habitat team with the Executive Director of UN Habitat, Dr. Joan Clos*





PART 1

**INTERNATIONAL  
CASES AND LESSONS  
LEARNT FOR  
SAUDI ARABIA**



# INTRODUCTION

As part of the Saudi Future Cities Programme the Ministry of Municipal and Rural Affairs of Saudi Arabia entrusted UN-Habitat to carry out a review of the current system of regional planning and to develop proposals for the next generation of regional plans of the Kingdom.

One element of the programme is to study and analyse international practices in regional planning in selected key countries, aiming at identifying key lessons from international experiences. While a broad range of cases from around the world had been looked at, five cases from Germany, South Korea, Malaysia, South Africa and Canada had been selected for a desk review of literature and the analysis of possible lessons to be learnt by Saudi Arabia from these international cases. Literature studied and used for the compilation of this report is listed at the end of each chapter.

The report is structured according to the five cases analysed. The chapter on each country (chapters 1. – 5.) consists of a description of the national system of regional planning and of the practice of regional planning in the selected region of the country. This is followed by the conclusion of the analysis on lessons learnt. The report closes (chapter 6) with a comparison including a summary table listing key findings and recommendations from each region.

# 1.1 REGIONAL PLANNING IN GERMANY: THE CASE OF JOINT PLANNING IN BERLIN/ BRANDENBURG

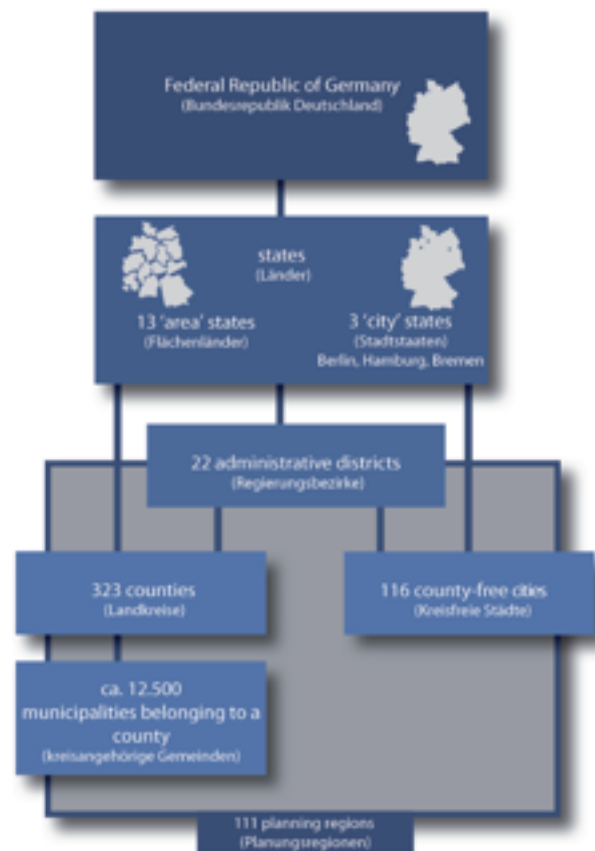
## 1.1.1 REGIONAL PLANNING IN GERMANY

### 1.1.1.1 THE PLANNING SYSTEM

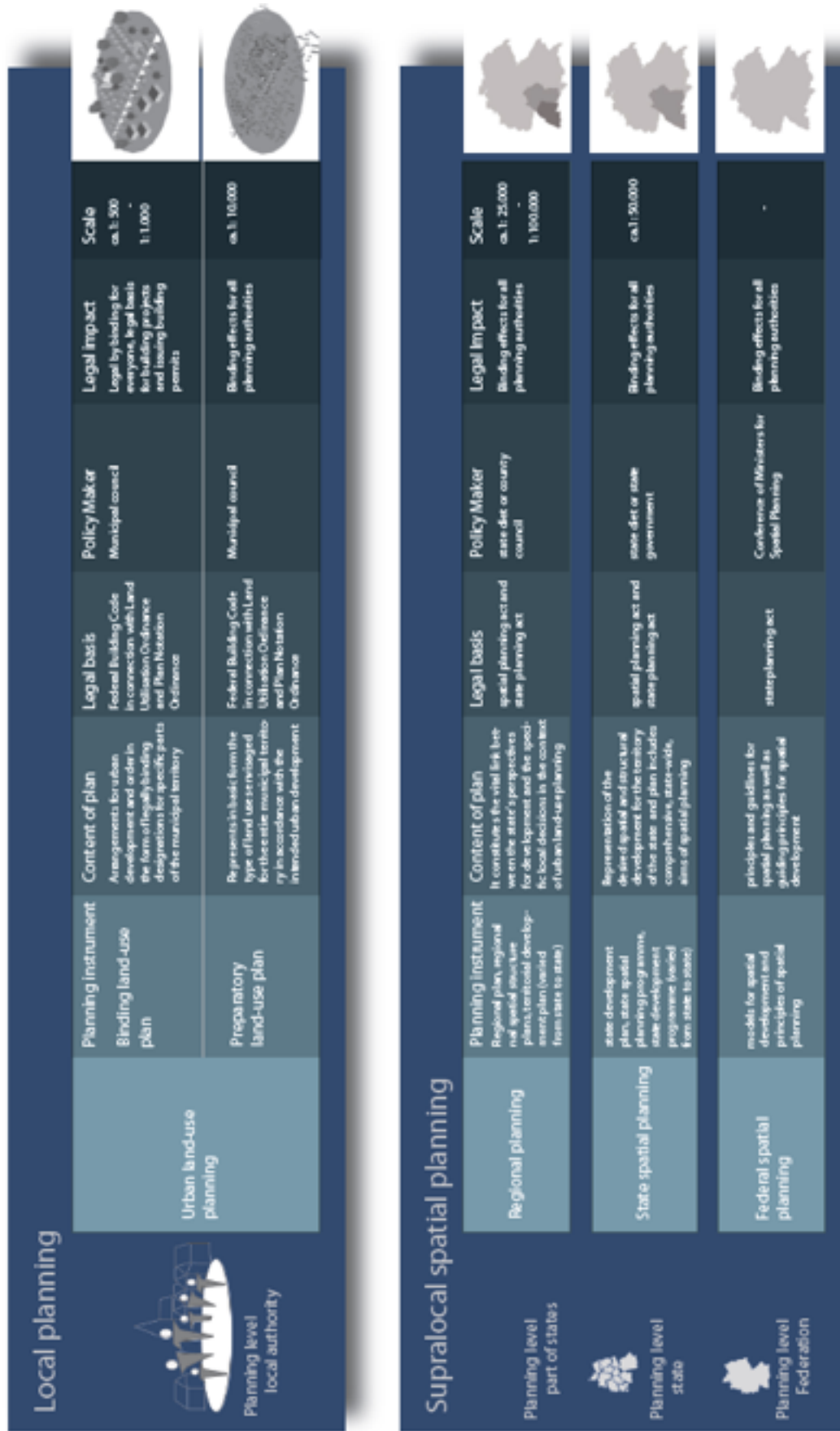
Germany became a nation state in 1871 only. Before the establishment of the German Empire in 1871 Germany was divided into several kingdoms, electorates, counties and even free cities (Reichsstädte) which developed own regional identities and were sovereign in deciding about the development of their territory. With industrialization proceeding and the rapid growth of cities and urban agglomeration like the area along the river Ruhr in Prussia (Ruhrgebiet) it became necessary to coordinate the development of key urban services including transport, water and energy across city limits at a regional level. In reaction to industrial development, the enormous increase in population, and the consequent urban expansion after 1870, the Building Line Act (Fluchtliniengesetz) of 2 July 1875 gave local authorities competence with regard to building lines for streets, expropriation of land for public thoroughfares and compensation, as well as for building prohibitions. This law established the legal framework for autonomous local urban development and building polices. Of course, the still strong local/regional traditions and structures further supported the development of the regional planning system.

FIGURE 1.1.1

The Administrative Structure of Germany (ARL 2008)



**FIGURE 1.1.2**  
Levels of the German planning systems



### 1.1.1.2. REGIONAL PLANNING

Today regional planning in Germany follows the federal system of the country. The federal government sets the principles and guidelines by law (Federal Spatial Planning Act) and retains planning competence for policies of the national domain including the planning of national road, rail, air and water corridors. Federal states are responsible to set up specific laws regulating regional planning within their jurisdiction. This resulted in a variety of different planning structures at the regional level. In a similar way the building law was largely codified at the state level already in the second half of the 19th century and has since been supplemented and further developed by state and federal legislation.

Within the German spatial planning system, in keeping with the federal structure of government and the principle of decentralised administration, regional planning is a function of state spatial planning concerned with subdivisions of the territory. It is independent of comprehensive spatial planning, state spatial planning, and local planning, with its own functions pursuant to Section 9 of the Federal Spatial Planning Act. It is concerned with broad, supra-local, and cross-sector, foresighted planning for the spatial and settlement structural development of a region. It is differently regulated from state to state.

Except in Bavaria, planning regions are defined by state law. The states are divided into a varying number of planning regions (e.g. five in Brandenburg and four in Mecklenburg-Western Pomerania). Regional planning is also organised differently from state to state. In most states it is entrusted to special associations set up primarily by local authorities, differing in organisational detail (e.g. Bavaria, Brandenburg, Saxony-Anhalt). In the other states, regional planning is assigned to counties (Lower Saxony), middle-tier state bodies (Hessen, North Rhine-Westphalia), or the government level (Schleswig-Holstein). Regional planning has not been introduced in Saarland. Depending on the state, regional plans take the form of ordinances, local government statutes or by-laws, or special types of government measure. (ARL 2008)

### 1.1.1.3 SPATIAL PLANNING

As we have seen in chapters II.1.2 and II.1.3, no binding spatial structure plan is provided for as a tool for controlling and developing the national territory as a whole. Without prejudice to the tasks and responsibilities of the states, the competent Federal Ministry for Regional Planning, Building and Urban Development seeks to implement the principles of spatial planning in accordance with Section 2 (2), subject to the provisions of the guidelines of spatial planning and the mutual feedback principle in accordance with Section 1 (2) and (3) (Section 18 of the Federal Spatial Planning Act). On the basis of the regional plans and in cooperation with the supreme state authorities responsible for spatial planning, it primarily develops guiding principles for the spatial development of the national territory. The ministry also develops concepts transcending individual states, thus providing a basis for the coordination of spatially significant plans and measures between the Federation and the European Union, subject to the applicable provisions (Section 18 (1) of the Federal Spatial Planning Act). The guideline of spatial planning is to achieve sustainable spatial development which will bring the social and economic demands made on an area into line with its ecological functions and result in a stable and well-balanced order.

On June 30th, 2006, the Conference of Ministers for Spatial Planning (MKRO) adopted new

guiding principles and Strategies for Spatial Development in Germany. The new models replace the 1993 Spatial Planning Policy Guidelines, because the general setting for spatial development had changed considerably.

Planning in the states as stipulated by the Spatial Planning Act is a two-phase process. State spatial planning addresses spatial development in the state as a whole, while regional planning is concerned with subdivisions of a state. The competent planning authorities prepare state-wide and regional spatial structure plans setting out the principles of spatial planning to be taken into account in all spatially significant planning and measures,

and spatial planning objectives to be observed.

State spatial planning authorities have to ensure that the goals and principles of national spatial planning and state spatial planning are respected and taken into account in local government planning. In a system of mixed top-down/bottom-up planning, they accept suggestions from local authorities and are required to coordinate local development goals with superordinate planning goals. The aim is to ensure that urban land-use planning does not frustrate the development aims of state spatial planning but supports them, thus avoiding investment mistakes.

Below the state level of spatial planning, regional planning is concerned with the detailed elaboration, sector integration, and implementation of the goals of state spatial planning. It accordingly mediates between state spatial planning and local urban land-use planning. Regional planning must conform with federal and state spatial planning.

The obligation to adapt local land-use plans to the goals of comprehensive spatial planning (Section 1 (4) of the Building Code) and the duty of mutual coordination between planning levels (mutual feedback principle) ensures that planning within the federal structures of government is not contradictory and that the guiding principles and principles of spatial planning are given increasingly specific and concrete form from tier to tier in the planning system.

**FIGURE 1.1.3**

Mutual feedback principle (ARL 2008)



### 1.1.1.4 PLANNING TOOLS

State spatial structure plans outline spatial and structural development for the territory of the different states. The states are required to prepare such plans.<sup>171</sup> For the territory of each state, a comprehensive, overriding plan is to be prepared (Section 8 of the Spatial Planning Act), and states whose territory encompasses the catchment areas of a number of high-order centres are required to prepare regional plans (Section 9 of the Spatial Planning Act). The function of these plans is to coordinate the spatially relevant planning and projects of all competent organisational units and to tie them in with the conceptual aims of state spatial planning itself. The names given state spatial plans differ from state to state (e.g. state development plan (Landesentwicklungsplan), state spatial structure programme (Landesraumordnungsprogramm), state development programme (Landesentwicklungsprogramm). Spatial structure plans for subdivisions of a state deal with the spatial and structural development of regional planning areas. They are prepared on the basis of state spatial planning requirements.

The spatial planning aims set forth in state spatial structure plans must be complied with and detailed in the plans drawn up for regions of the state. The name of regional spatial structure plans also differ from state to state (e.g. regional plan (Regionalplan), regional spatial structure programme (Regionales Raumordnungsprogramm – RROP), area development plan (Gebietsentwicklungsplan)).

### 1.1.1.5 STATE SPATIAL PLANNING COORDINATION TOOLS

State spatial planning coordination tools have the task of coordinating the numerous supralocal projects of the various public and private planning agencies that affect spatial structures:

Spatial planning procedures (Sections 15 and 19 of

the Federal Spatial Planning Act and corresponding state legislation): Spatially significant plans and measures are to be harmonized and coordinated with the requirements of spatial planning. Spatial planning procedure (Raumordnungsverfahren – ROV) supervises compliance of spatially significant plans and measures with the requirements of spatial planning policy as well as their harmonization and implementation in conformity with this policy. Spatial planning procedure includes the assessment of alternative sites and routes and of environmental impacts. Spatially significant plans and measures subject to spatial planning procedure are defined in Section 1 of the Spatial Planning Ordinance.

- » Transnational coordination of spatially plans and measures (Section 16 of the Federal Spatial Planning Act)
- » Simplify state spatial planning coordination procedures (differing from state to state)
- » State spatial planning report

### 1.1.1.6 INFORMAL TOOLS

In addition to formal instruments for realizing spatial planning there are informal tools.

Spatial planning and state development instruments are considered informal if they have no statutory binding force. Their purpose is to contribute to the realization of spatial structure plans. Examples include:

- » Regional development concepts (Section 13, sentence 3 of the Federal Spatial Planning Act),
- » City networks (Section 13, sentence 4),
- » Contractual agreements on preparing and implementing spatial structure plans (Section 13 sentence 5).

This substantially broadens the range of tools available. The advantage of these informal instruments is that they can be used flexibly and with focus on a given problem without legally binding requirements. Their impact depends on the persuasive power of their content. This calls for the active involvement of the relevant

people and institutions. In the past, informal tools have steadily grown in importance. They are accepted as an indispensable supplement and extension of spatial structure plans and formal spatial planning instruments.

### 1.1.1.7 METROPOLITAN REGIONS

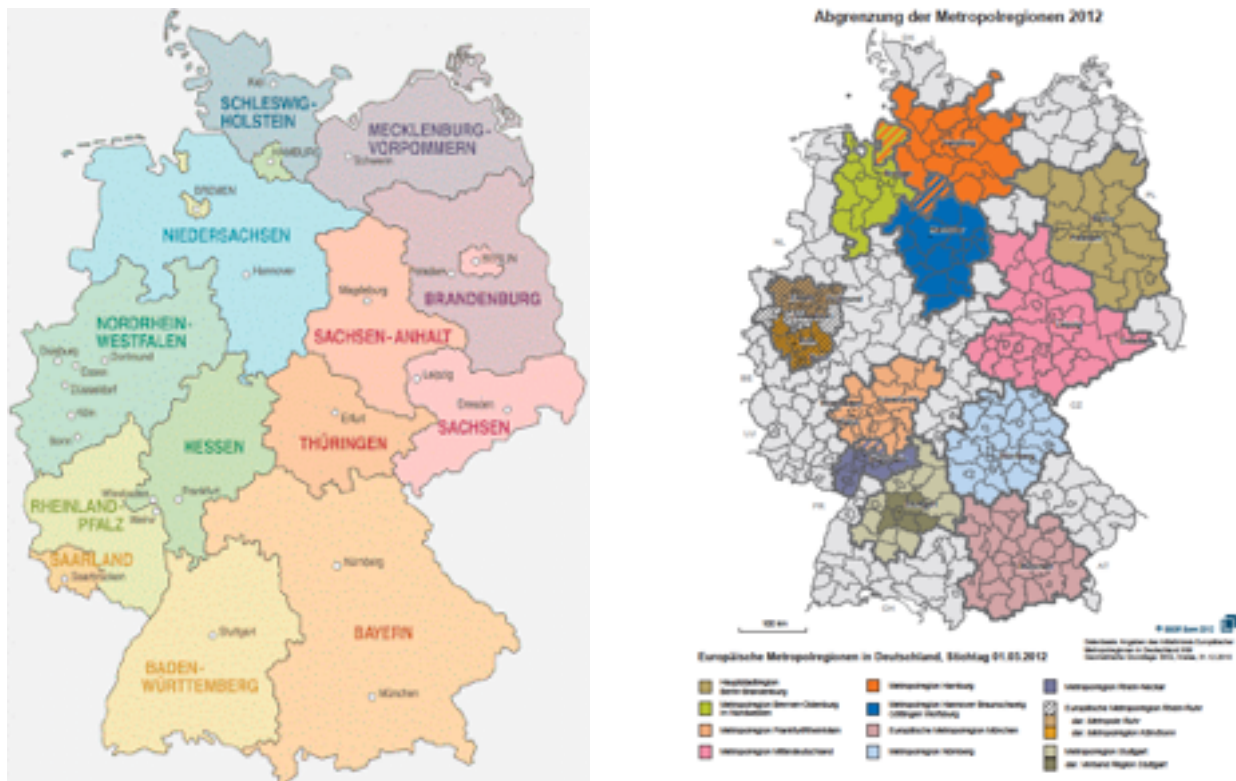
The concept of metropolitan region is developed bottom-up by the regions themselves. Accordingly, there exist a high variety of preconditions, approaches, structures and governance models. The metropolitan regions in Germany are eleven densely populated areas in the federal Republic of Germany. They comprise the major German cities and their surrounding areas and form the political, commercial and cultural centres of the country. The eleven metropolitan regions in Germany were organised into political units for planning purposes. Using a narrower definition of metropolises, only four cities surpass the threshold of at least one million

inhabitants within its administrative borders, namely: Berlin, Hamburg, Munich and Cologne.

The following two maps compare the states as the main sub-national planning level and the metropolitan regions (Figure 4 and 5). It shows that the metropolitan region Berlin-Brandenburg and the two states of Berlin and Brandenburg have identical borders (compare areas on the right side of both maps while e.g. the metropolitan region of Hamburg in the north covers the City of Hamburg and selected counties of three neighbouring states).

**FIGURE 1.1.4 AND 1.1.5**

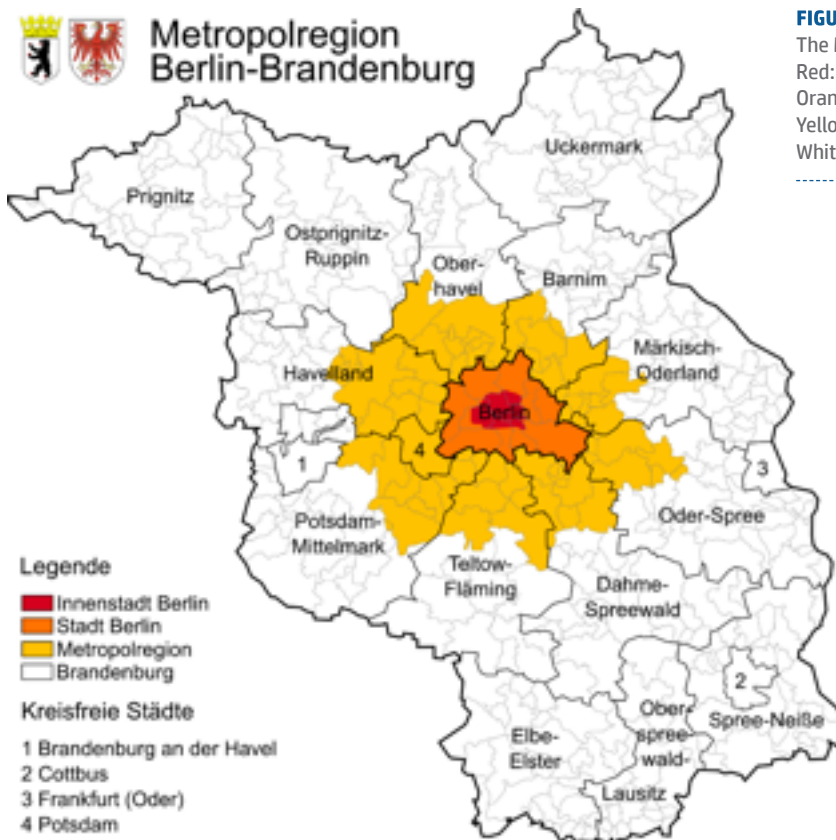
The 16 states (Länder) of Germany (left side) and the borders of Metropolitan Regions 2012 (right side) (colours only indicate different territories)



## 1.1.2 THE BERLIN-BRANDENBURG REGION

The Berlin/Brandenburg Metropolitan Region (*Metropolregion Berlin/Brandenburg*, also *Hauptstadtregion Berlin-Brandenburg*) is one of eleven metropolitan regions of Germany, consisting of the entire territories of the city-state of Berlin and the surrounding state of Brandenburg. The region covers an area of 30,370

square kilometres with a total population exceeding 5.8 million. The metropolitan region has to be distinguished from the Berlin agglomeration comprising the city and the surrounding Brandenburg municipalities (*Berliner Umland*).



**FIGURE 1.1.6**

The Metropolitan Region Berlin-Brandenburg  
 Red: Inner City of Berlin  
 Orange: City of Berlin  
 Yellow: Metropolitan Region  
 White: Wider Metropolitan Region

### 1.1.3 REGIONAL PLANNING IN BERLIN-BRANDENBURG

The federal states of Berlin and Brandenburg form the German capital region. The Joint Spatial Planning Department creates since 1996 important fundamentals for promoting growth and developing the infrastructure in the entire region. Thus, it contributes to the strengthening of competitiveness of the metropolitan region both in the national as well as the international context. With the overall concept of the “Capital Region of Berlin-Brandenburg” and the thus derived State Development Programme (LEPro 2007) and the State Development Plan (LEP B-B) state planning is involved in performing the concept of “Strengthening strengths”. The demographic change (“fewer, older, more colourful”) requires protection and reorganisation of the services for the public. By revising the concept of central places state planning identified such “anchors in the space” that will be able to fulfil the duties of providing the services for the public also in the future and with a decreasing number of inhabitants. State planning determines the guidelines for an economical dealing with spaces and concentrates the settlement development on certain spaces. It stipulates the principle of internal development before external

development and guarantees high-quality open spaces for a system of public spaces.

In cooperation with the institutions of technical planning, the local authorities and the citizens, the joint spatial planning department prepares future-oriented framework conditions of regional planning for the development of the capital region. An informal overall concept for the “Capital Region of Berlin – Brandenburg” indicates the direction to be taken. The formal provisions in the State Development Program and the State Development Plans base on this overall concept.

In Berlin and Brandenburg, the following programs and plans are in force based on a state planning contract:

- » State Development Program 2007 (LEPro 2007),
- » State Development Plan Berlin-Brandenburg (LEP B-B) and
- » State Development Plan on the Development of the Airport Location (LEP FS).
- » Apart from this, § 19 (11) of the State Development Program of 2003 has been applicable as well. In Brandenburg the following is valid as well:
- » Brown coal and brown coal rehabilitation plans according to the law on regional planning and brown coal and rehabilitation planning.

**TABLE 1.1.1**  
Regional Planning in Berlin-Brandenburg

Regional Planning in Berlin-Brandenburg		
State Development Program 2007 of the federal states of Berlin and Brandenburg (LEPro 2007)		
State Development Plan Berlin-Brandenburg (LEP B-B) Scale 1: 250 000	State Development Plan on the development of the airport location (LEP FS) Scale 1: 100 000	brown coal and brown coal rehabilitation plans Brandenburg Scale 1: 50 000
Brandenburg Regional Planning Scale 1: 100 000		
Elements of regional planning of the Berlin Land Utilization Plan (FNP) Scale 1: 25 000		

These planning documents, i.e. the State Development Program, the state development plans, the regional plans in the Brandenburg state und the regional-planning content of the Berlin Land Utilization Plan form together the basis for assessing the accuracy of fit and compatibility of planning procedures and measures in terms of regional development to be performed by municipalities and project leaders in the common planning region of Berlin-Brandenburg.

In case of space-relevant planning, projects and any measure occupying spaces, or influencing the rural development or function of an area the objects of regional development have to be considered, and the fundamentals of regional development have to be taken into account.

The objectives of regional planning are binding, i.e. they have to be taken into account in subsequent planning

and approval procedures. The fundamentals of regional planning have to be taken into consideration, i.e. they are guidelines for decisions to be taken on the basis of considerations and discretion in procedures to follow. LEPro 2007 includes the basic principles of regional planning; the LEP B-B formulates objectives and principles of regional planning. If high-level regulations of state planning are changed they do not edge out coinciding objectives and fundamentals of regional planning. Where applicable, this causes a respective need for adaptation, i.e. revision of the regional plans.

For Brandenburg, five regional planning zones exist extending in sector terms from Berlin to the state border: 1) Havelland-Fläming; 2) Prignitz-Oberhavel; 3) Uckermark-Barnim; 4) Oderland-Spree; 5) Lausitz-Spreewald.



**FIGURE 1.1.7**

Planning in the State of Brandenburg surrounding the State of Berlin

The regional planning associations have been the responsible body for regional planning. It is their main duty to prepare, modify and update regional plans.

The State Development Plan of Berlin-Brandenburg (LEP B-B)

- » Integrates the capital region in national and international interweavements,
- » Regulates the services of general interest in spatial terms,
- » Orientates the infrastructural development towards spatial focal points,
- » Protects open spaces and natural resources and
- » Encourages stakeholders at municipal and regional levels to create scopes for action.

**The core topics of the State Development Plan Berlin – Brandenburg (LEP B-B) and their Implementation are:**

1. Creating new spatial partnerships within the European context
2. Supporting growth and innovation

3. Structuring general-interest services in spatial terms and focussing infrastructural development on spatial main points
4. Protecting open spaces and preserving resources
5. Accepting cultural landscapes as areas of action

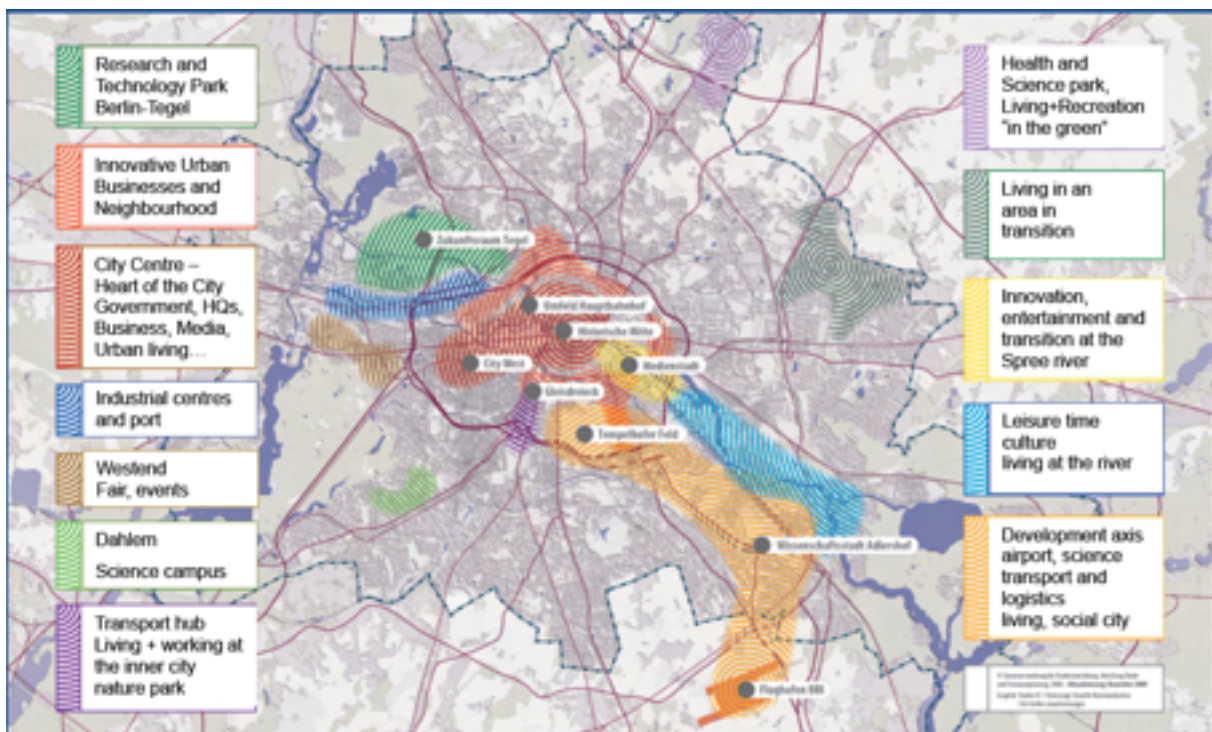
The core topics are translated into visions and strategies to develop the region and its cities, districts and neighbourhoods. Figure 8 demonstrate this for the city of Berlin. Each coloured area shows an area with special needs/potentials for development.

The capital region of Berlin-Brandenburg is integrated in the recommendations and initiatives of the European Regional Development. The territorial agenda of the EU of

2007 indicated the need for action in the next years in order to implement together objectives stipulated in the European Regional Development Concept already in 1999.

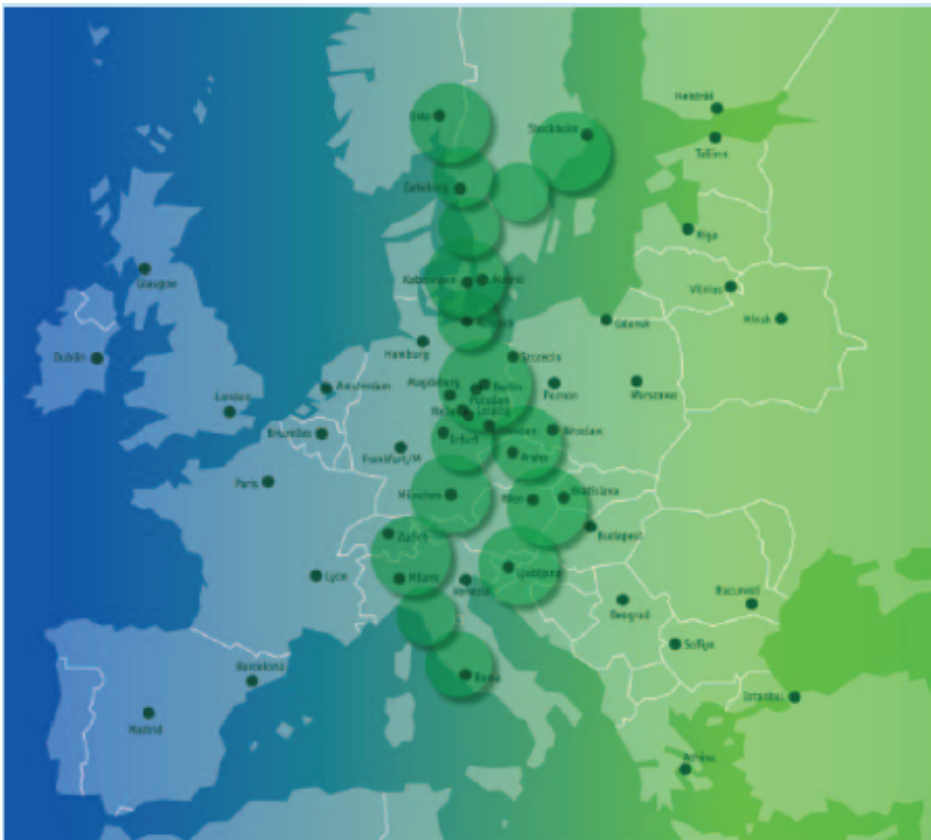
**FIGURE 1.1.8**

Focus areas for development in the City of Berlin



In order to support this process, the European ministers for regional development agreed on subvention programs. They strengthen the accessibility of the regions, further innovations, the improvement of competitiveness of the cities/towns and regions and the environmental risk management. The capital region uses the opportunities of cooperation within the framework of promoting the EU and it supports numerous transnational projects of regional development.

According to the Joint Planning Department the cooperation within the Baltic-Adriatic-Development Corridor is of utmost importance as a developmental task. Nonetheless, this is a long-term planning goal which requires collaboration with the European Commission, other EU member states and their national and sub-national planning authorities. Thus, sub-national planning authorities are more and more often challenged to not only cooperate with national but also international partners.



**FIGURE 1.1.9**

Baltic-Adriatic-Development Corridor with circles indicating other planning regions along the Corridor

**TABLE 1.1.2**  
Germany: State Development Programme and Plan Berlin-Brandenburg (LEPro 2007 and LEP B-B 2009)

The State Development Plan Berlin-Brandenburg (LEP B-B) substantiates, as a superordinated spatial planning tool – the principles of regional planning of the state development programme 2007 (LEPro 2007) and thus it establishes a framework for the future spatial development in the capital region of Berlin-Brandenburg. The plan includes specifications for a structured overall-spatial development and offers at the same time leeway for subsequent planning activities.

TYPE OF DOCUMENT <i>Law (LEPro 2007) and Decree (LEP B-B 2009)</i>	YEAR 2009	PAGES 95	DEVELOPED <i>by Joint Planning Department of Berlin and Brandenburg</i>	APPROVED <i>by governments of Berlin and of Brandenburg</i>
<p><b>Structure</b></p> <p><b>I. Legal Framework and linkage to other spatial plans and programmes</b></p> <p><b>II. Context and corner stones</b></p> <p><b>III. Textual provisions</b></p> <ol style="list-style-type: none"> <li>1. Capital City</li> <li>2. Central Places</li> <li>3. Cultural landscapes</li> <li>4. Guidance for development of settlements</li> <li>5. Guidance for development of open spaces</li> <li>6. Development of transport and infrastructure; energy production</li> </ol> <p><b>IV. Rationale</b></p> <ol style="list-style-type: none"> <li>1. Rational of provisions</li> <li>2. Summary statement and environmental reporting</li> <li>3. Compliance with the EU-wide network of nature protection area Natura 2000</li> </ol> <p><b>V. Graphic provisions</b></p>	<p><b>Main direction</b></p> <p>With the overall concept of the “Capital Region of Berlin-Brandenburg” and the thus derived State Development Programme (LEPro 2007) and the State Development Plan (LEP B-B) state planning is involved in performing the concept of “Strengthening strengths”. The demographic change (“fewer, older, more colourful”) requires protection and reorganisation of the services for the public. By revising the concept of central places state planning identified such “anchors in the space” that will be able to fulfil the duties of providing the services for the public also in the future and with a decreasing number of inhabitants. State planning determines the guidelines for an economical dealing with spaces and concentrates the settlement development on certain spaces. It stipulates the principle of internal development before external development and guarantees high-quality open spaces for a system of public spaces.</p> <p><b>Notes</b></p> <p>About one third of LEPro addresses environmental laws and regulations</p>			

## 1.1.4 LESSONS LEARNT FROM BERLIN-BRANDENBURG

### ***1. Explore advantages and opportunities to empower regions for planning***

While the planning system of Germany is already a decentralised system it is even open for innovation in planning systems and approaches driven by sub-national authorities. Neither the joint planning of Berlin-Brandenburg, nor the different models of metropolitan regions nor the European planning cooperation by sub-national authorities are based on legal requirements by the national government. Instead, decentralization in Germany goes beyond e.g. the delegation of simple deliveries of public services and empowers regions to contribute to growth and development on their own initiative and within the legal framework provided for planning.

Saudi Arabia should explore ways on how to better unlock local and regional potentials by empowering subnational authorities to develop own strategies and plans for regional development.

### ***2. Explore improvement in the regulatory framework: legal act with provisions for adaption where appropriate***

The joint planning includes provisions to modify elements of the plan whenever necessary. Thus, adaptations don't have to wait until a review of the entire plan is scheduled. This allows keeping the plan constantly updated.

Saudi Arabia should not only review its regional plans but include to the national law on planning provisions on how to review and how to update plans.

### ***3. Explore regional planning cooperation across all levels in Saudi Arabia and beyond***

In a globalizing world interaction of public authorities grows beyond foreign policy and transnational

corporations. Regional and local planners have to be aware of the strengths, weaknesses, challenges and opportunities of their territory compared to others inside and outside of the own country.

Saudi Arabia should encourage regional planners and other regional and local stakeholders to interact internationally and to search for comparative advantages and synergy from interregional cooperation.

### ***4. Explore added value of GCC spatial development cooperation***

The before mentioned on interregional cooperation is said and meant without geographic preference, Saudi Arabia certainly should look for cooperation first of all in its immediate geographic vicinity and here especially among GCC partners. There are commons and there are differences between GCC countries.

Saudi Arabia should encourage a closer cooperation with GCC national governments on spatial and regional planning. This cooperation should focus primarily on exchange of information and experience among planners of the region. Aim of this cooperation should be to identify common challenges, common answers or respectively possibilities where joint action in the field of planning may generate synergy for partners in the region.

## 1.2 REGIONAL PLANNING IN SOUTH KOREA: PLANNING IN THE SEOUL METROPOLITAN AREA

### 1.2.1 REGIONAL PLANNING IN SOUTH KOREA

There is no tradition of regional planning by regional authorities in South Korea. Instead, regional development was a joint effort by the national and local authorities with the national government sitting in the driver seat.

Since 1962, Korea has established five-year plan for economic development as an upper level plan for national socioeconomic development, which counted up to the 7th Plan.

Replacing this, Roh Moo-hyun administration established Special Act for Balanced National Development and formulated Five-Year Plan for Balanced National Development (2004-2008).

The act was amended under Lee Myung-bak administration (2009-2013) in order to contribute to balanced regional development by improving regional competitiveness and living standard through development that suits regional character and promoting inter-regional cooperation and partnership. The administration also set up three specific zones (basic living zone, wide-area economic zone and super-wide living zone) and established “Five-year Plan for Balanced Regional Development”.

Park Geun-hye administration (2014- ), in the finalized Five-year Plan for Regional Development, sets out improvement of regional inhabitants’ quality of life and creation of employment as two major goals. In contrast with the past regional plans which were proposed and implemented under the initiative of the central government, regional plan of Park administration focuses on the concept of “region-customized” and encourages local governments and local residents take initiative of regional development by themselves. Therefore

FIGURE 1.2.1

Paradigm Shift of Regional Development Policy (Kim and Moon 2012)



the central and local government prepared the plan cooperatively which was also different from the former plan. The outline of the plan will be structured as follows:

1. Vitalization of regional living areas
2. Creation of regional employment
3. Improvement of educational environment
4. Flourishing of regional culture
5. Welfare and medical services without blind spots

Upon this plan 56 regions are designated as “living areas of happiness”, and enhancement of infrastructure such as enhancement of water and sewerage system in agricultural and fishery villages and increase of neighbourhood parks will be promoted, and also funds for economic development is going to be injected for projects such as development of town

enterprises, promotion of regional employment by creative industry, etc.

Local governments can be divided into provincial-level municipalities, city-level municipalities, and lower administrative units. In terms of planning systems related to spatial policy, Korea has its system of Five-Year Plans for Balanced National Development, which consists of

socioeconomic development plans, and Comprehensive National Territorial Plans, which amount to spatial plans.

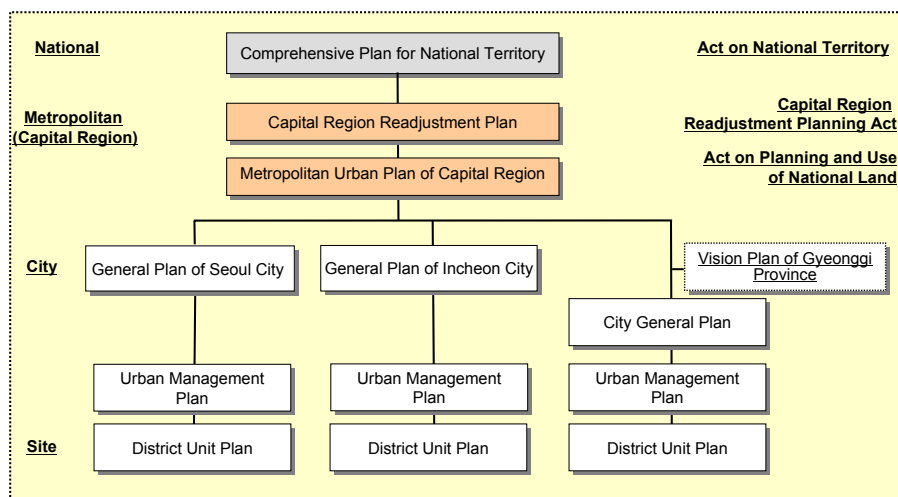
The national land and urban planning system is unified based on Framework Act on National Territory and National Territorial Planning Act (Plan on Planning and Use of National Territory). The Comprehensive National Territorial Plan will be established based on Framework Act on National Territory, and Wide-area Urban Plans and Urban Plans will be established based on National Territorial Planning Act.

In this planning system, Comprehensive National Territorial Plan which was organized upon the enactment of Framework Act on National Territory in 2002 exists in parallel with Comprehensive Provincial Plan and Comprehensive City-level Plan. At the same time,

sectoral plans such as National Transport Network Plan, Housing Plan, etc. and regional plans such as Wide-area Development Plan, Capital City Development Plan, etc. are made to correspond with this plan. Wide-area Urban Plan is the upper-level plan which sets out the planning direction of inter-city plans of more than two neighbouring cities. As of 2014, 12 inter-city areas including capital area, Busan area, Machangjin area (former Masan City, Changwon City and Jinhae City) are preparing for this kind of plan.

## 1.2.2 THE SEOUL METROPOLITAN AREA

Seoul is the administrative and economic capital of Korea. It has expanded beyond its city borders into one of the most populous metropolitan regions in the world. South Korea experienced rapid urbanisation after the Korean War when a high number of rural peasants left their hometowns for Seoul in search for better economic opportunities. Seoul played a pivotal role in the urbanisation process — its population was less than 2 million in the 1950s, but increased to more than 10 million in the 1990s. As Seoul grew, its surrounding provinces, Gyeonggi and Incheon, were integrated into a broad region now known as the Capital Region. This functional area, called the “capital region”, includes Seoul City, Incheon City and Gyeonggi Province. It accounts for approximately 48% of the national population with around 22.5 million people. Most of Korea’s economic activity is concentrated in this capital region, which produces almost half of Korea’s gross domestic product (GDP, 47.7% in 2002), firms (45.6%) and employment (49.6%). According to OECD, the region also registers faster growth than the national average in GDP (6.6% during 1994-2002 against 6.1% in Korea and notwithstanding a lower than average 3.4% growth rate in Seoul City), in the number of firms (15% during 1995-2002 compared to the national average of 13%)



**FIGURE 1.2.2**

The Planning System of South Korea (Lee 2008)

“Complex, rigid, and central government-dominated” problems

and in employment (8% as opposed to a national rate of 7.1%). Furthermore, Seoul hosts the headquarter functions of the largest internationally competitive Korean conglomerates (such as Samsung and LG) and it is the country's main international gateway (along with the Incheon International Airport and logistics platforms).

Nonetheless, significant negative factors may undermine the Seoul region's competitiveness. Seoul features an unusually high density of population – Korea ranks fourth in terms of geographic concentration of population in the OECD area – and this has led to significant congestion costs. Indeed, a private sector study assessed that Korea was losing 3-4% of its GDP in congestion costs. These factors are aggravated by other negative factors such as higher land prices and pollution levels.

## 1.2.3 REGIONAL PLANNING IN THE SEOUL METROPOLITAN AREA

### 1.2.3.1 THE SEOUL METROPOLITAN AREA READJUSTMENT PLAN

Seoul's search for competitiveness is carried out within a complex national framework. To deal with over-concentration of population and of economic activity, the Korean government has consistently imposed legal restrictions on building new factories, offices and universities in the capital region.

The region is still subject to specific regulatory measures to limit concentration and there has been a recent movement towards the relocation of some public functions and public administration to other parts of the country.

According to OECD (2005) and given Seoul's demographic and economic significance, it is crucial to design strategies

to tackle the negative effects of over-concentration more efficiently and to better exploit Seoul's comparative advantages beyond the traditional "centre versus periphery" dichotomy. This is a particularly pressing challenge: Seoul is the main metropolitan region in Korea with the capacity to compete with other megacities in Northeast Asia, where the path of economic and technological changes is more rapid than in other parts of the world.

The Capital Area Development Plan takes precedent over other laws and regulations in place in the area involving land use plans and various development plans. In fact, it forms the basis of those laws and regulations. The Ministry of Land, Transport and Maritime Affairs develops a draft, submits it to the Capital Area Development Plan Committee (chaired by the Prime Minister), which deliberates and finalizes it.

The Capital Region Readjustment Planning Act contains regulations for the construction of universities, factories, public complexes, and other large buildings, regulations on the development of land for industrial and housing purposes, and location rules set out according to specific districts in the area (e.g. those which have measures in place to curb overcrowding, those with measures to manage growth, and nature preserves).

**FIGURE 1.2.3**

Legal restrictions of the Korean Government against over-concentration of population and economic activity (Lee 2008)

Phase	Year	Policy and Act
Problem setting	1964	Policy for the Population Growth Control in Metropolis
	1969	Amended Policy for the Population Growth Control in Metropolis
Policy building	1970	The 1 <sup>st</sup> Comprehensive Plan for the National Territory Construction
	1973	Policy for the Population Dispersion of Major Metropolis
	1975	Plan of Population Dispersion of Seoul City
	1977	Master Plan for the Population Dispersion of Capital Region (1977-1986)
	1981	The 2nd Comprehensive Plan for the National Territory Construction (1982-1991)
Legislation and implementation	1982	Capital Region Readjustment Planning Act
	1984	The 1 <sup>st</sup> Capital Region Readjustment Plan (1984-1996)
	1986	The Action Plan of the Capital Region Readjustment
	1991	The 3rd Comprehensive Plan for the National Territory Construction (1992-2001)
	1994	Amendment of Capital Region Readjustment Planning Act
	1997	The 2nd Capital Region Readjustment Plan (1997-2011)
	1999	Policy for the Industry Transfer to Non-Capital Region
	2000	The 4th Comprehensive Plan for the National Territory (2001-2020)
	2004	Policy for the Balanced National Development by Rho Moo-Hyun Government
	2005	Drive of the Construction of Multifunctional Administrative City and Innovation City Policy Plan for the Capital Region Development
2006	The 3rd Capital Region Readjustment Plan (2006-2020)	
Policy shift	2007 - 2008	Researching on the 'Metropolitan Policy and Planning System Reform for the Capital Region in Korea'

**FIGURE 1.2.4**

Establishment of Seoul Metropolitan Area Readjustment Plan

**Article 4 of the 2010 describes the aim and approach of the act as follows:**

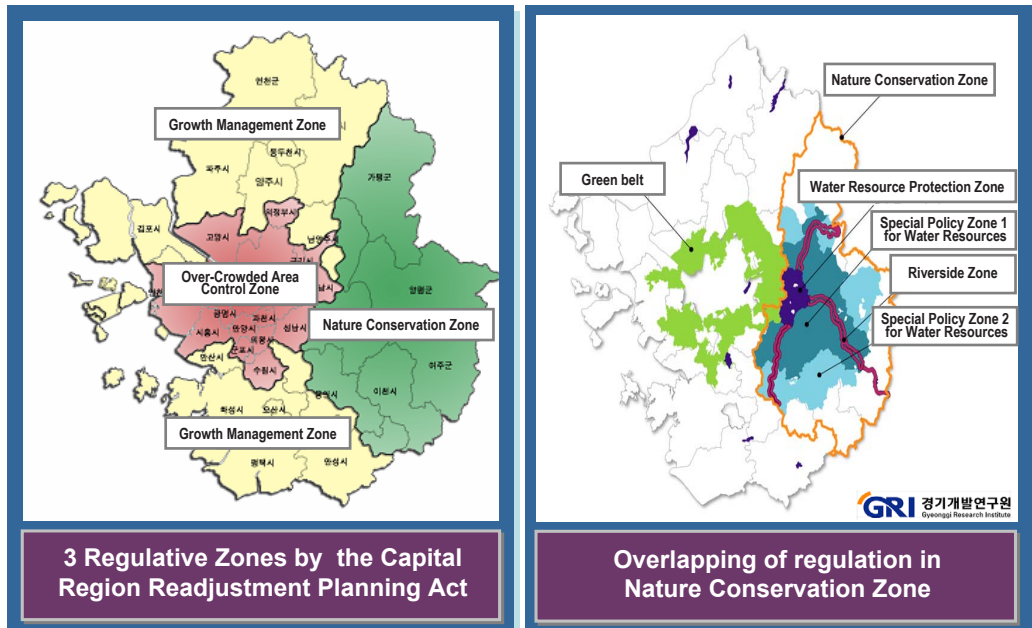
(1) In order to suppress the concentration of population and industries in the Seoul Metropolitan Area and secure appropriate distribution thereof, the Minister of Land, Transport and Maritime Affairs (...) shall formulate a Seoul Metropolitan Area readjustment plan including matters of the following subparagraphs after having heard opinions of the heads of central administrative agencies, Seoul Special Metropolitan City Mayor, Metropolitan City Mayors, or Do-governors (...):

1. Matters concerning goals and basic direction of Seoul Metropolitan Area readjustment;
2. Matters concerning distribution of population, industries, etc.;
3. Matters concerning division of regions and readjustment of each of the regions;
4. Matters concerning the management of overcrowding-inducing facility and development projects;
5. Matters concerning the readjustment of wide-area traffic facilities and water- supply and sewerage facilities, etc.;
6. Matters concerning environmental preservation;
7. Matters concerning assistances, etc. for Seoul Metropolitan Area readjustment;
8. Matters concerning the implementation and management of plans for the provisions of subparagraphs 1 through 7 above; and
9. Other matters concerning Seoul Metropolitan Area readjustment, as prescribed by the Presidential Decree.

Again and again the national government tried to limit population growth and economic activity in the over-crowded area (see Figure 5 below) by regulatory measures from the outside. Looking at the region from a regional

perspective (Figure 5 and 6) shows that there are physical barriers which hamper urban sprawl: Around the now overcrowded area there is a green belt and a nature conservation zone with overlapping regulations.

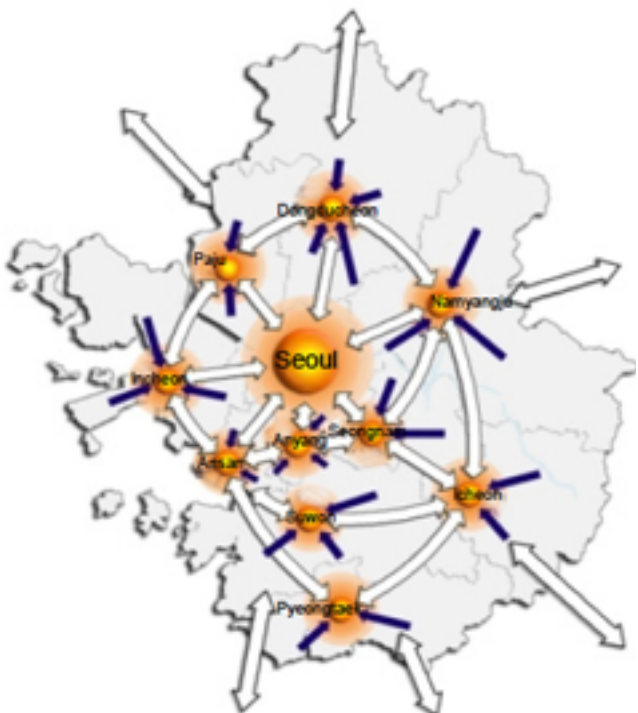
**FIGURE 1.2.5 AND 1.2.6**  
Regulative Zones in the Seoul Metropolitan Area



Overall, these areas are more an asset than an obstacle. They need to be preserved and as part of an integrated metropolitan planning which in include elements like the construction of new cities their preservation may also help to stimulate development outside of the belt and the conservation zone (Figure 7).

**FIGURE 1.2.7**  
Arrangement Plan for the Capital Region (Seoul Metropolitan Government 2009)

The paradigm of urban development has shifted from quantitative growth development to qualitative development, reflecting the changes to social and physical circumstances such as pursuit of a higher quality of life due to the development of an information-oriented society, de-industrialization, the decreasing and aging population, and the increase of income.



Through large and small projects, now Seoul Metropolitan Government is making an effort to raise the competitiveness of Seoul; create a new urban brand for Seoul by making the most use of its attractions and potentials; and solve the inequity problems by forming

sustainable, humanist urban environment in the redevelopment of the dilapidated town.

According to OECD, the Seoul capital region could further increase its international attractiveness by building on its current urban renewal policy. The centrepiece is the remarkable Cheonggyecheon Restoration project. The project aims at replacing an elevated expressway and its disadvantaged neighbourhoods with a freshwater stream and green spaces. It is expected not only to help solve the inner city environmental problems, but also to reduce socioeconomic disparities between the northern and southern parts of the city.

Bolstering the Seoul capital region's international competitiveness requires effective co-operation within the capital region. For Seoul City, confronting the challenge of exploiting economies of scale, so as to fulfil its ambition to become a global city, requires a thorough assessment of the underexploited potential within the capital region. For example, a cluster-mapping exercise for the whole capital region showing the extent of inter-firm linkages will help provide a better understanding of the integration of economic activities. There is an obvious trend towards the specialisation of high value-added activities in Seoul City (high-tech and service industries) and relocation of lower value-added activities (manufacturing industries) in the Gyeonggi Province, typical of advanced metropolitan regions. The challenge is to seek greater specialisation and complementarities of economic activities between the different parts of the capital region. Rationalising or at least facilitating the flow of people involved in the different industries must play a major role in the development process, the outcome of which would benefit the region and enhance national competitiveness.

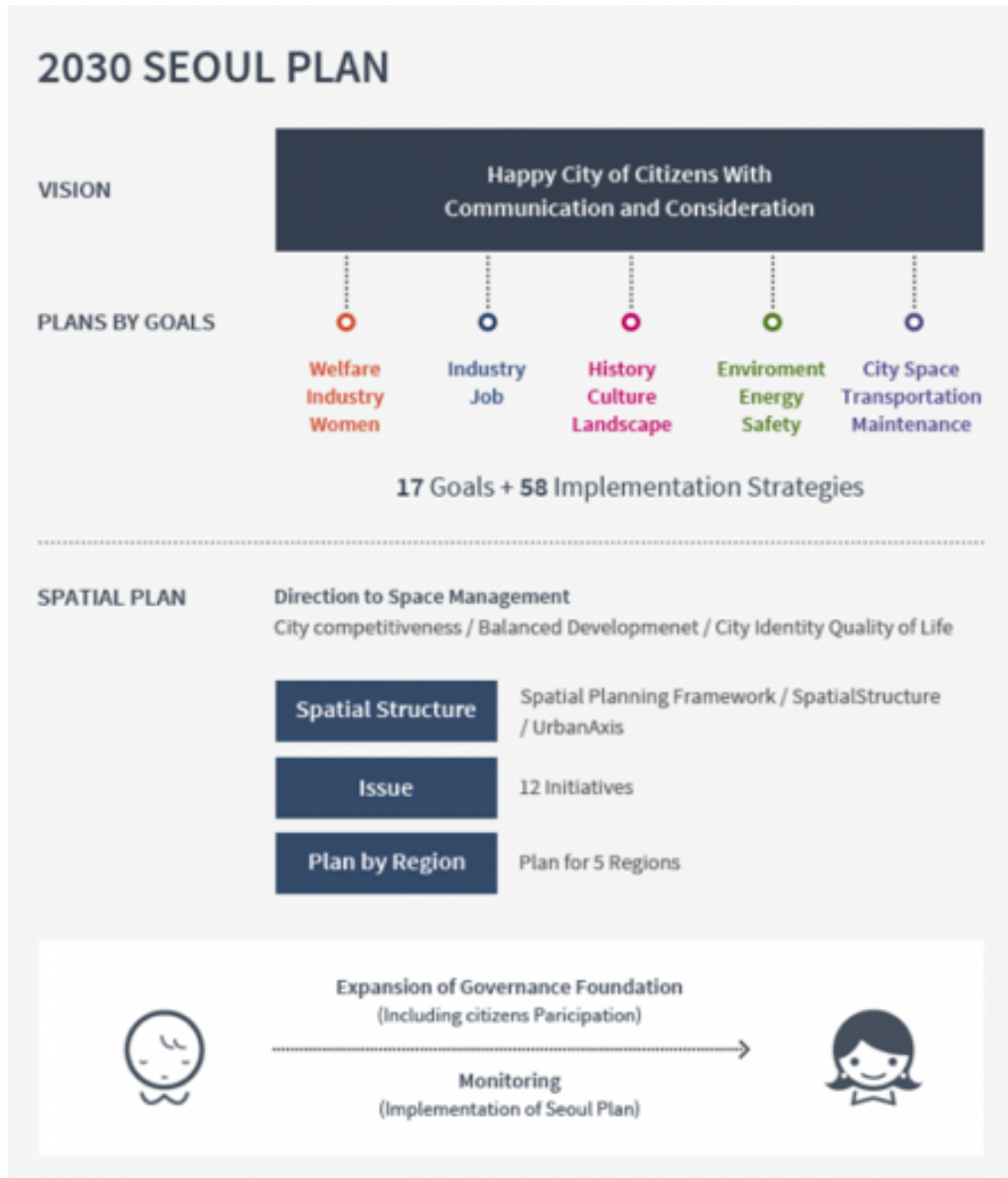
### 1.2.3.2 THE 2030 SEOUL PLAN

The Official Website of the Seoul Metropolitan Area reported in November 2015 about a new Seoul 2030 plan. This 2030 Seoul Plan is the Seoul Metropolitan Government's priority plan for the direction and change to be pursued by the city until 2030. It suggests space planning, as well as the basic direction for the establishment of Seoul Metropolitan Government's future policies and planning in each field, and it will also affect the life of citizens extensively. Unfortunately, no secondary source is available to further specify and evaluate this plan. Nonetheless, the following description by the Seoul Metropolitan Area is instructive as it confirms the new integrated approach of regional planning in the metropolitan area:

#### *Seoul's first "citizen participation-type basic urban planning"*

The 2030 Seoul Plan is a plan decided by citizens at each step of planning, so it is quite different from Seoul's past plans. In particular, the "Happy City of Citizens with Communication and Consideration," the future vision of the 2030 Seoul Plan, was suggested by citizens. To realize the future vision, a total of 5 core issues such as "people-centred city without discrimination," "-Dynamic global city with a strong job market" "Vibrant Cultural and Historic City," "Lively and safe city," and "Stable housing and easy transportation, community-oriented city" have been established after discussions with experts. In addition, to realize the 5 major issues by space unit, the direction of 4 space planning policies such as "recovery and strengthening of Seoul City's identity," "strengthening of global competitiveness of

**FIGURE 1.2.8**  
The 2030 Seoul Plan (Official Website of the Seoul Metropolitan Area 2015)



the metropolitan area,” “development direction of 5 areas,” and “innovative improvement of citizens’ living environment” was established, with the development directions for 5 areas decided.

**Change from the “1-main centre, 5-subcenter area system, 11-local centre” to “3-main centre, 7-regional centre, 12-local centre multi-core functional system”**

**FIGURE 1.2.9**

Participative approach of the 2030 Seoul Plan (Official Website of the Seoul Metropolitan Area 2015)



The “1-main centre, 5-subcenter area system, 11-local centre system” has been implemented since the first establishment of national basic urban planning in 1990, but it will be changed to the “3-main centre, 7-regional centre, 12-local centre.” The 3 main centre areas will be: Historic city centre, including Seoul City Wall area to be fostered as an international cultural centre; Gangnam as an international business centre, and; Yeongdeungpo and Yeouido as an international financial centre. The 7 regional centres will include: Yongsan, Cheongnyangni, Wangsimni, Changdong, Sanggye, Sangam, Susaek, Magok, Gasan, Daerim, and Jamsil.

### **Future establishment of 140 neighbourhood zones and realization through monitoring**

The Seoul Metropolitan Government plans to establish 140 neighbourhood zones in 5 areas from the end of this year until 2016.

The 2030 Seoul Plan is too new and more detailed information are not available. A follow-up to this case should be considered at a later stage.

**TABLE 1.2.1**  
Korea: Seoul Metropolitan Area Readjustment Planning Act

The Seoul Metropolitan Area was established by presidential decree. The Seoul Metropolitan Area readjustment plan shall take precedence over the urban planning within the Seoul Metropolitan Area under the National Land Planning and Utilization Act and the land utilization plan or development plan, etc. under other laws and regulations, and shall be the basis for such plans. The heads of central administrative agencies and the Mayor/Do governor shall formulate the implementation plan of their respective jurisdiction for the implementation of the Seoul Metropolitan Area readjustment plan and submit it to the Minister:

The Comprehensive National Territory Plan (CNTP) is the top-level plan regarding national territory that works in accordance with The Framework Act on National Territory. According to The Framework Act on National Territory, the national territory plan is classified into The Comprehensive Territorial Plan, The County Comprehensive Plan, The City and County Comprehensive Plan, and regional and sector plans. Sector and regional plans need to be in harmony with The Comprehensive National Territorial Plan. The Capital region plan is one of the regional plans.

TYPE OF DOCUMENT <i>Act</i>	YEAR 2010	PAGES 16	DEVELOPED <i>Ministry of Land, Transport and Maritime Affairs</i>	APPROVED <i>Ministry of Land, Transport and Maritime Affairs</i>
<p><b>Structure</b></p> <ol style="list-style-type: none"> <li>1. Purpose</li> <li>2. Definitions</li> <li>3. Relationship with Other Plans, Etc.</li> <li>4. Establishment of Seoul Metropolitan Area Readjustment Plan</li> <li>5. Implementation Plan (proc)</li> <li>6. Division and Designation of Regions</li> <li>7. Restriction on Acts within Overcrowding Control Region</li> <li>8. Restriction on Acts within Growth Management Region</li> <li>9. Restriction on Acts within Nature Preservation Region</li> <li>10. Priority Given to Movers</li> <li>11. Measures to be Taken for Previous Building Sites</li> <li>12. Imposition and Collection of Overcrowding Surcharge</li> <li>13. Reduction or Exemption of Overcrowding Surcharge</li> </ol>	<p><b>Main direction</b></p> <p>The purpose of the Readjustment Planning Act is contribute to the orderly readjustment and balanced development of the Seoul Metropolitan Area to induce appropriate arrangement of the overcrowded population and industries that are overly concentrated in the Seoul Metropolitan Area by prescribing necessary matters concerning the formulation and implementation of a comprehensive plan for readjustment of the Seoul Metropolitan Area.</p> <p>According to art 6 the Seoul Metropolitan Area shall be divided in the following ways for appropriate distribution of population and industries within the Seoul Metropolitan Area:</p> <ol style="list-style-type: none"> <li>1. Overcrowding control region: Area in which it is necessary to transfer or readjust because the population and industries are, or are likely to be, overly concentrated;</li> </ol>			

TYPE OF DOCUMENT	YEAR	PAGES	DEVELOPED	APPROVED
<p><i>Act</i></p> <ol style="list-style-type: none"> <li>2. Criteria for Computation of Overcrowding Surcharge</li> <li>3. (Imposition, Collection, Payment Period, Etc. of Overcrowding Surcharge</li> <li>4. Distribution of Overcrowding Surcharge</li> <li>5. Raising of an Objection</li> <li>6. Total Volume Control</li> <li>7. Regulation of Large-Scale Development Project</li> <li>8. Bearing of Installation Expenses of Wide-Area Infrastructures</li> <li>9. Installation, etc., of Seoul Metropolitan Area Readjustment Committee</li> <li>10. Organization</li> <li>11. Installation, etc. of Seoul Metropolitan Area Readjustment Working Committee</li> </ol>	2010	16	Ministry of Land, Transport and Maritime Affairs	Ministry of Land, Transport and Maritime Affairs
				<ol style="list-style-type: none"> <li>12. Growth management region: Area into which population and industries transferring from the overcrowding control region are deliberately induced and it is necessary for proper management of the industrial location and urban development; and</li> <li>13. Nature preservation region</li> </ol>

## 1.2.4 LESSONS LEARNT FROM THE SEOUL METROPOLITAN AREA

### 1. Top-down planning is limited even if the central government is situated in the middle of the region

The national government changed its approach towards the challenges in the capital region. Instead of continued interventions by the national government calls it aims now at a “region-customized” development. This gives a stronger role to local authorities and regional cooperation without necessarily giving up national control. In case of Seoul the existing green belt is a spatial barrier for development. But it is exactly this natural barrier offering also an opportunity for integrated and more balanced planning. The development is in progress and it is not yet clear where it will end.

Saudi Arabia may learn from the case of Seoul Metropolitan Area that strong governmental

intervention does not guarantee success and that after fifty years of intervention the growth of a city like Seoul still is not under national control. The recommendation is to explore new ways and - without looking for a blue print from other part of the world - to explore new tools and approaches. It fits to this recommendation that Seoul has no blueprint to offer based on its own most recent development.

### 2. A single issue goal and strategy (e.g. to reduce over-crowding) easily fails if a comprehensive planning is needed

The government of Seoul realised that over-crowding cannot be stop by measure to limit population development and economic activity. Instead, it needs a mix of tools and activities.

Saudi Arabia should make sure that new regional plans are not established with one basic goal. For instance, during my talks with experts in Madinah it was repeatedly stated that the goal of regional planning in the Madinah Region would be to limit population growth of Madinah city. Considering the case of Seoul it deems necessary to approach this goal with an integrated strategy and the right mix of tools.

# 1.3 REGIONAL PLANNING IN MALAYSIA: THE SOUTH JOHOR ECONOMIC REGION (SJER)

## 1.3.1 REGIONAL PLANNING IN MALAYSIA

### 1.3.1.1 WHO IS IN CHARGE OF (REGIONAL) PLANNING IN MALAYSIA?

Physical planning in Malaysia country had its beginning in 1921 with the establishment of a town planning department in Kuala Lumpur. Today, town and country planning is carried out at three levels. At federal level, the Ministry of Housing and Local Government via Federal Town and Country Planning Department is responsible for formulating and administering all national policies relating to town and country planning. At state level, The State Department of Town and Country Planning act as an advisory body to the state government. At the lowest level, local authorities are responsible for executing town and country planning function as prescribed in the local plan.

A significant milestone in the progress of town planning in this country was the promulgation of the Town and Country Planning Act of 1976 (Act 172) amended in 2001. It creates concurrent planning roles for both the Federal and States Governments. The Act provides the State Authority overall responsibility to plan on the use and development of the land in the State. It also provides local planning authorities the responsibility to plan, control and conserve land and buildings in their localities.

Under the Act 172, the State Authority is responsible for the general policy in respect to the planning, development and use of all land within the State. Each state delegates its planning responsibilities through a State Planning Committee (SPC). The SPC through its Secretariat, the State Town and Country Planning Department, will monitor progress of the development plan implementation. Every local authority is the local planning authority for its area and is amongst other

things responsible to regulate, plan and develop the use of all land and buildings within the local authority of local plans by the local planning authorities.

Thus, regional planning and development is shaped by all four major levels of the planning system, that is the:

1. National Physical Plan
  - » Negotiated with State Authority (SA)
  - » Approved by National Physical Planning Council (NPPC)
  - » Prepared by Director General of the Federal Town and Country Planning Department
2. Structure Plan
  - » Approved by State Planning Committee
  - » Assessed by the State Authority
  - » Prepared by State Director of Town and Country Planning Department
3. Local Plan
  - » Approved by State Planning Committee
  - » Assessed by the State Authority
  - » Prepared by Local Planning Authority
4. Special Area Plan
  - » Approved by State Planning Committee
  - » Assessed by the State Authority
  - » Prepared by State Director/Local Planning Authority

The other important aspect of the physical planning is to fulfilment of national integration. Thus, and as a prerequisite for the proper functioning of the planning system it is important that regional land policies should be integrated with that local land policy. Decisions at Federal or State Level will more often than not impact on planning policy at local planning authority level. For example, the identification of a need at state level for industrial and commercial activity can have serious implications for housing and other social infrastructure. As such the planning policy must be able to balance all the relevant issues. The government's planning policy

is largely set out in the National Development Plans comprising of the National Development Policy, Five Year Development Plans, and Vision 2020 issued by the Federal Government. These policies are supplemented by guidelines from the Federal Town and Country Planning Department.

In the *Journal of Malaysian and Comparative Law* Lee Lik Meng (2012) analysed who's the ultimate planning authority in Malaysia. The question is pertinent because the Federal Constitution prescribes that town and country planning is a shared responsibility of the Federal and State Governments. The planning law in 1976 originally defined three levels of planning authorities all of them at the State level. This was expanded in 2001 to include a National as well as regional planning authorities. However, the quasi-judicial planning Appeal Board which is appointed by the State Government appears to be the ultimate authority since its decision is final and there is no power for the State or Federal governments to intervene. The Board is an innovation ahead of its time but its constitution lacks representation in relevant areas of expertise, power is concentrated on the Chairman and there are no apparent constraints on the scope and powers of the Board. Thus, while Malaysia has a system of shared responsibility for town and country planning the federal government retains a strong role allowing for top-down decision-making.

### 3.1.2 REGIONAL PLANNING BY THE NATIONAL GOVERNMENT

Independent of specific comprehensive plans for the economic regions (see below with respect to South Johor Economic Region) regional planning and development was addressed directly by National Development Plans. ***Promoting corridors as an engine of growth***

During the Tenth Plan, regional economic corridors attracted a total of RM307.1 billion committed investments, of which 56.8% or RM174.5 billion was

realised. The realised investments resulted in 427,100 jobs created. In addition to investments and job opportunities, regional economic corridors also continued to uplift the lives of communities in surrounding areas. A number of initiatives were implemented across the regional economic corridors to enable local communities to benefit from the development taking place in the region.

*Moving forward - The Eleventh Malaysia Plan, 2016-2020; Focus area C: Transforming rural areas to uplift wellbeing of rural; Strategy C5: Streamlining the delivery system*

*Reviewing the role of regional development authorities (RDA)*

As part of the 11th plan beginning in 2016 the role of RDAs will be reviewed to drive socio-economic development of their respective areas. The RDAs will collaborate with the regional economic corridor authorities to provide sufficient infrastructure and social amenities as well as attract private investments to generate economic activities and create jobs for the local community. RDAs will also support relevant agencies in implementing socio-economic development programmes and projects. The capacity of RDAs will be strengthened to implement revenue generating projects to encourage self-financing.

*Focus area D: Accelerating regional growth for better geographic balance*

Since the establishment of the first regional economic corridor in 2006, many success stories have emerged, including economic opportunities for locals. Regional economic corridors will continue to spur economic growth to address inter- and intra-regional imbalances and increase inclusivity. Efforts will be undertaken to accelerate investment, provide infrastructure and review corridor development plans.

Two strategies have been identified:

Strategy D1: Strategic review of regional economic corridor master plans by revisiting regional economic

corridor priorities and industry focus; and

Strategy D2: Accelerating investment in regional economic corridors by enhancing facilitation for investors, improving connectivity and mobility as well as intensifying research, development and commercialisation.

### ***Strategy D1: Strategic review of regional economic corridor master plans***

Given the changing domestic and global economic landscape, regional economic corridor authorities will need to ensure that the direction, strategies and initiatives are in line with national socioeconomic development goals as well as responsive to international challenges. Regional economic corridors will continue to develop economic clusters based on sectoral and geographic advantages to benefit from economies of scale and enhance the quality of life of local communities. Efforts will be undertaken to accelerate investment, improve infrastructure and review of regional economic corridor master plans in order to realise investment of RM236 billion and create 470,000 jobs by 2020.

The regional economic corridors will continue to play an important role in Malaysia's growth and development but it needs to be noted that a 'corridor' can be understood as a region as the case of SJER demonstrates which is understood as one of the corridors. A number of long term, high impact programmes and projects are currently underway, and will continue to be implemented in the coming years. Priority sectors include the creative cluster in Iskandar Malaysia; automotive and aeronautics industries in NCER; petrochemical industries in the existing industrial parks in ECER; tourism and palm oil downstream processing in SDC; as well as energy-intensive industries including aluminium, steel and glass in SCORE.

### ***Strategy D2: Accelerating investment in regional economic corridors***

Investment acceleration is critical to spur development in

the regional economic corridors. On average, only 56.8% of committed investment has been realised. While there are many factors that influence investment realisation, more can be done to strengthen the investment delivery mechanism, especially around investor facilitation, mobility and commercialisation of research. Regional economic corridor authorities will facilitate investors in obtaining approvals across multiple agencies, solving land issues and related matters to ensure committed investments are realised. Expansion of this investor facilitation model will also ensure that authorities continue to facilitate investors once their businesses are in operation, to address implementation challenges and encourage reinvestment in the future.

Transportation networks will be improved to enhance connectivity and mobility in regional economic corridors. This includes the construction and upgrading of roads and highways such as the Pan Borneo Highway to link SCORE and SDC; Central Spine Road and Kota Bharu-Kuala Krai Highway to increase connectivity in ECER. The completion of Mukah Airport is expected to accelerate development in Mukah and the surrounding areas within SCORE, with Mukah to be developed as a smart city as well as one of the growth nodes in SCORE.

Collaboration between government, industry and academia will be strengthened to intensify research, development and commercialisation (R&D&C) activities in economic clusters to ensure industrial sustainability. The collaboration concept adopted by the Collaborative Research in Engineering, Science and Technology (CREST) Centre will be extended to other economic clusters and regional economic corridors.

## **3.2 THE SOUTH JOHOR ECONOMIC REGION (SJER)**

Economic regions were initiated under the Ninth Malaysia Plan to bridge development imbalance throughout the country by focusing on economic growth through public-private partnerships (PPP). The establishment of directions, policies and strategies in relation to

the economic regions have been established through three Acts of Parliament, namely, Iskandar Regional Development Authority Act 2007 (Act 664), Northern Corridor Implementation Authority Act 2008 (Act 687) and East Coast Economic Region Development Council Act 2008 (Act 688). The statutory bodies responsible with the regional economic development are Iskandar Regional Development Authority (IRDA), Northern Corridor Implementation Authority (NCIA) and East Coast Economic Region Development Council (ECERDC)

Located at the southern-most tip of Peninsular Malaysia and mainland Asia, South Johor has long played an important and strategic role in the history and development of Malaysia and its surrounding region. Johor draws natural advantages from proximity to Singapore. Spillover from Singapore with its population base of 4.2 million and its trading, services and logistics hub has been significant. Johor Bahru, the capital city of Johor and its surrounding areas, has grown to become the second most important economic conurbation in Malaysia. The economy is well diversified with successful clusters emerging around the electronic, logistics, food and agriculture, tourism and oil and petrochemical industries. Its strategic geographic position on the world's busiest shipping routes, its proximity to an international hub and the large markets of Singapore, Indonesia and

**FIGURE 1.3.1**  
The South Johor Economic Region in the State of Johor



further out, China and India, and its

rich endowment of natural and human resources has both underpinned Johor's past successes and underscores Johor's future potential.

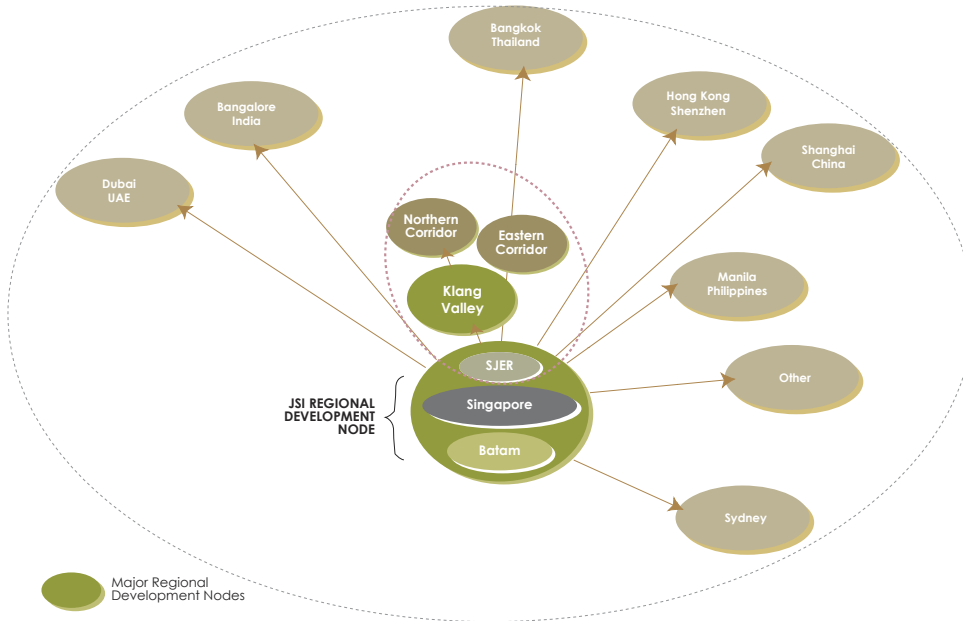
### 1.3.3 REGIONAL PLANNING IN THE SOUTH JOHOR ECONOMIC REGION

Due to the shared responsibility of the Federal and of the State government, regional planning is framed by federal laws and regulations. These include the National Physical Plan 2005-2020 (Figure 2) and the Comprehensive Development Plan for South Johor Economic Region 2006-2025.

**FIGURE 1.3.2**  
The South Johor Economic Region (Johor Bahru Conurbation) as part of the National Physical Plan of 2006



In 2005, the Federal Government of Malaysia, along with the State Government of Johor, identified the need for a focused and developmental approach to the economically and geographically important region of South Johor. Important was the recognition of dominant trends including globalization with its increased competition



**FIGURE 1.3.3**  
International Positioning of the South Johor Economic Region in the *Johor-Singapore-Indonesia (JSI) node*

in the flows of capital, human resource and ideas, the rise of China and India and the impact of technology and innovation (Figure 3).

While such trends accorded significant opportunities for economic growth in South Johor in view of its considerable factor advantages in the supply of competitively priced land, its strategic geographic position, its industrial base and connectivity and its cost structure, the same trends, if unchecked and unmanaged, also represented significant threats to the enduring prosperity and social cohesion of Johor. In particular, the government was conscious of the need to equally manage not just the risks of opportunity loss of not achieving full growth potential but just as importantly to ensure that such targeted growth comes with equitable distribution. Indeed, it is this underlying socio-economic philosophy and practice of growth with equity that has been the bedrock that has allowed social cohesion, peace and prosperity to take place.

It is against this backdrop that in July 2005, the Government of Malaysia had tasked Khazanah to conduct a feasibility study for the development of a special economic zone in South Johor in what was then referred to as the Southern Belt Economic Zone (SBEZ). A Special Projects Team

(SPT) was formed in Khazanah to undertake the task, consisting of Khazanah officers, consultants and subject matter experts from various relevant fields including in town planning, real estate, economic and financial planning, environmental planning, legal and regulatory, marketing, business process re-engineering, social policy, strategy, and in local government. Officers from the Federal Government and the State Government of Johor were also seconded to the SPT.

In October 2005, Khazanah presented a Conceptual Outline Plan for the proposed South Johor Economic Region (SJER) to the National SJER Planning Committee (NSPC) that concluded that there was a strong economic, social and developmental rationale for the proposed development of SJER. The NSPC was chaired together by the YAB Prime Minister and YAB Chief Minister of Johor. Khazanah acts as the secretariat for the committee. The NSPC further tasked Khazanah to develop a detailed and comprehensive Master Plan for the development of SJER that aimed to address socio-economic development in a holistic and sustainable fashion. To drive the planning process, the strategic framework of the proposed SJER was also adopted by the NSPC in October 2005 and consists of the following;

**TABLE 3.1**

Strategic framework of the proposed SJER as adopted by the National SJER Planning Committee in October 2005

1. Vision: Development of a Strong, Sustainable Conurbation of International Standing
2. Foundations to be based on
  - a. Nation Building
  - b. Growth and Value Creation
  - c. Equitable and Fair Distribution among Stakeholders
3. Five main strategic pillars
  - a. International Rim Positioning
  - b. Establishing hard and soft infrastructure enablers
  - c. Investments in catalyst projects
  - d. Establishing a strong institutional framework and the creation of a strong regulatory authority
  - e. Ensuring socio-economic equity and buy-in from the local population

This strategic framework was further reinforced when in July 2006, inter alia the following was agreed:

- » That the proposed SJER would cover the logistic triangle of Senai Airport to the north, Port of Tanjung Pelepas (South West) and Johor Port in Pasir Gudang (South East), encompassing an area of 2,217 sq km (Figure 4). Several key factors in selecting the area of SJER were highlighted including, its strong connectivity through the North-South Expressway, road and rail links to Singapore, air links and sea links to Indonesia and the region and its strategic location and proximity to some of the world's most rapidly growing economies with some 800 million population within a six hour flight time radius.
- » That the SJER Master Plan would, inter alia, look to address several key risks that has hampered regional development in the past, including uncoordinated and duplicative development, excessive private value capture and potential marginalisation of the local population. It was also emphasized that a cornerstone of the proposed Master Plan is the need to ensure that the rights of the Federal and State Governments under the Federal Constitution are preserved, specifically Johor's constitutional rights on land matters.
- » Further, it was highlighted that a key feature of the proposed Master Plan will be the emphasis on sustainable development, conservation of the environment and equitable distribution of the benefits of growth among the local population
- » It was also highlighted that a key component of the SJER is the creation of a "one-stop fast track mechanism agency" where Federal and State Government agencies will work seamlessly to provide a facilitative environment for investors and consumers. The Federal and State Governments will play a major role in facilitating the creation of an investor-friendly environment through immigration, education, tax, land and close liaison with local authorities.

**Iskandar Regional Development Authority for the South Johor Economic Region**

The Iskandar Regional Development Authority (IRDA) is a Malaysian Federal Government statutory body tasked

with the objective of regulating and driving various stakeholders in both public and private sector towards realizing the vision of developing Iskandar Malaysia into a strong and sustainable metropolis of international standing.



**FIGURE 1.3.4**  
The South Johor Economic Region

Source : SJER CDP 2025

**TABLE 1.3.2:** Iskandar Comprehensive Development Plan (CDP) for South Johor Economic Region SJER (2006-2025)  
Malaysia:

In March 2006, the Ninth Malaysia Plan covering the period 2006 to 2010 was launched by the Prime Minister and inter alia, identified SJER as one of the catalyst and high-impact developments under the Plan. SJER covers the logistic triangle of Senai Airport to the north, Port of Tanjung Pelepas (South West) and Johor Port in Pasir Gudang (South East), encompassing an area of 2,217 sq km. The National SJER Planning Committee (NSPC) chaired together by the Prime Minister and Chief Minister of Johor. Khazanah national investment agency acts as the secretariat for the committee. The NSPC further tasked Khazanah to develop a detailed and comprehensive Master Plan for the development of SJER “detailed and comprehensive Master Plan for the development of SJER that aims to address socio-economic development in a holistic and sustainable fashion”. In preparing the CDP, it was identified that by and large the CDP is consistent with the Draft Johor State Structure Plan. The key difference being on the emphasis of scope, whereby the SJER Plan focuses on the Southern Planning Zone of the Draft Johor State Structure Plan.

TYPE OF DOCUMENT <i>Master Plan</i>	YEAR 2006	PAGES 326	DEVELOPED <i>Khazanah</i>	APPROVED <i>National SJER Planning Comm.</i>
<p><b>Structure</b></p> <p>Section A Framework For Comprehensive Development</p> <p><b>Part 1: Background and Objectives</b></p> <ol style="list-style-type: none"> <li>1. Background and Context</li> <li>2. Vision and Objectives</li> </ol> <p><b>Part 2: Development Strategies</b></p> <ol style="list-style-type: none"> <li>3. Physical Development Strategies</li> <li>4. Economic Development Strategies</li> <li>5. Social Development Strategies</li> </ol> <p>Section B Planning and Implementation</p> <p><b>Part 1: Regulatory and Governance Framework</b></p> <ol style="list-style-type: none"> <li>6. Regulatory, Legal and Institutional Initiatives</li> </ol>	<p>Main direction</p> <p>In respect of SJER, the National Physical Plan has identified the Johor Bahru Conurbation as the principal conurbation for Southern Peninsular Malaysia and as one of the second tier conurbations (along with the Penang and Kuantan Conurbations) after the Kuala Lumpur Conurbation in the overall hierarchy of urban centres. These conurbations are to be the prime centres for international and local investments.</p> <p>As a regional growth conurbation, SJER aims to balance out national growth such that the southern part of Peninsular Malaysia will be a key beneficiary, whilst playing a symbiotic support role to the Level 1 – National Growth Conurbation of Kuala Lumpur. To further support the NPP, an integrated National Transportation Network for Peninsular Malaysia has been proposed that comprises three main aspects:</p> <ul style="list-style-type: none"> <li>» Network Configuration</li> <li>» National Gateways and Transportation Nodes</li> <li>» Urban Transportation and Intelligent Transport System</li> </ul>			

TYPE OF DOCUMENT	YEAR	PAGES	DEVELOPED	APPROVED
<p><i>Master Plan</i></p> <p><b>Part 2: Social and Holistic Development</b></p> <ol style="list-style-type: none"> <li>7. Liveable Communities</li> <li>8. Social Development Initiatives</li> </ol> <p><b>Part 3: Physical Planning Initiatives</b></p> <ol style="list-style-type: none"> <li>9. The Physical Development Plan</li> <li>10. South Johor Urbanisation</li> <li>11. Natural and Green Environment</li> <li>12. The Coastal Zone</li> <li>13. Johor Bahru City Centre</li> </ol> <p><b>Part 4: Infrastructure Development Initiatives</b></p> <ol style="list-style-type: none"> <li>14. Urban Infrastructure</li> <li>15. Urban Linkage System</li> <li>16. Transit-Oriented Development</li> </ol> <p><b>Part 5: Commercial Development Initiatives</b></p> <ol style="list-style-type: none"> <li>17. Commercial Development Initiatives</li> </ol>	2006	326	Khazanah	National SJER Planning Comm.
<p>In addition to its planning role, it was identified that Khazanah would also play a catalytic investment role, investing directly or indirectly, wholly or in partnership into catalyst infrastructure and development projects. Among others, several catalyst projects were highlighted, at various stages of study and implementation including the Johor State New Administrative Center (JSNAC), Southern Johor Industrial Logistic Cluster, Waterfront City, Medical Hub, Edu-city, and a proposed international destination resort. These initiatives were identified to complement the many important ongoing developments in various sectors by the major economic players already well established in SJER, including, the Port of Tanjung Pelepas (PTP), the UEM Group, Senai Airport, Danga Bay and Johor Corporation, among others.</p>				

### 1.3.4 LESSONS LEARNT FROM THE SOUTH JOHOR ECONOMIC REGION (SJER)

#### 1. Reframing Regional Planning in response to Globalization

The establishment of the South Johor Economic Regions was inspired by changing framework conditions which are mainly due to trends including globalization.

Saudi Arabia is certainly analysing its position and potential in reference to trends including globalization. What Saudi Arabia could learn from Malaysia is to carry out the analysis also with respect to its regions. Arriyadh, Sharkiah, Maccah and Madinah are among those regions which depend on international trade, pilgrims etc. Regional planning should include an international positioning of each region.

#### 2. New regions in addition to traditional regions

SJER was established in 2006 based on a needs assessment by the government and for the purpose to achieve defined goals. In contrast to this the States of Malaysia have a longer history and they form a level of government covering the entire country. But apparently, functional as the States are they don't serve all needs and goals of regional planning and development.

Saudi Arabia should not establish new types of regions just because Malaysia established Economic Regions (or because in Germany Metropolitan Regions are emerging). Nonetheless, the Kingdom should carefully analyse if the regions as they exist can cover all needs of coordination, planning and development at a level between the national and the local. Guiding question should include: How should the Riyadh Metropolitan region be defined and does it equal the Arriyadh Region? How close are the ties

between Makkah and Madinah in field like economy, transport, pilgrims etc and would it be reasonable to consider them as one economic region? Would it be reasonable to review corridors (as defined by the National Spatial Strategy of Saudi Arabia) with the understanding of Malaysian planers who identified corridors according to their economic relevance?

# 1.4 REGIONAL PLANNING IN SOUTH AFRICA: PLANNING IN THE NORTHERN CAPE PROVINCE

## 1.4.1 REGIONAL PLANNING IN SOUTH AFRICA

There is a considerable array of legislation that controls planning within the geographic boundaries of the Republic of South Africa. There is no regional planning system for South Africa but there are several national laws, rules, regulations framing planning at the regional level. Some of the most important instruments are the National Spatial Development Perspective, the Integrated development Plan (IDP) and Planning Acts and Ordinances in the provinces:

### National Spatial Development Perspective

National spatial development planning initiatives by central/national governments have undergone a revival over the last 10 to 15 years after falling from favour during the New Right-dominated 1980s and early 1990s (Oranje 2010). Most notable is the National Spatial Development Perspective (NSDP) of 2006.

The NSDP puts forward a set of five normative principles:

1. Rapid economic growth that is sustained and inclusive is a prerequisite for the achievement of other policy objectives, among which poverty alleviation is key.
2. Government has a constitutional obligation to provide basic services to all citizens (e.g. water, energy, health and educational facilities) wherever they reside.
3. Beyond the constitutional obligation identified in Principle 2 above, government spending on fixed investment should be focused on localities of economic growth and/or economic potential, in order to gear up private-sector investment, stimulate sustainable economic activities and create long-term employment opportunities
4. Efforts to address past and current social inequalities should focus on people, not places. In localities where there are both high levels of poverty and demonstrated economic potential, this could include fixed capital investment beyond basic services to exploit the potential of those localities. In localities with low demonstrated economic potential, government should, beyond the provision of basic services, concentrate primarily on human capital development by providing education and training, social transfers such as grants and poverty-relief programmes. It should also reduce migration costs by providing labour-market intelligence to give people better information, opportunities and capabilities, to enable them to gravitate - if they choose to - to localities that are more likely to provide sustainable employment and economic opportunities.
5. In order to overcome the spatial distortions of apartheid, future settlement and economic development opportunities should be channelled into activity corridors and nodes that are adjacent to or that link the main growth centres. Infrastructure investment should primarily support localities that will become major growth nodes in South Africa and the SADC region to create regional gateways to the global economy.

The NSDP and its principles are also designed to act as a guide for policy coordination with emphasis on the spatial and economic implications of development policy and programmes of national, provincial and local government. South Africa has three spheres of government that are distinct and interrelated. Achieving policy coherence and coordination within such a context is complex. Figure 1 illustrates the functional and administrative context of the country. It is intended that the implementation of the strategies of different agencies and spheres of

government be monitored in accordance with NSDP principles. In this sense, the NSDP principles are also seen as contributing to:

- » The principle of cooperative governance; and
- » The achievement of sustainable human settlements and of robust local economies within the framework of sustainable development.

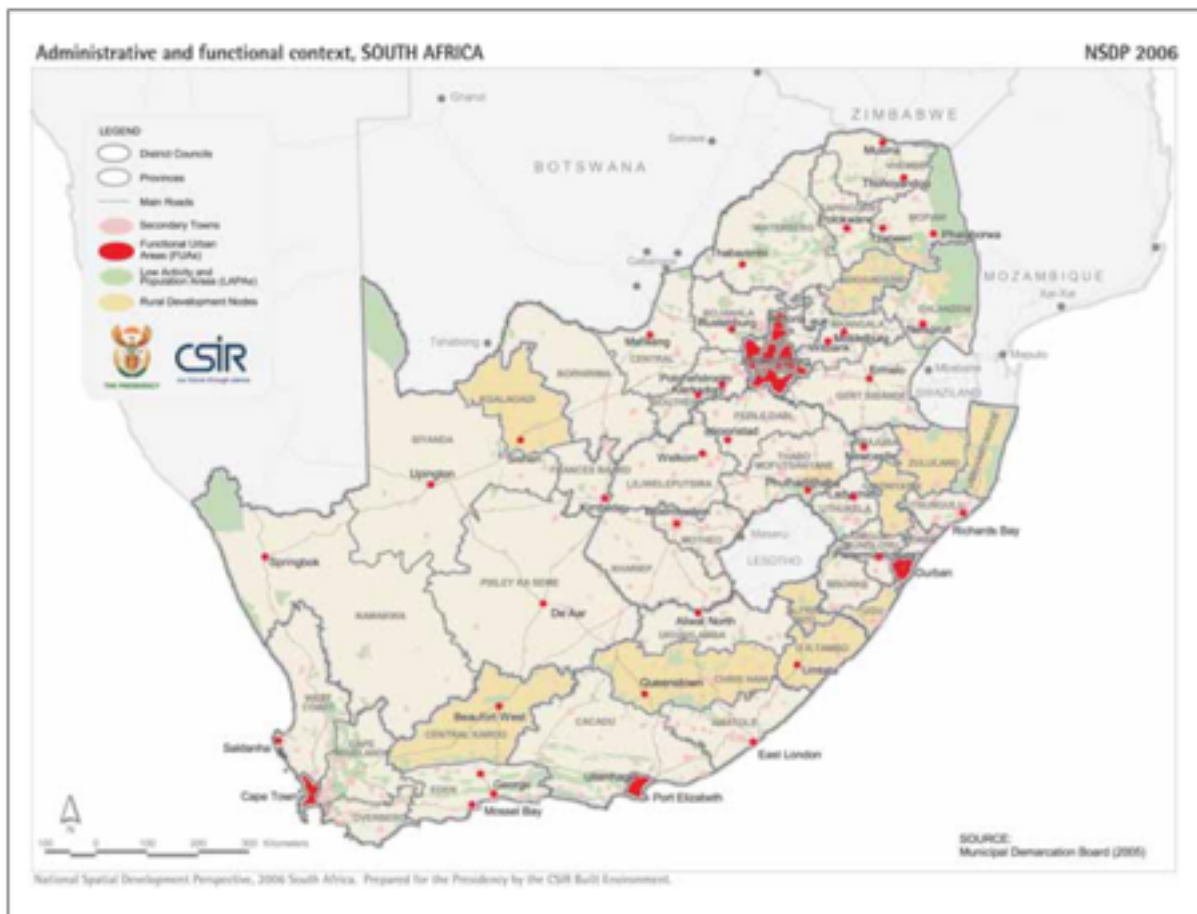
### Integrated Development Plan

Municipal Systems Act No 32 of 2000 – setting out in Chapter 2 the requirement, amongst other, for newly elected municipal councils to prepare and adopt an integrated development plan (IDP) for their respective areas and to provide for annual revision thereof. The

IDP is required in terms of the act to include a spatial development framework (SDF) which must include the provision of basic guidelines for a land use system for the municipality. Described as the centrepiece of planning in post-apartheid South Africa is the Integrated Development Plan (IDP), which is intended to provide strategic guidance to newly constructed municipalities, and to link and coordinate the many different sectoral plans and planning processes. The IDP was introduced by legislation in 1996 but it has multiple and diverse origins, and is the product of both international trends and influences and the specific South African context. In terms of practical outcome, the first round of IDPs has been disappointing, but integrated development planning should be understood as an incremental learning process.

**FIGURE 1.4.1**

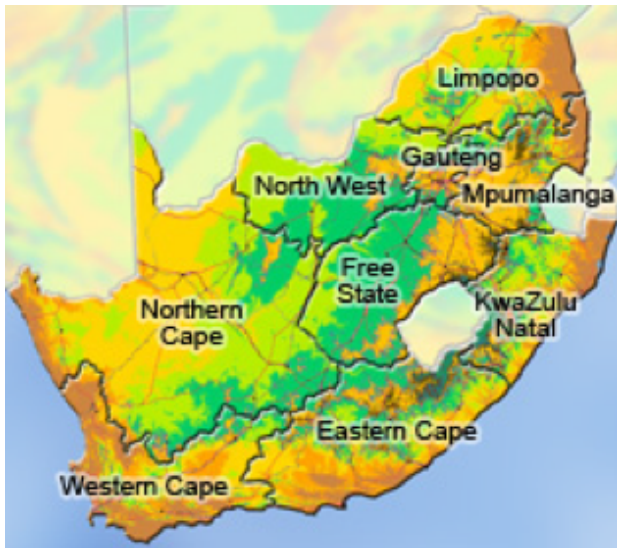
Functional urban areas and administrative context



## Planning Acts and Ordinances in the provinces

**FIGURE 1.4.2**

Provinces of the Republic of South Africa



The majority of legislation directly controlling planning in the nine provinces is still pre-1994 legislation enacted by the original four provinces of South Africa and they are all also generally unconstitutional in some or other aspect. Only in KwaZulu-Natal and in the Northern Cape has new planning legislation been enacted and put into effect since 1994 and even here certain aspects (relating to appeals) are challengeable.

Some of the other provinces are in the process of drafting new planning legislation. As a result of the Constitutional Court ruling with respect to the DFA and the tardiness of the preparation of the new legislation in some provinces, the Department of Rural Development and Land Affairs recently published the Spatial Planning and Land Use Management Bill for comment and which it hopes to have enacted by June 2012.

The majority of the nine provinces are still relying on pre-1994 legislation formulated for the prior four province arrangement as illustrated below (in date of enactment order):

<b>Free State</b>	Townships Ordinance No 9 of 1969
<b>Eastern Cape</b>	Cape Land Use Planning Ordinance No 15 of 1985
<b>North West</b>	Cape Land Use Planning Ordinance No 15 of 1985
<b>Western Cape</b>	Cape Land Use Planning Ordinance No 15 of 1985
<b>Gauteng</b>	Transvaal Town Planning and Townships Ordinance No 15 of 1986
<b>Limpopo</b>	Transvaal Town Planning and Townships Ordinance No 15 of 1986
<b>Mpumalanga</b>	Transvaal Town Planning and Townships Ordinance No 15 of 1986
<b>Northern Cape</b>	Northern Cape Planning and Development Act No 7 of 1998
<b>KwaZulu-Natal</b>	KwaZulu-Natal Planning and Development Act No 6 of 2008 (and vestiges of Natal Town Planning Ordinance No 27 of 1949 for special consents)

## 1.4.2 THE NORTHERN CAPE PROVINCE

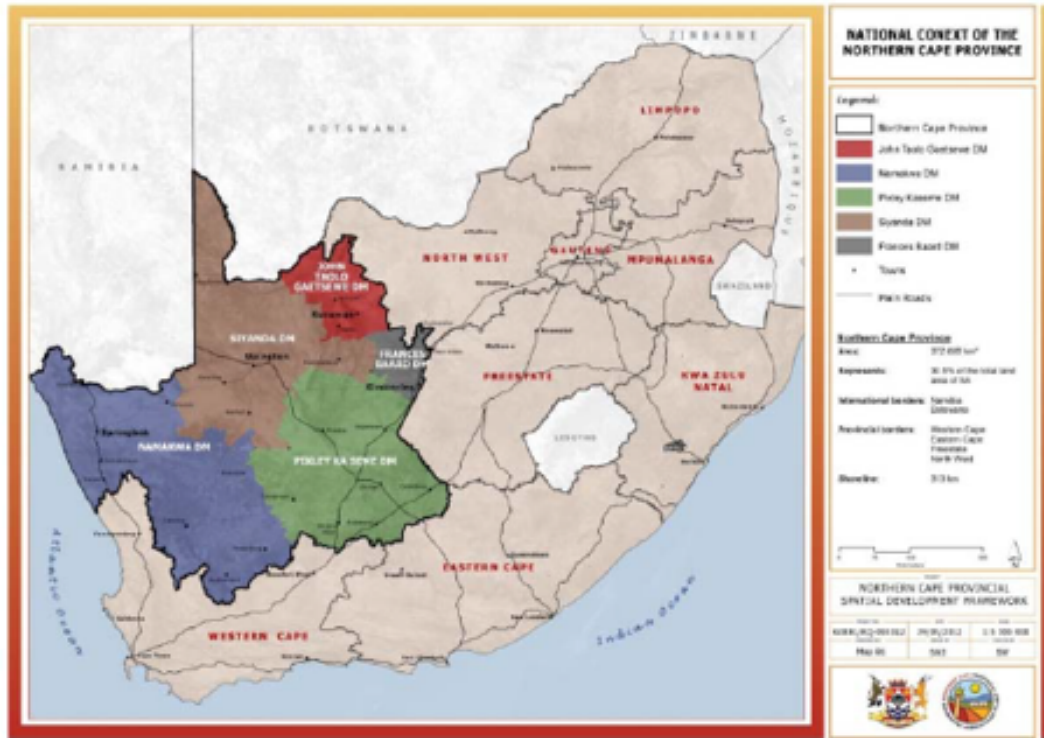
The Northern Cape is located in the north-western corner of South Africa (Figure 3) and has a shoreline of approximately 313 km along the Atlantic Ocean. The Northern Cape is the largest of the nine provinces of South Africa – it covers approximately 372 889 km<sup>2</sup> which is 30.5% of the total land surface of the country. Its population was estimated in 2005 at 991 919 with the major ethnic group being the Black population, representing 46% of the entire population. With 2,9 persons per km<sup>2</sup> in 2007 Northern Cape has the lowest density in the country.

The Northern Cape comprises approximately 115 urban settlements of various sizes. The settlement pattern is characterised by small and isolated urban and quasi-urban settlements scattered across the vast area of the province. Some of these have a solid economic base which stimulates energetic growth. However, many of the settlements find it hard to provide basic services and sufficient income generating-opportunities to their inhabitants (Figure 4).

The weather of the Northern Cape is typically that of desert and semi-desert areas. It is a generally hot and dry region with fluctuating temperatures and generally low rainfall. Evaporation levels exceed the annual rainfall which varies between 50 mm and 400 mm (the average annual rainfall over the province is 202 mm).

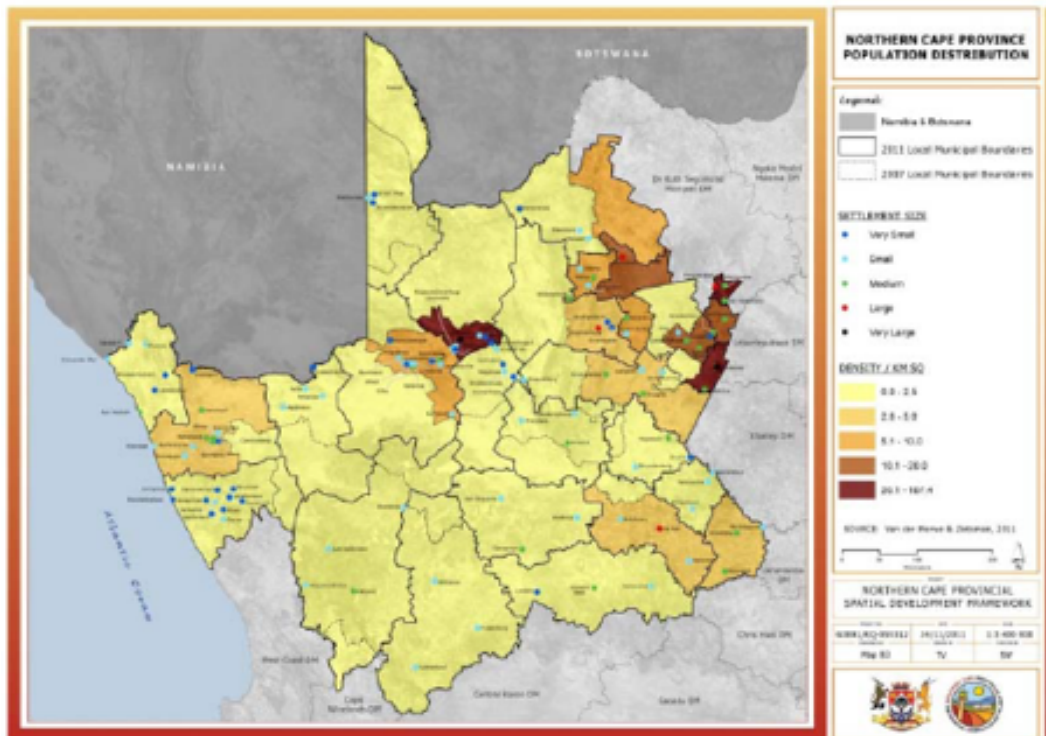
**FIGURE 1.4.3**

National Context of the Northern Cape Province with its 5 district municipalities



**FIGURE 4.4**

Urban population distribution of the Northern Cape settlements



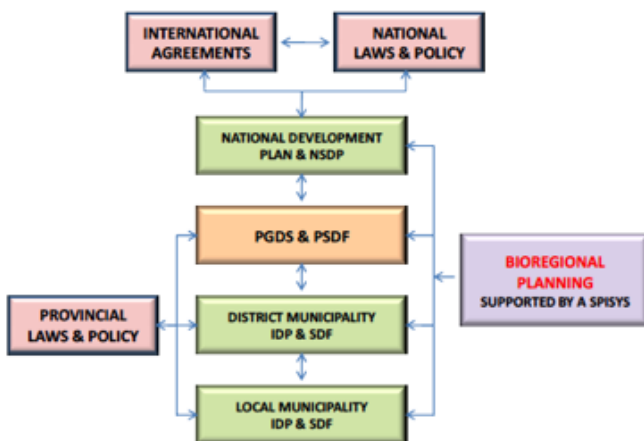
### 1.4.3 REGIONAL PLANNING IN THE NORTHERN CAPE PROVINCE

The Office of the Premier of the Northern Cape and the Department of Rural Development and Land Reform during 2011 jointly commissioned the preparation of a Provincial Development and Resource Management Plan / Provincial Spatial Development Framework for the Northern Cape (for ease of reference the document is referred to as the Northern Cape PSDF or the PSDF).

Figure 2 illustrates the integrated structure of plans. This structure relates to the national sphere (i.e. the National Development Plan and the NSDP), the provincial sphere (i.e. the PGDS and the PSDF), the district sphere, i.e. the IDP (Integrated Development Plan) and SDF (Spatial Development Framework) of the district municipality and the local sphere, i.e. the IDP and SDF of the local municipality. All of these have to comply with the applicable international agreements and conventions and the relevant national and provincial legislation and policy. The entire structure or 'package' of plans is to be recorded and managed in terms of a standard Spatial Planning Information System (SPISYS).

**FIGURE 1.4.5**

The integrated Structure of Planning



The PSDF is the product of an integrated process facilitated by a dedicated organisational structure. The latter comprised three forums which collectively represented and addressed the interests and mandates of the full spectrum of government departments, district and local municipalities, and key Non-Governmental Organisations (NGOs).

The planning process incorporated a broad stakeholder consultation process which provided all concerned the opportunity to participate in the preparation of the PSDF. The latter is therefore effectively an expression of the wishes and aspirations of the people of the Northern Cape as it relates to the spatial pattern in terms of which future development is to unfold throughout the province, and the values, principles and strategies that are to support such development. As such, the PSDF is to give effect to the cryptic vision that evolved through the PSDF process, namely: Enhancing our Future.

At the provincial sphere the PSDF is the highest order of such 'package' of plans and serves as a manual for the integration and standardisation of planning documentation of the various spheres of government in the province with specific reference to the following:

1. Supporting the district and local municipalities in the preparation of their SDFs prepared in terms of the Local Government Municipal Systems Act 32 of 2000 and the Northern Cape Planning and Development Act 7 of 1998.
2. Guiding the investment of public resources (capital) through the following:
  - (i) Providing a credible context for public investments in the coming years.
  - (ii) Promoting equitable development of areas that have lagged behind.
  - (iii) Providing certainty to all stakeholders regarding spatial and socio-economic implications of future development in the Northern Cape.
3. Providing a basis for co-ordinated decision-making and policy-formulation regarding future land-use with specific reference to the following:

(i) Serving as a basis for decision-makers in respect of development applications throughout the province.

(ii) Replacing inappropriate existing policy frameworks with a more ambitious forward moving, integrated approach to planning that will lead to the realisation of common goals of the province.

4. Facilitating cross-boundary co-operation and co-ordination between district and local municipalities, adjoining provinces, and bordering countries in respect of issues that are of mutual interest for their respective areas of jurisdiction (refer to inter alia issues pertaining to land-use, biodiversity conservation, and resource utilisation).



**TABLE 1.4.1** Northern Cape Provincial Development and Resource Management Plan / Provincial Spatial Development Framework (PSDF) South Africa: Northern Cape Provincial Development and Resource Management Plan / Provincial Spatial Development Framework (PSDF)

The PSDF is to serve as a) a Spatial land-use directive which aims to promote environmental, economic, and social sustainability through sustainable development, b) Guideline for instilling a developmental state, c) Basis for prioritising governmental programmes and projects, d) Premise for governmental performance management, e) Manual for integrated land-use planning.

The PSDF does not create, or take away, land-use rights and it is to be applied in a “flexible and pragmatic manner” which takes into account the merits and particular circumstances of each case as required by law. However, the approval of the PSDF in terms of the Northern Cape Planning and Development Act 7 of 1998 means that the PSDF has statutory status as the common spatial vision and strategy around which to align the future development and management of the province. Compliance with the PSDF in this regard is therefore mandatory.

<b>TYPE OF DOCUMENT</b> <i>Statutory document</i>	<b>YEAR</b> 2012	<b>PAGES</b> 407	<b>DEVELOPED</b> <i>Department of Rural Development and Land Reform and the service provider, Dennis Moss Partnership</i>	<b>APPROVED</b> <i>by a Member of the Executive Council, Department of Co-Operative Governance, Human Settlements and Trad. Affairs</i>
<p><b>Structure</b></p> <p>The PSDF comprises three interrelated sections together with a set of user’s ‘toolkits’. The respective sections constitute the following:</p> <ul style="list-style-type: none"> <li>» <b>Section A</b> addresses all <b>introductory</b> aspects and provides guidelines for the use of the PSDF, its status, a vision and supporting goals and objectives, and the planning approach adopted.</li> <li>» <b>Section B</b> provides a synopsis of the <b>key characteristics and inherent capital</b> of the Northern Cape and a summary of <b>focal aspects</b> that are addressed in Section C.</li> <li>» <b>Section C</b> puts forward a <b>spatial vision</b> and directives together with <b>policy guidelines and implementation strategies</b> for the focal aspects summarised in Section B. Section C also incorporates <b>priority interventions</b> that individually and collectively promote the vision and goals of the Northern Cape.</li> </ul>	<p><b>Main direction</b></p> <p>The Northern Cape Government recognises that the transformation of the Northern Cape into a global model for sustainability and a place where all its people would be able to live with dignity and pride, has a long-term horizon. The PSDF is therefore the expression of a 30-year vision that is totally dependent upon the commitment of all spheres of government and the true custodians of our future, namely our people. Government accordingly appeal to all concerned to help give effect to the intent of our PSDF.</p> <p><b>Notes</b></p>			

**Section D** comprises a host of user's 'toolkits'. The purpose of these is to serve as a manual for the implementation of key concepts and proposals put forward in the PSDF.

#### SECTION C: SPATIAL VISION AND DIRECTIVES, POLICY AND STRATEGIES

<b>C1</b>	<b>LAND-USE PLANNING DIRECTIVES</b>
C1.1	DIRECTIVES
C1.2	SPATIAL PLANNING CATEGORIES
C1.3	POLICY
C1.4	SPATIAL PLANNING INFORMATION SYSTEM
C1.4.1	POLICY
<b>C2</b>	<b>COMPOSITE SPATIAL PLAN FOR THE NORTHERN CAPE</b>
C2.1	THE CONCEPT
C2.2	'LAYERING' OF SPC-AND/OR SECTORAL SPATIAL PLANS
C2.3	COMPOSITE SPATIAL PLAN FOR THE NORTHERN CAPE
C2.4	DIRECTIVES, POLICY AND PRIORITISED STRATEGIES FOR GIVING EFFECT TO THE PROVINCIAL SPATIAL VISION
C2.4.1	PRIORITISATION OF STRATEGIES
<b>C3</b>	<b>MANAGING THE NORTHERN CAPE AS PART OF THE GLOBAL BIOSPHERE</b>
C3.1	GIVING EFFECT TO INTERNATIONAL OBLIGATIONS
C3.1.1	DIRECTIVES
C3.1.2	POLICY
C3.1.3	PRIORITISED STRATEGIES AND IMPLEMENTATION GUIDELINES
C3.1.4	PLANNING AND IMPLEMENTATION GUIDELINES FOR THE MAB PROGRAMME
C3.1.5	SPATIAL PLAN FOR DESIGNATED BIOSPHERE RESERVES
C3.2	NORTHERN CAPE IN A SOUTHERN AFRICAN CONTEXT
C3.2.1	DIRECTIVES
C3.2.2	POLICY
C3.2.3	PRIORITISED STRATEGIES AND IMPLEMENTATION GUIDELINES
C3.2.4	SPATIAL PLAN FOR THE NORTHERN CAPE AS A PIVOTAL PART OF SOUTHERN AFRICA
C3.3	INTERROGATING PROVINCIAL BIOREGIONAL BORDERS
C3.3.1	DIRECTIVES

C3.3.2	POLICY
C3.3.3	PRIORITISED STRATEGIES AND IMPLEMENTATION GUIDELINES
C3.4	DETERMINING CONCEPTUAL BIOREGIONS
C3.4.1	OBJECTIVES
C3.4.2	POLICY
C3.4.3	PRIORITISED STRATEGIES AND IMPLEMENTATION GUIDELINES
<b>C4</b>	<b>MANAGING SPC A AND SPC B AREAS: THE NATURAL ENVIRONMENT</b>
C4.1	SPC A: CORE CONSERVATION AREA
C4.1.1	DESCRIPTION AND PURPOSE
C4.1.2	OBJECTIVES
C4.1.3	POLICY
C4.1.4	PRIORITISED STRATEGIES AND IMPLEMENTATION GUIDELINES
C4.1.5	SPATIAL PLAN
C4.2	SPC B: BUFFER AREA
C4.2.1	DESCRIPTION AND PURPOSE
C4.2.2	OBJECTIVES
C4.2.3	POLICY
C4.2.4	PRIORITISED STRATEGIES AND IMPLEMENTATION GUIDELINES
C4.2.5	SPATIAL PLAN
<b>C5</b>	<b>ENSURING SUSTAINABLE USE OF SPC C: AGRICULTURAL AREAS</b>
C5.1	DESCRIPTION AND PURPOSE
C5.2	OBJECTIVES
C5.3	POLICY
C5.4	PRIORITISED STRATEGIES AND IMPLEMENTATION GUIDELINES
C5.5	SPATIAL PLAN
<b>C6</b>	<b>FACILITATING DEVELOPMENT OF SPC D: URBAN AREAS</b>
C6.1	ESTABLISHING SUSTAINABLE SETTLEMENTS
C6.1.1	DESCRIPTION AND PURPOSE
C6.1.2	OBJECTIVES
C6.1.3	POLICY
C6.1.4	PRIORITISED STRATEGIES AND IMPLEMENTATION GUIDELINES
C6.2	PREMISE FOR GOVERNMENT AND PRIVATE SECTOR INVESTMENT
C6.2.1	OBJECTIVES
C6.2.2	POLICY
C6.2.3	PRIORITISED STRATEGIES AND IMPLEMENTATION GUIDELINES
C6.2.3.1	Development Potential
C6.2.3.2	Human Development Index
C6.2.3.3	Investment Type
C6.2.4	INVESTMENT PRIORITIES: WHERE AND WHAT TO INVEST
C6.2.5	MUNICIPAL AND SETTLEMENT PROFILES
C6.2.6	USE OF THE SETTLEMENT INDICES
C6.2.7	POLICY: APPLICATION OF INVESTMENT TYPOLOGY
<b>C7</b>	<b>REGULATING THE DEVELOPMENT OF SPC E: INDUSTRIAL AREAS</b>
C7.1	DESCRIPTION AND PURPOSE
C7.2	OBJECTIVES

The table above was extended by the list of content of chapter C Spatial Vision to document how detailed and highly structured the PSDF is. All other chapter have a similar structure. Outstanding is that objectives, policies and spatial plans are broken down to the level of sub-chapters. This makes implementation and monitoring of measures and activities easier. Of course, it also requires a truly integrated planning approach and this reduced in turn the likeliness of zero-sum-games between concurring activities.

For the purpose of this paper no monitoring and evaluation report or independent assessment and research was available. With the new plan launched in 2012 only this is understandable. Unfortunately, it does not allow concluding with a statement about the output, results and impacts of regional planning in the Northern Cape province.

#### 1.4.4 LESSONS LEARNT FROM THE NORTHERN CAPE PROVINCE

##### 1. Rural provinces/regions need sophisticated planning?!

Northern Cape with its less than 1 million inhabitants developed its spatial plan as a highly integrated and sophisticated document. Apparently, decision-makers of the region see a high value added in planning the future of the region in an integrated manner.

Saudi Arabia has several regions with a similar settlement structure, climate etc. Before reviewing the regional plans of these regions the example of Northern cape should be studied in more detail. It certainly can provide food for thought on how sophisticated spatial planning in sparsely populated regions should be done.

## 1.5 REGIONAL PLANNING IN CANADA: PLANNING IN THE GREATER GOLDEN HORSESHOE

### 1.5.1 REGIONAL PLANNING IN CANADA

Canada has three main levels of government.

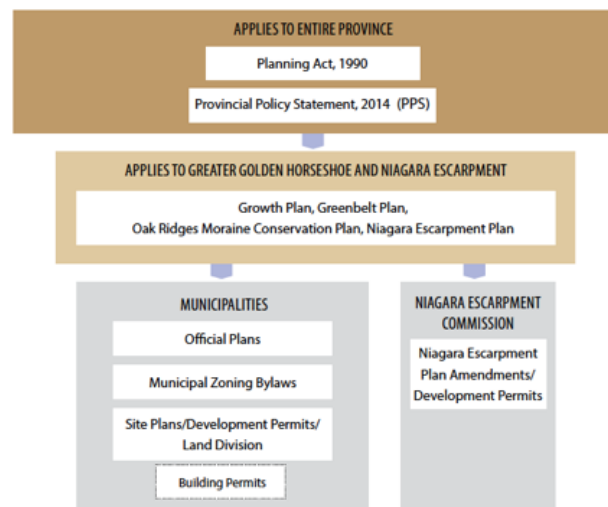
1. The federal level
2. The provincial level and the territorial level
3. The municipal level

In each of the 10 provinces in Canada, the provincial government is responsible for areas listed in the Constitution Act, 1867, such as education, health care, some natural resources, and road regulations. Sometimes they share responsibility with the federal government. The three territories have their own governments, with responsibilities that are given to them by the federal government. These include local and regional planning.

The Greater Golden Horseshoe area is part of the province of Ontario. An overview on Ontario's planning framework on land use is provided in Figure 1.5.1.

**FIGURE 1.5.1**

Overview of Ontario's Land use Planning Framework



The Planning Act of 1990 in its consolidated version from 1 January 2012 sets out the ground rules for provincial administration with respect to local planning in Ontario (part II), official plans (part III), community improvement (part IV), land use (part V) and subdivision of land (part VI).

### 1.5.2 THE GREATER GOLDEN HORSESHOE

The Greater Golden Horseshoe (GGH) is currently is home to approximately 9 million people and it is one of the fastest growing regions in North America. It extends around the western end of Lake Ontario, roughly from Niagara Falls, north to Georgian Bay, and east to Peterborough (Figure 2). The people in this area represent two-thirds of Ontario's population. GGH is expected to grow by an additional 4.4 million people by 2041, increasing the demand on transit, roads, sewers, drinking water, energy and other infrastructure and services.

### 1.5.3 REGIONAL PLANNING IN THE GREATER GOLDEN HORSESHOE

#### The Growth Plan

In 2005, the Ontario government enacted the Places to Grow Act, 2005 in an effort to better manage population growth and curb urban sprawl. The purpose of the Act is to help government plan for growth “in a rational and strategic way” that will build stronger communities, protect natural and agricultural resources, promote a healthier environment and make efficient use of infrastructure.

A year later, the government released the Growth Plan for the Greater Golden Horseshoe, 2006 (the “Growth Plan”). The Growth Plan provides an overarching framework that prescribes where and how growth is to occur within the GGH region. The Growth Plan lays out policies for growth and development for the 110 municipalities that make

up the GGH. It is a 25-year plan that aims to:

- » Revitalize downtowns to become vibrant and convenient centres.
- » Create complete communities that offer more options for living, working, learning, shopping and playing.
- » Provide housing options to meet the needs of people at any age.
- » Curb sprawl and protect farmland and green spaces.
- » Reduce traffic gridlock by improving access to a greater range of transportation options.

The 2006 Growth Plan allocated population and employment forecasts to each of the GGH's upper- and single-tier municipalities up to the year 2031. These allocations were based on demographic, housing, economic and other social trends, as well as on the policy objectives set out in the Growth Plan to direct growth to existing urban areas. Upper-tier municipalities parcel out their total population and employment growth forecasts among their constituent lower-tier municipalities. Municipalities must use these forecasts to plan and manage for growth.

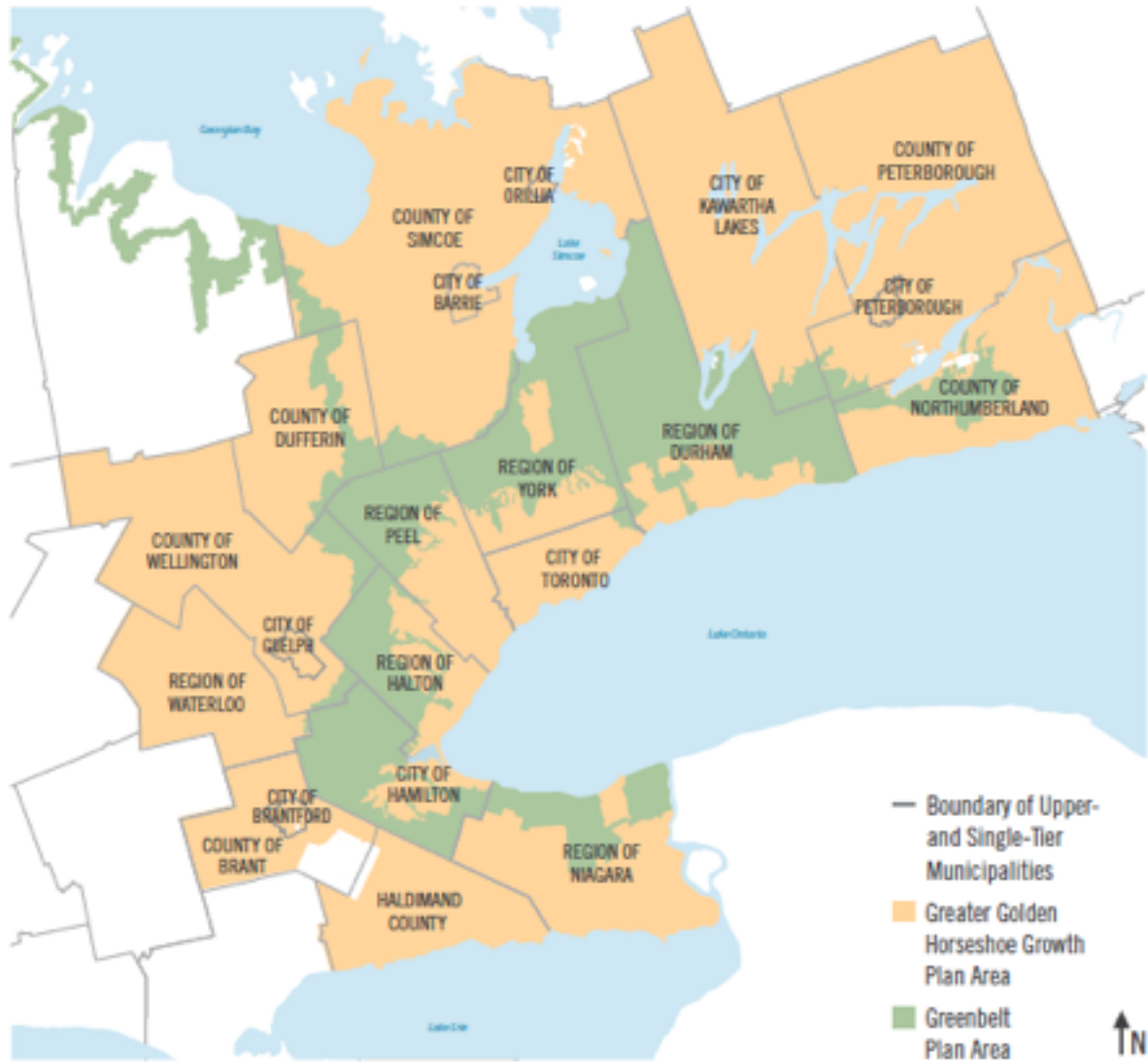
The 2006 Growth Plan also requires municipalities to meet several important quantitative targets.

**Intensification Targets:** By 2015 and for each year thereafter, at least 40 per cent of all residential development occurring annually within each upper- or single-tier municipality must be within its “built-up areas” (although the Minister of Infrastructure may approve alternative minimum intensification targets for municipalities in the outer ring).

**Density Targets for Urban Growth Centres:** By 2031, locations identified in the Growth Plan as “urban growth centres” must achieve a specific minimum gross density target, ranging from 150 to 400 residents and jobs combined per hectare depending on the centre.

**Density Targets for Greenfield Areas:** Within the life of the Growth Plan, future development in the “designated

**FIGURE 1.5.2**  
Area of the Greater Golden Horseshoe



Source: Schedule 1 of the Growth Plan

greenfield areas” (i.e., undeveloped land slated for development) of each upper or single-tier municipality must be planned to achieve a minimum density target of 50 residents and jobs combined per hectare (again, the Minister of Infrastructure may approve alternative density targets for certain municipalities in the outer ring).

To achieve the above targets, the Growth Plan requires upper-tier municipalities to identify intensification targets and greenfield density targets for its lower-tier municipalities. Although the Growth Plan provides municipalities with only general direction on how to accommodate growth in their region, municipalities must develop and implement specific strategies and policies to achieve the Growth Plan’s intensification and density targets based on the growth forecasts. To implement these policies, GGH municipalities were required to amend their official plans by June 2009 to be in conformity with the Growth Plan’s forecasts and targets.

As of April 2014, all 21 upper- and single-tier municipalities in the GGH had developed new official plans or official plan amendments to be in conformity with the Growth Plan. Many of these official plans and amendments, however, have been appealed to the Ontario Municipal Board (OMB) for reasons related to Growth Plan conformity.

Only in 2015, i.e. nine years after the launch of the programme, performance indicators to measure implementation of the policies of the Growth Plan for the Greater Golden Horseshoe were released.

### **The performance of the GGH 9 years after its launch**

When the Ministry of Municipal Affairs and Housing published in 2015 the ‘Performance Indicators for the Growth Plan for the Greater Golden Horseshoe 2006’ already nine years had passed since the launch of the programme. The ministry argued at the beginning of the document that it would be still early days of the

implementation of the GGH Growth Plan. At the same time the government had to admit that the plan had been amended already twice and that as one of the modifications the target year by which the plan should be achieved was shifted from 2031 to 2041 - a significant postponement.

What had happened? According to the Environmental Commissioner of Ontario (ECO) the Growth Plan had a rocky rollout:

In January 2012, Ministry of Infrastructure (MOI) made its first amendment to the Growth Plan to update directions for municipalities in the Simcoe Sub-area. It introduced a new schedule in the Growth Plan with specific population and employment forecasts for Barrie, Orillia, Simcoe County and each of Simcoe County’s lower-tier municipalities through to 2031. The amendment also identified urban nodes in the Simcoe Sub-area to focus growth and intensification and “to help curb sprawl.” (For the ECO’s review of this Growth Plan amendment, see Part 3.5 of the ECO’s 2011/2012 Annual Report, Part 2.)

In June 2013, MOI updated the Growth Plan again, extending the growth forecasts and planning horizon out to 2041. The forecasts added by Amendment 2 to the Growth Plan essentially continue the upward linear trajectory of population growth for an additional 10 years ([http://ecoissues.ca/index.php/File:Figure\\_5.3.3\\_Population\\_forecasts\\_for\\_GGH\\_municipalities.jpg](http://ecoissues.ca/index.php/File:Figure_5.3.3_Population_forecasts_for_GGH_municipalities.jpg)).

As the total forecasted populations and jobs for most municipalities increase, it is likely that, as a consequence, many municipalities will allocate more greenfield areas for development, even before all lands within built-up areas are fully developed.

A recent report by the Neptis Foundation observed that the new 2013 Growth Plan forecasts do not depart from historical trends in their distribution of total population between the GGH’s inner and outer rings. The report also observed that the actual population growth experienced for some municipalities between 2001 and 2011 differed

significantly from the Growth Plan's forecasted estimates, raising questions about the reliability of the forecasts to inform planning decisions or the ability for the Growth Plan's targets to direct growth.

When the Growth Plan was released in 2006, concerns were raised that its targets were insufficient to change historical land use patterns and curb sprawl. For example, it was argued that an intensification target of 40 per cent would do little to allocate more growth to the built-up areas. Likewise, some argued that the Growth Plan's greenfield area density target of 50 residents plus jobs per hectare was too low to support effective transit service.

Despite concerns that the default targets were themselves potentially insufficient to alter the status quo of low density development, as of November 2013, the Minister had approved alternative lower targets for 9 of the 15 (60 per cent) upper- and single-tier outer ring municipalities. For example, in 2011, the Minister approved an alternative intensification target for Brant County of just 15 per cent. Likewise, the ministry has approved alternative greenfield density targets for the majority of outer ring municipalities; these alternative density targets are below the level that the Ministry of Transportation suggests is needed to support "basic transit service."

Implementation of the Growth Plan has been delayed by numerous appeals of official plan amendments to the Ontario Municipal Board (OMB). In fact, almost half of all upper- and single-tier GGH municipalities have had their official plan amendments appealed to the OMB for reasons related to the Growth Plan, including the cities of Barrie, Kawartha Lakes, Hamilton and Toronto, and the regions of Durham, Halton, Niagara, Peel, Simcoe and Waterloo. A lack of clear guidance about how the Growth Plan is to be implemented and what constitutes conformity has allowed appellants to successfully challenge official plan amendments at the OMB, undermining progressive municipal and provincial efforts to change growth patterns and build sustainable communities.

For example, the Region of Waterloo's official plan allocated approximately 85 hectares of greenfield land for new residential development, which was sufficient in the regional municipality's opinion to accommodate the Growth Plan's forecasted growth, while meeting its intensification and density targets. However, in January 2013 the OMB ruled against Waterloo's official plan and agreed with appellants who had argued that over 12 times as much land (1,053 hectares) would be necessary to accommodate future growth. As of July 2014, the region was seeking a judicial review of the process behind the ruling, and the Ontario government had applied to become a party to help argue the municipality's case. (ECO 2015)

### **Interrelations and possible conflicts between the GGH and other plans**

For instance, there is the Provincial Policy Statement (PPS). It provides overall policy directions on matters of provincial interest related to land use and development in Ontario, and applies to the GGH. This Plan should be read in conjunction with the applicable PPS.

The GGH Growth Plan should also be read in conjunction with relevant provincial plans, including the Greenbelt, Niagara Escarpment, and Oak Ridges Moraine Conservation Plans. These plans apply to parts of the GGH and provide specific policy on certain matters. This Plan, in conjunction with these other plans and the PPS, 2005, expresses the Government of Ontario's interests and directions with regard to growth management in the GGH.

As provided for in the Places to Grow Act, 2005, the growth Plan prevails where there is a conflict between this Plan and the PPS. The only exception is where the conflict is between policies relating to the natural environment or human health. In that case, the direction that provides more protection to the natural environment or human health prevails. Similarly where there is a conflict between the Greenbelt, Niagara Escarpment or Oak Ridges Moraine Conservation Plans and this Plan

regarding the natural environment or human health, then the direction that provides more protection to the natural environment or human health prevails. Detailed conflict provisions are set out in the Places to Grow Act, 2005.

### Approach to Amend and Review the Plan

On February 27, 2015, the Province announced and formally initiated the co-ordinated review of four provincial plans: the Growth Plan for the Greater Golden Horseshoe, Greenbelt Plan, Oak Ridges Moraine Conservation Plan (ORMCP) and Niagara Escarpment Plan. In recognition of their many complementary policy goals, the Province is co-ordinating the review of all four Plans to ensure a consistent and integrated approach that reinforces common policy goals.

The review will consist of two formal stages of consultation:

#### Stage 1 of the Provincial Review Process

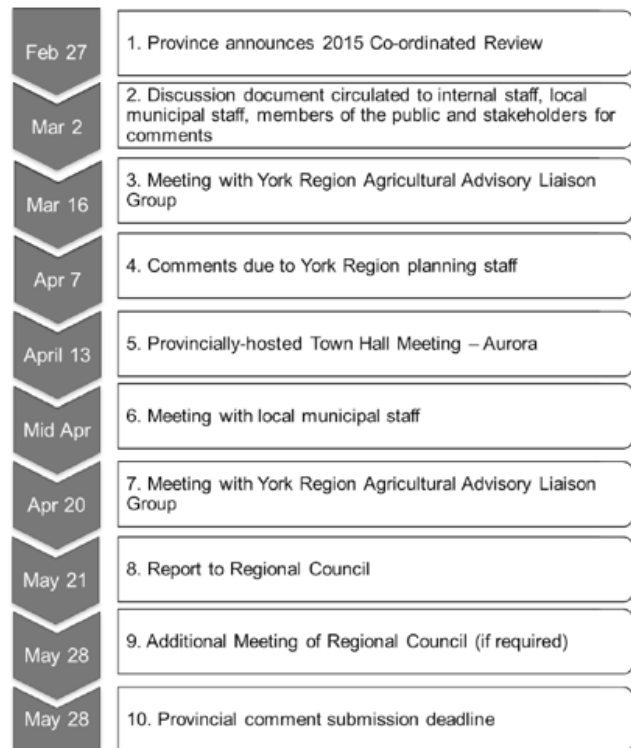
- » The Province has released a discussion document – Our Region, Our Community, Our Home – to help inform and guide discussions and comment submissions
- » Comments could be submitted to the Province via the Environmental Registry, by e-mail or regular mail or in person at Town Hall Meetings
- » Submissions to Stage 1 of the provincial review process inform the development of potential amendments to the Plans
- » The Province has provided a 90 day window for input (to May 28, 2015)

#### Stage 2 of the Provincial Review Process

- » The second stage of public consultation focuses on obtaining feedback on any proposed amendments to the Plans
- » Timing and additional details of the second stage of consultation has yet to be announced by the Province

**FIGURE 1.5.3**

Timeline for the Region York within the GGH area



**TABLE 1.5.1**

Canada: Growth Plan for the Greater Golden Horseshoe, 2006 and consolidated in 2013

The Growth Plan for the Greater Golden Horseshoe (this Plan) has been prepared under the Places to Grow Act, 2005. It is a framework for implementing the Government of Ontario's vision for building stronger, prosperous communities by better managing growth in this region. This Plan aims at guiding decisions on a wide range of issues – transportation, infrastructure planning, land-use planning, urban form, housing, natural heritage and resource protection – in the interest of promoting economic prosperity.

TYPE OF DOCUMENT	YEAR	PAGES	DEVELOPED	APPROVED
<p><i>Growth Plan for the Greater Golden Horseshoe, 2006, is a statutory program in accordance with the Places to Grow Act, 2005</i></p> <p><b>Structure</b></p> <ul style="list-style-type: none"> <li>1. <b>Introduction</b> <ul style="list-style-type: none"> <li>1.1 Context</li> <li>1.2 Vision for 2041               <ul style="list-style-type: none"> <li>1.2.1 A Vision for the Greater Golden Horseshoe</li> <li>1.2.2 Guiding Principles</li> </ul> </li> <li>1.3 General Authority</li> <li>1.4 How to Read this Plan</li> </ul> </li> <li>2. <b>Where and How to Grow</b> <ul style="list-style-type: none"> <li>2.1 Context</li> <li>2.2 Policies for Where and How to Grow               <ul style="list-style-type: none"> <li>2.2.1 Growth Forecasts</li> <li>2.2.2 Managing Growth</li> <li>2.2.3 General Intensification</li> <li>2.2.4 Urban Growth Centres</li> <li>2.2.5 Major Transit Station Areas and Intensification Corridors</li> <li>2.2.6 Employment Lands</li> <li>2.2.7 Designated Greenfield Areas</li> <li>2.2.8 Settlement Area Boundary Expansions</li> <li>2.2.9 Rural Areas</li> </ul> </li> </ul> </li> </ul>	2006	82	by the Government of Ontario	by the Lieutenant Governor in Council of Ontario, Order-in-Council No 1221/2006 to take effect on June 16, 2006; Amendment 1 (2012) to the Growth Plan for the GGH, 2006, was approved by the Lieutenant Governor in Council, Order-in-Council No 1702/2011 to take effect on January 19, 2012; and Amendment 2 (2013) to the Growth Plan for the GGH, 2006, was approved by the Lieutenant Governor, Order-in-Council No 767/2013 to take effect on June 17, 2013.

### 3 Infrastructure to Support Growth

- 3.1 Context
- 3.2 Policies for Infrastructure to Support Growth
- 3.2.1 Infrastructure Planning
- 3.2.2 Transportation – General
- 3.2.3 Moving People
- 3.2.4 Moving Goods
- 3.2.5 Water and Wastewater Systems
- 3.2.6 Community Infrastructure

### 4 Protecting What Is Valuable

- 4.1 Context
- 4.2 Policies for Protecting What is Valuable
- 4.2.1 Natural Systems
- 4.2.2 Prime Agricultural Areas
- 4.2.3 Mineral Aggregate Resources
- 4.2.4 A Culture of Conservation

### 5 Implementation and Interpretation

- 5.1 Context
- 5.2 Places to Grow Act, 2005
- 5.3 Implementation Analysis
- 5.4 Policies for Implementation and Interpretation
- 5.4.1 General Implementation and Interpretation
- 5.4.2 Co-ordination
- 5.4.3 Monitoring and Performance Measures
- 5.4.4 Public Engagement
- 5.4.5 Transition

### 6 Simcoe Sub-area

- 6.1 Context
- 6.2 Growth Forecasts
- 6.3 Managing Growth
- 6.3.1 Primary Settlement Areas
- 6.3.2 Settlement Areas
- 6.4 Employment Lands
- 6.5 Implementation

#### Main direction

The Plan addresses the challenges of the GGH through policy directions that:

- » direct growth to built-up areas where the capacity exists to best accommodate the expected population and employment growth, while providing strict criteria for settlement area boundary expansions
- » promote transit-supportive densities and a healthy mix of residential and employment land uses
- » preserve employment areas for future economic opportunities
- » identify and support a transportation network that links urban growth centres through an extensive multi-modal system anchored by efficient public transit, together with highway systems for moving people and goods
- » plan for community infrastructure to support growth
- » ensure sustainable water and wastewater services are available to support future growth
- » identify natural systems and prime agricultural areas, and enhance the conservation of these valuable resources
- » support the protection and conservation of water, energy, air and cultural heritage, as well as integrated approaches to waste management.

### 1.5.4 LESSONS LEARNT FROM THE GREATER GOLDEN HORSESHOE

1. **It's good to allow amendments to a plan, but it is better to start with a realistic plan at the first place** The relative young history of the GGH Growth Plan demonstrates how important it is to be able to update a given plan. Unfortunately, it also demonstrates that the development prognoses of the plan and/or the modes of implementation were not realistic and thus required two major updates just a few years after launching the plan.

Saudi Arabia should take care that the new generation of regional plans in the Kingdom will be based on sound baseline studies, realistic goals and an appropriate enabling environment for implementation. This would reduce the likeliness that amendments of plans will be necessary due to wrong prognoses by the government.

2. **Review of the Growth Plan as a multi stakeholder approach**

The review scheduled by the government of Ontario is not simply a top-down review. Instead, the Ministry of Municipal Affairs and Housing issued a discussion document for the 2015 co-ordinated review to stimulate a broad participation. As the example of the York region of the same province demonstrates, the review is in part carried out in a decentralized fashion engaging many stakeholders e.g. through town hall meetings.

Saudi Arabia should consider for its own review of regional planning in the Kingdom a similar approach which combines a review by governmental authorities, independent reviewers and a public discussion process.

## 1.6 RESULTS OF THE COMPARATIVE ANALYSIS OF THE FIVE REGIONAL PLANS

The five cases from Germany, South Korea, Malaysia, South Africa and Canada provide a vivid picture of the diversity of regional planning around the world (compare overview table annexed to this report). It ranges from the predominately rural and arid province of the Northern Cape with its highly elaborated regional spatial plan to the megacity of the Seoul Metropolitan Area that still lacks an integrated and sustainable coordination of its regional development. It includes also Berlin-Brandenburg as an example for joint regional planning of two otherwise separate regions. Last but not least, this report reviews also the South Johor Economic Region and the Greater Golden Horseshoe as two different regions. Regional planning in both of these areas have a very different governance structure but both apply integrated planning of economic, social and environmental development as key to foster economic growth.

Common features of all international cases include the following:

- » In all regions there is an **acknowledged need for regional planning** as a necessary effort to better coordinate longer-term economic, social and environmental development of a given sub-national territory. This includes also the Seoul Metropolitan Area where the national government only recently turned to regional planning after it tried for five decades to steer population and business development through national sector policies.
- » It is likely that the number of formal and informal planning tools applied by regions will further grow in future and there is **no limitation in adapting these planning tools to the specific context**. All regional plans provide a regulatory framework for planning in the region but the extend to which they use formal and informal tools, normative rules or incentives to cope with the same kind of problem defers considerably.
- » An important aspect of planning in all regions is

**participation of stakeholders.** Overall, the need for more stakeholder engagement is acknowledged. Giving a voice to citizens, non-governmental organizations and the private sector during planning processes is increasingly understood not only as democratic requirement but also as a mean to increase the quality of the planning process, its outputs and results.

- » While no region searches elsewhere in the world for a blueprint which could be simply copied and used for their own regional planning, all regions are aware that the world outside of their own region does matter for their own development. Therefore, all regions understand their territory as an entity interrelated with the world or at least with neighbouring territories. In this respect, **borders of regions** do not just indicate the end of a planning region but **important interfaces where the planning of one region needs to be coordinated with that of another region and beyond.**



PART 2

# **REVIEW OF REGIONAL PLANNING IN SAUDI ARABIA**

- **RIYADH**
- **EASTERN PROVINCE**
- **MADINAH**
- **QASSIM**
- **MEKKAH**



REVIEW OF  
REGIONAL PLANNING  
IN SAUDI ARABIA

THE CASE OF  
THE RIYADH REGION

# 1. THE ARRIYADH (RIYADH) REGION TRANSFORMING THE DESERT INTO METROPOLIS



Arriyadh is located about 600 meters above sea level. Ancient monuments in the suburb of al-Thumanah which date back more than 15.000 years document the long history of human settlement in the area. Nonetheless, it was only over recent decades that the Arriyadh has developed from a small settlement of a few thousand people to the metropolitan area and capital of the Kingdom with a regional **population** of 6.777.146 in 2012G (1431H).

## THE ROOFS OF ARRIYADH DWELLINGS IN 1950G (1369H)

Surrounded by walls and green fields, the city's architecture was consistent in terms of design, building materials and decoration.

Source: HCDR, undated publication



## VIEW OF MODERN ARRIYADH FROM THE TOP OF AL-FAISALIAH TOWER IN 2015G (1436H)

Source: [www.anothercappuccino.co](http://www.anothercappuccino.co)

## 1.1 SETTLEMENTS AND TRANSPORTATION

The existing **settlement** pattern of the Arriyadh Region (see Map 2.1) reflects fast urbanization, historical settlement activity and predominant economic and functional interrelationships within the region and nationwide. The settlement is “bisected by two primary lines of development along which the largest cities are located” (ADA 2005f). These cities are: Riyadh, Al Kharjm, As Zulfi, Ad Dawadmi, Wadi Dawasir, Al Majmah’ah, Mizahmiah, A’fif, Hawtat Bani Tamim, Layla, Aflaj and Al Sulay’yil. Out of the 6.7 million, about 76 % reside in the city of Arriyadh and only 6% in Al Kharjm the region’s second biggest city. The region’s population is estimated to grow to 9.2 million over the next twenty years.

Until the middle of last century, Arriyadh was just the main trading centre of the surrounding townships and villages of the Nejd region. Markets were held in the main squares and streets surrounding the Grand Mosque and Qasr al-Hukm in the historic part of the city and trade was the second source of livelihood of the inhabitants. With the establishment of the Kingdom and the transfer of government to Riyadh the city gained national relevance in addition to continued function as a centre for the region. Revenues from natural resources allow the implementation of major **public utilities** projects, including the construction of roads, street lighting, the Riyadh metro and bus system, as well the establishment of modern Government department headquarters. In particular, the introduction of motor vehicles over recent decades came to play a major role in the life of many inhabitants and it again strengthened the central role of Riyadh for the country.

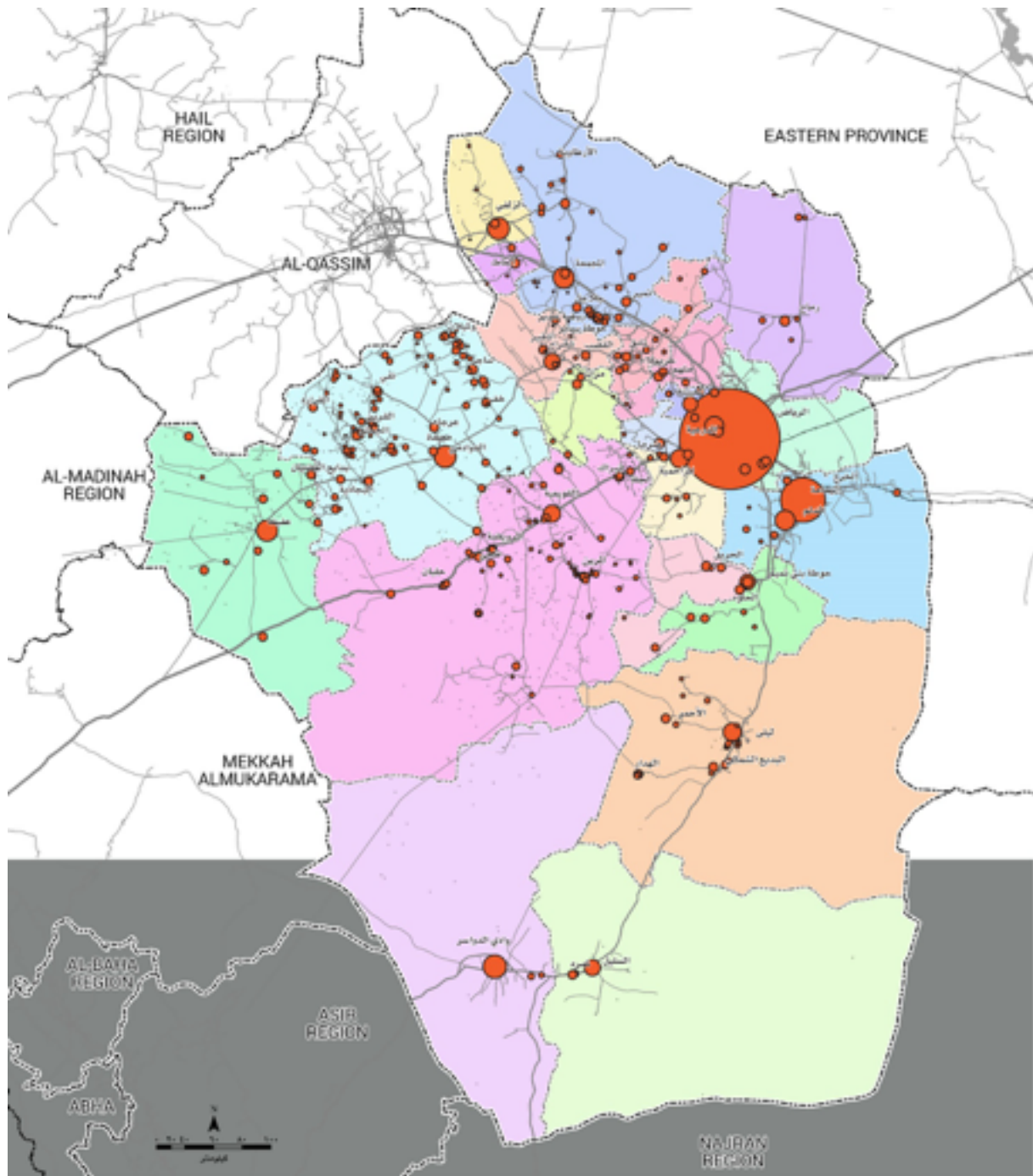
Located at the centre of the country and of the Arabian Peninsula it depends on an integrated **transportation** network to fulfil all its functions as a capital and as a growing metropolis. Following the demand for transport links within the region and with neighbouring regions and countries an integrated road network has been developed which has a length of 11,500 km. Thereof, 80 % are bi-directional **roads**, 10 % are dual roads and

the remaining 10 % are highways. Work is proceeding to implement several new road and rail projects and to improve the performance of the network. In addition, an extension of the King Khalid International **Airport** is in progress. Apart from their function in support of national security, transport policies of the past focused on private transportation. The growing population and traffic demands for goods and passengers generated recently an adaptation in transport policies which now gives a higher attention to the opportunities of public and mass transportation.

Examples for this new orientation are **railroad** projects along the Damman-Riyadh-Jeddah corridor and the Metro system for the city of Riyadh. Arriyadh City is linked with the Eastern Province (Dammam and Al-Hasa) by a 556 km-long railroad, and a stretch with a length of 449 km. The Saudi Government Railroad Organization (SGRO) provides passenger and goods transport services to Arriyadh Dry Port, making it an extension of Dammam Port. Customs clearance and storage take place in this Dry Port. Diesel trains with a 400-container capacity will be capable of transporting containers between Jeddah and Dammam in only 18 hours – instead of the four or five days sea route around the Arabian Peninsula – and is expected to attract cargoes currently moved through other Gulf ports.

MAP 2.1

Resident agglomeration distribution in Arriyadh (Source: ADA 2005a)



Map No.(1) Resident agglomeration distribution in the Riyadh region



## 1.2 ENVIRONMENT AND ECONOMIC PROSPERITY

The name Arriyadh stems from the Arabic word 'rawdah', which means 'garden' or 'meadow' and must have fitted well to the small settlement of the past which was located at a river bed where the availability of **water** allowed sustainable agriculture and cattle breeding. Today the General Water Directorate in Arriyadh Region supervises provision of potable water and sanitary wastewater services in the region. To provide today's population, agriculture and animal breeding in the region with the necessary supply of what non-renewable water from local artesian wells is exploited and making up 40% of the total water supply. The other 60 % are from desalination plants and transported from the Arabian Gulf through special pipes to Riyadh.

**Climate** conditions don't help to ease the situation: Rainfall ranges from 10 cm to 13.1 cm per year. Humidity is ranging from 10% to 13% throughout the year. In summer, the highest average temperature ranges between 40° C - 43° C. Humidity. In winter, the highest average temperature range between 20° C and 28° C, and the lowest between 8° C and 14° C. The intensity of the sunshine could be used for energy production but efforts to study and use this source of energy are only at their beginning because oil and gas provide the Kingdom - at least for the upcoming years - with access to ample and cheap energy.

The **economy** of Saudi Arabia and the revenues of its government depend mainly on oil and gas. This applies also to the Arriyadh Region and its administration, although most petroleum liquids are produced in the Eastern Region of the country. Considering, the limited amount of oil and natural gas and because of their non-renewability it is crucial for the country and the Arriyadh Region to prepare for the time beyond petrol.

In spite of water scarcity and climate challenges, the **Agricultural sector** in Arriyadh Region is of major importance, constituting 35% of the Kingdom's

agricultural production. Arriyadh lies at the centre of the main agricultural areas in the Kingdom. Statistics indicate that the total arable land in the Arriyadh Region increased in 2007 to 283,717 hectares (ADA 2009).

Arriyadh City is the political, **commercial and financial hub** of the country and it is witnessing growth rates higher than those of other cities. The strength of its economy can be explained according to the Arriyadh Development Authority (ADA 2009) "by its population growth, increasing job opportunities, which sustain the growth of demand for goods and services, as well as its strategic location at the center of a large regional market represented by the GCC States and other neighboring countries. Arriyadh has also become a financial hub, home to the headquarters of the country's commercial banks, the Saudi Arabian Monetary Agency (SAMA), the Capital Market Authority (CMA) in addition to other government credit and financial institutions. The private sector, with its growing number of industrial and manufacturing plants, has likewise played a part in the success of the City" (ADA 2009).

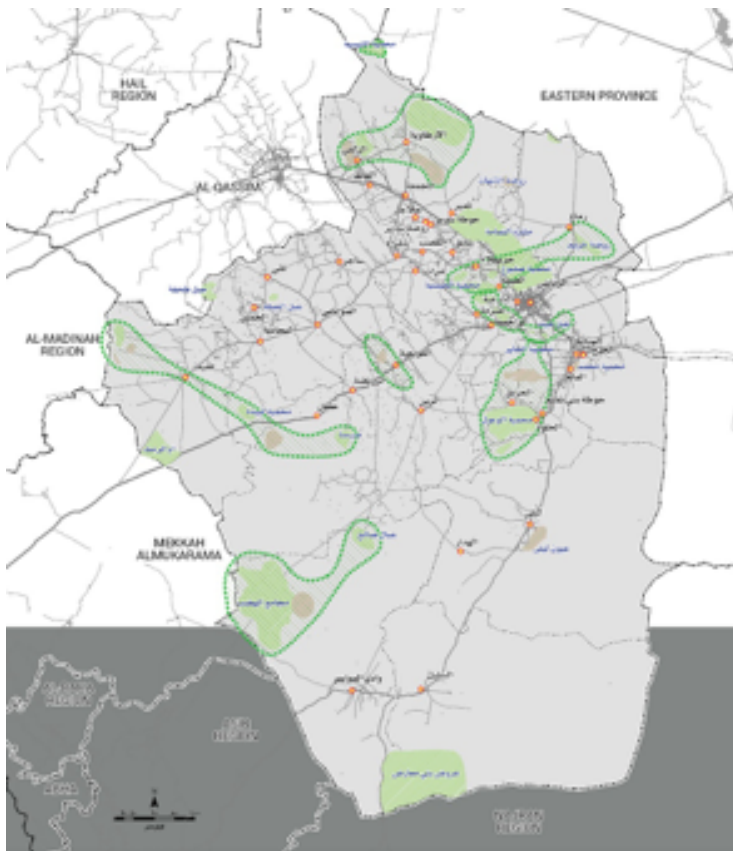
Important **economic indicators** for the Arriyadh Region are summarized by the High Commission for the Development of Arriyadh (HCDR 2012) as follows:

- » The gross domestic product (GDP) per capita of the Arriyadh Region is 85 % of the Kingdom's GDP per capita <sup>1</sup>
- » Metropolitan Arriyadh captures around 84.2 % of the GDP of the Arriyadh Region
- » Non-petroleum GDP of Arriyadh Region has a share of 30 %

<sup>1</sup> In the Strategic Plan for Arriyadh Region (HCDA 2012) indicates 85 % as the share of the overall GDP. This must be an error. A share of 85 % of GDP per capita is more realistic and it is similar to an 76.7 share in GDP per capita as indicated in another ADA paper (2005e)

- » 68.5 % share of productive sectors, primarily electricity, gas, water and construction.
- » 6.9 % annual growth rate of GDP in the region in 1429H
- » 84.7 % of the private sector is concentrated in Arriyadh
- » Because most government services are located in the capital, the participation of the public services sector is predictably high at 94.4 %
- » The GDP per capita in metropolitan Riyadh is around SR 31,000 pa but in the governorates of Arriyadh it is at approximately 56 % of this amount
- » The workforce in the region has grown at an annual rate of 21.1 % and reached 2.32 million people in 1428/1429H and equal 28 % of the Kingdom's workforce.

The city of Riyadh depends on the import of all kinds of products and services from its surrounding areas. Municipalities and rural areas in the Arriyadh Region are severely affected by the development of the capital. In return, the proximity to Riyadh provides access to economic opportunities and many public utilities in the health, education and other sectors. Certainly, the process of fast urbanization of Arriyadh puts heavy pressure on the environment. The exploitation of non-renewable sources like oil, natural gas and water aquifers are outstanding features which challenge any efforts to integrate the economy, social and environmental development into a balanced and sustainable development process. Regional planning offers an opportunity to better coordinate related developments and to make most effective and sustainable use of existing strengths and opportunities.



Map No (11) Environmental and Local Areas in Riyadh region

● Cities    — Existing Highways      Ecological Priority Areas    — Existing Railroads  
● Villages    — Existing Road      Environmental Protected Areas      Provincial Boundaries  
— Existing Single Road      Ecological Sensitive Areas      Regional Boundaries

**MAP 2.2**

Environmental Protection in the Arriyadh Region (Source: ADA 2005a)

## 2. THE REGIONAL PLAN FOR THE RIYADH REGION

### 2.1 GOVERNANCE AND PUBLIC SERVICES OF THE ARRIYADH REGION DURING THE PREPARATION OF THE STRATEGIC PLAN FOR THE ARRIYADH REGION (SPAR)

The Regional Plan for the Riyadh Region was developed under the name Strategic Plan for the Arriyadh Region (SPAR). Its development was requested in 1422H (corresponding 2001G) by His Royal Highness Prince Salman Bin Abdulaziz, who served at the time as the Arriyadh Governor and Chairman of the Regional Council and became King of Saudi Arabia in 2015.

His Royal Highness instructed the Arriyadh Development Authority (ADA) to consider the

Regional Council opinion on the need for a Strategic Plan for the Arriyadh Region.

In a first info sheet published by the High Commission on 30 March 2005 the Commission describes the rationale behind the regional plan as follows:

*“The process of regional development in the Kingdom of Saudi Arabia is accompanied by high levels of urbanization. Areas located outside major agglomerations, as well as peripheral centers and far off-regions experience slower economic growth and high rates of out-migration. This phenomenon jeopardizes the Kingdom’s overall goal of achieving cohesion development.*

*Special attention is to be given to the region surrounding the country’s capital: here the spatial imbalance between the City of Arriyadh and its neighboring areas is striking.*

*On the basis of an in-depth analysis of the regional, socio-economic and spatial development opportunities, a clearly defined strategy is to be adopted which comprises efficient programs for promoting sustainable intra-regional growth and for creating an improved infrastructure – measures to mitigate intraregional disparities.*

*Following the goals and objectives of the national plans, SPAR project is going to the regional level of the planning that will implement the national plans.”*

ADA prepared an outline paper describing the background issues, the approach, the required content, and the principal management aspects of SPAR. Based on this outline paper ADA elaborated in June 2003 “Terms of Reference” and called for professional assistance through experienced international teams and a tendering procedure in 2003. Following this, the German development agency GTZ & Partners were selected to carry out the SPAR project. The work on the SPAR Project began in February 2005 and was divided into three phases will run for about 36 months until 2007:

#### ***Phase 1: Gathering Information and studying the current situation***

The planning strategy to be elaborated in Phase 1 was based on the results of a comprehensive sector and spatial analysis (see ADA working papers listed at the end of this report under references). This analysis became the basis for a close estimate of future trends up to the year 2025 and the outline of a “desired” and yet realistic overall development perspective of the region, which is called “Reference Scenario”.

#### ***Phase 2: Prepare alternatives and evaluate and select the best alternative***

Based on the Reference Scenario views and visions of the future development of Arriyadh have been studied.

This step was also regarded as part of the participatory approach of the SPAR Project. As a result alternative scenarios have been formulated. Concluding step of this phase was the ranking of the scenarios identifying the “Preferred Scenario” (Best Alternative).

### ***Phase 3: The preparation of the development plan and action programs***

The results of Phase 1 and 2 provided the basis for the following three types of documents:

1. Development Plans for the Arriyadh Region and its Muhafizats (texts outlining the sector outcomes of the Preferred Scenario 2025),
2. Structure Plans for Arriyadh and its Muhafizats (Maps showing the spatial consequences of the Preferred Scenario 2025),
3. Arriyadh Regional Implementation Program (proposal to support regional policies for Arriyadh Region).

ADA, i.e. the development agency for the city of Riyadh, was designated to supervise the project on behalf of the High Commission. A Technical Committee was set-up to advise ADA and its was composed at least partly by national experts (e.g. Prof. Dr. Waleed Mohammad K. Zahid of King Saud University). Little is known about the participator approach of the project which is mentioned in the SPAR Study Methodology under the title “Meet with Citizens and Officials” (HCDA 2012, p.11). In interviews of the author of this report with Ministry of Municipalities and Rural Affairs (MoMRA) it was mentioned that town hall meetings were organized in Riyadh Region and one or two other regions. It is not clear if these events were part of the plan preparation itself (and thus it would have given citizen a voice in this process) or if they were held at the end of the process to merely present and discuss the results. According to Alhaby (2013, page 223) members of the local municipalities in the region were not involved in the process of preparing this regional plan. They have been invited only occasionally to attend presentations at some of its stages, to give feedback about options during the plan’s progress. In anyway,

due to a lack of own planning capacities at the regional level in Riyadh most preparatory work has been done by international consultants of AS&P, regio institut, Dornier Consulting and RoDeCo Consulting under leadership and coordination by the German GTZ. Unfortunately, during the project no capacities for regional planning were built up by regional authorities. Because of this, plan implementation was left to the Regional Council which had to lean on support from the national level (MoMRA) and the local level (Riyadh’s ADA).

## **2.2 THE STRATEGIC PLAN FOR THE ARRIYADH REGION (SPAR)**

The regional plan SPAR is composed rather like an academic study than a policy document. For instance, it begins with two chapters introducing the methodology and phases of the study instead of describing the policy frame and process which lead to the decision to develop

**FIGURE 2.1**  
List of content of SPAR

### **THE STRATEGIC PLAN FOR THE ARRIYADH REGION (SPAR)**

- 1.0 SPAR Study Methodology**
- 2.0 SPAR Study Phases**
  - Phase 1
  - Phase 2
  - Phase 3
- 3.0 Major Features of SPAR**
  - Future Vision
  - Demographic Development
  - Economic Development
- 4.0 Action Programs**
  - Environment and Tourism
  - The Executive Program
    - First: Population Sector
    - Second: Urban Development Sector
    - Third: Economic Development Sector
    - Fourth: The Transport Sector
    - Fifth: The Infrastructure Sector
    - Sixth: The Environment Sector
    - Seventh: Comprehensive Executive Programs

a regional plan. The latter it not mentioned at all in the SPAR Summary and Executive Program.

The first Major Feature of SPAR is the vision for the region (HCDA 2012, p.14):

*“The vision calls for a diversified economic base, the establishment of an attractive climate for investment and to enhance the region’s attractiveness for balanced quality development projects.*

*At the same time, the Vision seeks cooperative partnerships and ongoing coordination between different public and private sector organizations within the region in order to achieve an integrated working environment in line with the plan’s sectorial and spatial goals illustrated in Figure 2.3.*

*The SPAR Vision incorporates a long term perspective based upon built in flexibility that will provide for balanced sustainable development of the region together with appropriate responses to future development challenges.”*

The vision is introduced in reference to its basis: the study carried out. Consequently, the Executive Program includes 44 proposals of programs and projects developed on the basis of the before mentioned studies. All this confirms the technical character of the plan document. This does not mean that the preparatory work of the plan was purely technical and neither included a voice for political authorities, a critical analysis of administrative and instrumental weaknesses as part of the study nor proposals for the institutional frame and process for plan implementation. As a matter of fact, all this was part of the study process (see chapters below) but it is not documented in the published version of the SPAR Summary and Executive Program (HCDA 2012).

The version of SPAR as published in 2012 just documents the study including the proposed action program as result of the study (and not of a planning process). SPAR also does not provide information on the legal

status of the document, the framework and procedures to implementation and progress achieved by 2012. It lacks any guidance for local, regional and national stakeholders who are not knowledgeable about planning in the Arriyadh Region. The document does not even indicates contact information in case that a reader wants to get more information or get engaged as stakeholder in implementing the strategy. On the last page the plan indicates the website of the HCDA [www.Arriyadh.com](http://www.Arriyadh.com). Important as this website is for urban development of Riyadh it neither provides the full version of SPAR nor does it provide a separate section informing on regional planning and development in the region at large.

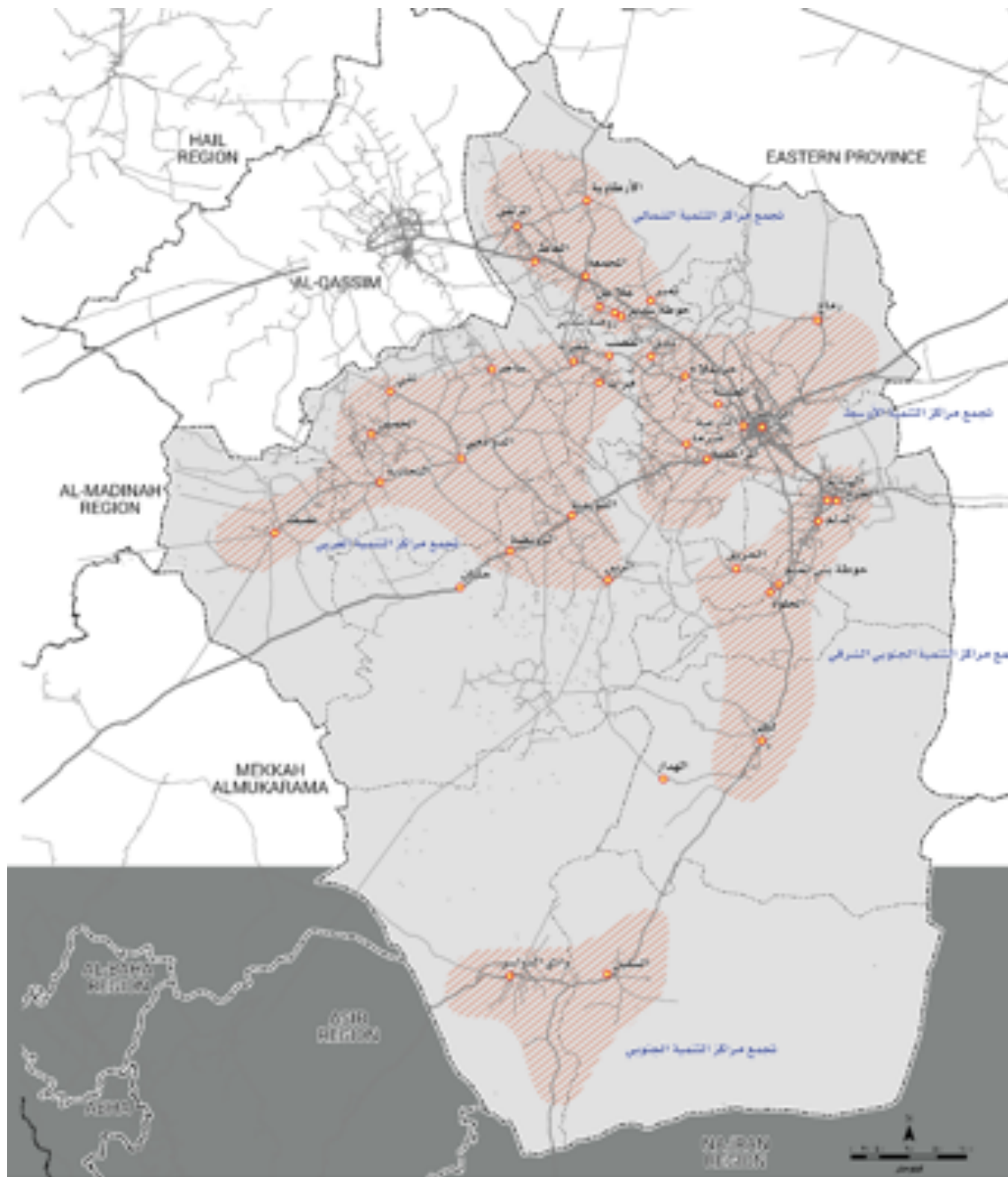
### 3. LIMITATION AND OPPORTUNITIES IN THE REGION

Right in its introduction SPAR points to the concentration of 76 % of the regional population in the city of Riyadh and indicates this as the main reason for the unbalanced economic development of the region. Accordingly, SPAR aims furthestmost at a more balanced development between the city of Riyadh and other governorates. The population share of these governorates is expected to grow to a still modest 31 %. According to the Strategic Plan for the Arriyadh Region (SPAR) this will be achieved through emigration to the Arriyadh Region. Another indication supporting this scenario is the fact that the fertility rate in the city of Riyadh is lower than in the region (ADA 2005d). The consultants developing SPAR were optimistic with respect to the likeliness that a more balanced development can be achieved but they also made clear that the results “in the end critically depend on the timely implementation of the SPAR proposals” (ADA 2005d, p. 35). It is important to note that SPAR does not feature a single most important measure but the entire package of programs and plans as precondition to goal achievement. Consequently, limitations and opportunities as described in the regional plan and summarized in the following paragraphs have to be seen as integral parts and not isolated pillars.

**MAP 2.3**

**Polarized Development Centres in the Arriyadh Region**

Source: HCDA 2012



Map No.(3) Development Centers Aggregation in Riyadh region

- Resident Agglomeration - Villagers
- Development Centers Aggregation
- Existing Highways
- Existing Dual Carriageway
- Existing Single Road
- Existing Railways
- Provincial Boundaries
- Regional Boundaries

SPAR's Urban Development Strategy emphasizes the need for balanced decentralized development to spread development revenues in the governorates. The strategy adopts the concept of polarized areas and identified five polarized Areas in the region where new settlement and urban growth would most effectively be concentrated (see Map 2.3).

SPAR also defined a hierarchy of settlements in line with national standards and identified the future development needs for the major public services such as universities, institutes and hospitals for each of the polarized areas.

The economic development strategy of the Arriyadh Region aims to improve the competitive ability of the region through the provision of job opportunities and the realization of balanced economic development between city of Riyadh and the other polarized areas, including both rural and urban areas.

It is expected the GDP of Arriyadh Region will realize an average annual growth rate of 4.6 %, while the GDP of Arriyadh city is expected to realize a rate of 4.4 %. Private services and government services are expected to be the biggest growth sectors. Economic growth is expected to differ from national economy, which largely depends in its growth on the petroleum sector. It is expected that 630.000 jobs shall be generated by 1445H, of which 60 % are expected to come from the private sector. Employment is expected to grow annually by 4.5 %.

SPAR includes a set of comprehensive goals for the transport sector. Its main features are:

Providing high efficient access between the capital Riyadh city and national polarized areas;

establishing safe and active public transport linkages and sustainable implementation of operational measures.

The Executive Program of SPAR includes 38 program and executive projects distributed across seven development sectors. It includes studies, development policies, new

plans and executive projects:

### **I. Population sector**

1. Study on population movements between the governorates of the region
2. Study on population distribution
3. Study on demographic migration
4. Study on social and economic characteristics of the population
5. Update of the population model

### **II. Urban Development Sector**

1. Preparation of structure plans for polarized areas
2. Development program for cities, centres and villages of the region
3. Geographical survey and planning studies for rural areas in the region
4. Preparation of guidelines for urban development of polarized areas
5. Preparation of comprehensive plans for the development of governorates
6. Development of Arriyadh urban indicators
7. Rural areas and historical locations development projects
8. Program to produce residential units in all polarized areas
9. Development of tourism accommodation infrastructure
10. Development of standards and controls for the distribution of public facilities
11. Program to develop higher education facilities in the region
12. Program for hospital construction

### **III. Economic Development Sector**

1. Planning and development of eight industrial cities
2. Program to create a better private sector investment climate outside of Riyadh city
3. Development of mining activities

#### IV. Transport Sector

1. Construction on the 'Main regional road network'
2. Construction of an 'Arterial regional road network'
3. Construction of 'Regional connective hub roads'
4. Comprehensive plan for bus transport
5. Construction of stations for passengers and cargo
6. Regional airport development program
7. Program of highway service centres in the region
8. Transport data program
9. Plan to identify priorities for the development of the road network

#### V. Infrastructure Sector

1. Plan on water re-use
2. Rainwater and flood drainage plan
3. Water resource development program
4. Plan for the future electrical power network and power plants
5. Plan for electricity conservation
6. Development program for postal facilities to improve postal services

#### VI. Environmental Sector

1. Restoration of vegetation cover
2. Protection plan for natural areas in the region
3. Programme for the management of solid waste within polarized areas

#### VII. Comprehensive Executive Programs

1. Prince Satam Bin Abdulaziz program for the development of the governorates
2. Regional data system for the Arriyadh Region

## 4. VERTICAL INTEGRATION ASSESSMENT

Arriyadh like all other regions of Saudi Arabia is managed

administratively by a governor while municipalities are headed by mayors. Governor and mayors are both appointed by the central government. The administration of regions is regulated by the Law of Regions, which vests the central authority over regional administration in the Ministry of Interior (MOI). Nonetheless, municipal affairs are within the responsibility of MOMRA, which has recently amended the structure of its regional and local agencies to work within the administrative and geographical structure set out by the MOI for the regions (Althabt 2012, 185-187). In general, every ministry or government agency that provides services to regions is required, by the Law of Regions, to have a branch in each region. In case of Arriyadh with the capital city of Riyadh being part of the region these branches rest within the respective ministry.

Figure 2.2 summarizes the structure of vertical integration of regional planning in the national context. At the top it shows national agencies with specific regionalized programs and plan. Other agencies are listed at the bottom. They don't have such regionalized policies but, nonetheless, their policies are relevant for regional planning and development. In its central part figure 2.2 indicates main programs and plans and their specific affiliation to a ministry. For example, the National Spatial Strategy (NSS) and the Regional Development Strategy (in case of Arriyadh it is SPAR) are within the responsibility of MoMRA while the Regional Plans (in case of Arriyadh it is the Action Programs of SPAR) depend on different national and regional funds and thus, their implementation is not restricted to the responsibility of one agency.

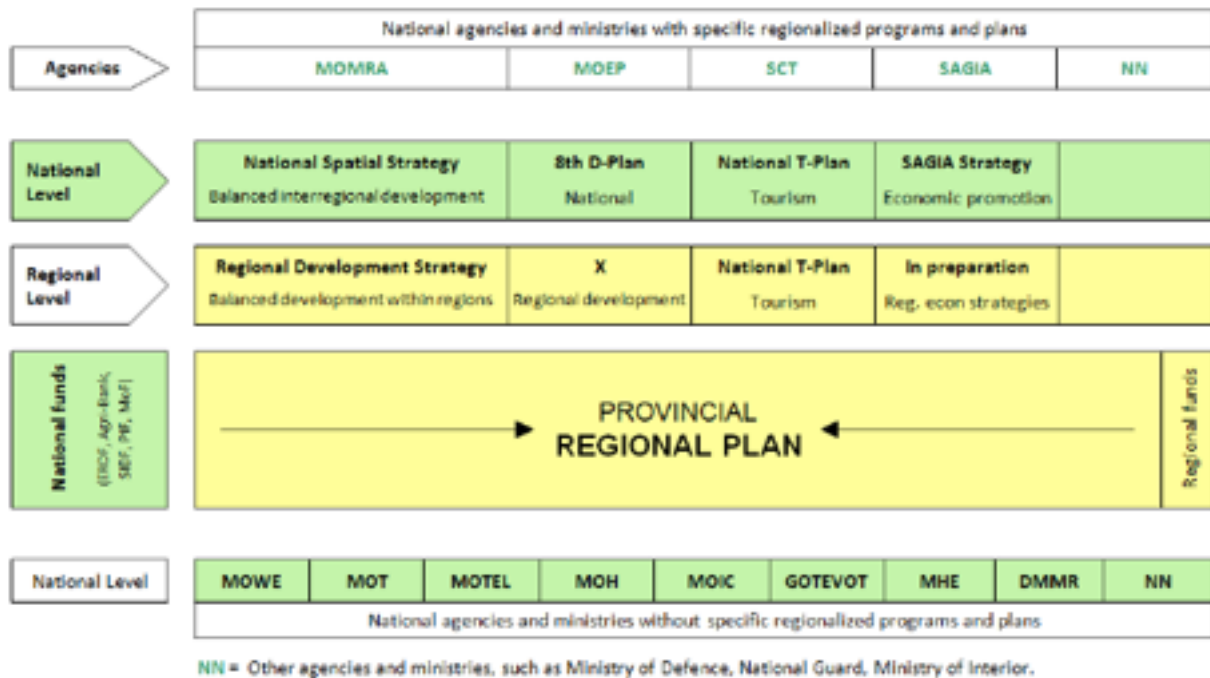
Interestingly, Althabt did not include the local level to the institutional network contributing to regional development in Riyadh (Figure 2.2). He probably wanted to feature only institutions with responsibility in decision-making on regional planning. Otherwise municipalities are certainly important stakeholders in regional planning. Their structural plans (see Table 2.1), project proposals, advocacy and their competence in urban development are significant contributions to planning processes.

The Arriyadh Region is divided into twenty governorates (محافظة; muhafazat, sing. muhafazah) which constitute the second level of regional administration below the level of the governor and regional council. Governorates again are further sub-divided into sub-governorates (marakiz, sing. markaz), though some sub-governorates

report directly to the provincial capital rather than to one of the governorates. Riyadh as the regional capital is governed by the municipality (amanah) of Riyadh and is headed by a mayor (amin). Depending on the size of the population the governorates are classified as either category A or B.

**FIGURE 2.2**

The Institutional Network contributing to Regional Development in Riyadh  
 Source: Strategic Plan for Arriyadh Region, Technical Working Paper Governance, 2005, page 10, quoted in Althabt 2013, p. 193



Level	Agency	Plan	Purpose & contents
National	MOMRA	NSS	<b>Spatial strategy &amp; policies for national development:</b> - Structural distribution of urban centres. - Linkages of growth corridors.
Regional	HCDA	SPAR	<b>Regional strategy &amp; development policies:</b> - Details of the urban centres and regional connections. - Regional development policies.
Local	Municipalities	Structural plans	<b>Physical planning and urban regulations:</b> - Land use regulations. - Programmes to enhance the physical environment.

**TABLE 2.1**

Vertical order of spatial planning documents (Source: Althabt 2015, p. 196)

Municipal agencies have a clearly assigned role of overseeing physical planning at each level, yet there is significant variation locally where municipal jurisdictions do not conform to the general administrative layout (Althabt 2013, 207-208): “Municipalities at the local level work with different geographical boundaries and hence have different structural links. With varying degrees of administrative rank, there is a local municipality in each of the county’s cities that have parallel links to the region’s mayoralty (Amanah). Worse still is that there is no official structural association among the county’s municipalities. This means the absence of institutional coordination for the essential municipal sector at the local level.” In return this diffuse organization of municipalities makes coordination at the regional level even more important.

While Figure 2.2 summarizes programs and plans relevant for regional development, Table 2.2 summarizes exclusively the order of spatial documents and this time it includes local structural plans. According to this table NSS, SPAR and structural plans are part of an integrated structure. What Althabt described as vertical order is in practise only very loosely coupled. Technical working papers in preparation of SPAR include references to the NSS but the strategy itself refers to a National Urban Policy instead. The linkage to Structural plans is even more vague. The exception is the city of Riyadh. Looking at information on SPAR implementation as provided by ADA, there seems to be only little difference between the implementation of SPAR for the entire region and implementation of the local structural plan which is the Metropolitan Development Strategy for Arriyadh Region (MEDSTAR). In return this means that structural plans of other municipalities in the regions are neither referred to nor could it be verified if such plans are based on guidance given through NSS and SPAR.

A good example demonstrating the effect of loose coupling between NSS and SPAR is the transportation sector. SPAR (ADA 2012, pp. 30-39 and 59-61) includes a detailed list of goals, programs and plans for the transportation sector but doesn’t use the term corridors as used by NSS. Instead it classifies the urban system for the region and

describes a dense road system interlinking what SPAR calls polarized areas (compare Map 2.3). These polarized centres are located along the NSS corridors and the road and rail system both include the corridors. In conclusion, SPAR is in line with NSS but uses all the freedom provided by the not too specific fixings of NSS to develop with its Polarized Centres a unique regional approach.

The concept of Polarized Centres is also in line with the NSS interest in a more balanced urban development. SPAR has adopted a hierarchy for communities aiming decentralization. According to this classification the city of Riyadh as a special status as national capital but otherwise it is treated as one Polarized Centres like the others.

## 5. REGULATORY AND INSTITUTIONAL MECHANISM AT THE REGIONAL LEVEL

The Arriyadh Regional Council is officially the highest official developmental body in the region. It is headed by the governor, and consists of 32 members representing public agencies in the region together with citizens from various counties who are appointed by the Prime Minister for a term of 4 years. The practical role of the Regional Council which is supported by a secretariat is to act a intermediate body and to link local and national governmental policies, programs and plans, to advocate and promote the development of the region (Althabt 2013, p. 197).

The regional council is composed as follows:

1. The Governor as Chairman
2. The Vice-Governor as Vice-Chairman
3. The Deputy-Governor
4. Heads of the region’s official bodies, which are specified in a resolution to be passed by the Council of Ministers on the recommendation of the Governor and approval by the Minister of the Interior.
5. A number of local people (not less than 10) judged as eligible in terms of their learning, experience and specialist knowledge, appointed by order of the Prime

Minister upon the Governor’s recommendation and the approval of the Minister of the Interior, with a renewable four-year membership term.

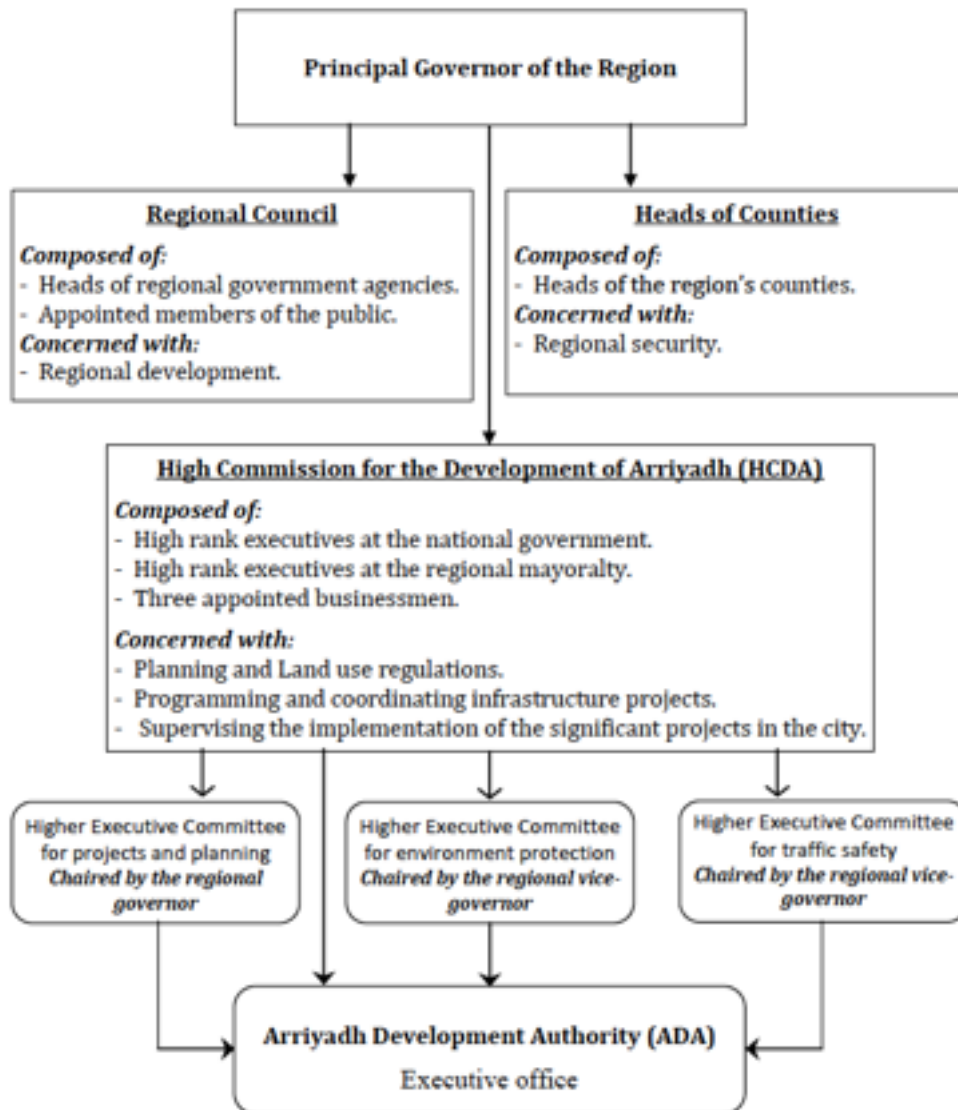
6. The public agencies represented in the council are:

- » Ministry of Education
- » Ministry of Labour
- » Ministry of Transport
- » Ministry of Municipalities and Rural Affairs
- » Ministry of Health

- » General Presidency of Youth Welfare
- » Ministry of Social Affairs
- » Ministry of Commerce & Industry
- » Ministry of Islamic Affairs
- » Ministry of Communication & Inform. Technology
- » Ministry of Water & Electricity
- » Ministry of Agriculture

**FIGURE 2.3**

Institutional Structure in the Arriyadh Region  
(Source: Althabt 2013, p. 211)



In case of Arriyadh the regional council may be the highest body but it is not the only body in the region. In 1982 the High Commission for the Development of Arriyadh (HCDA) was established. It is chaired by the principal governor of the region. Its executive bureau is the Arriyadh Development Authority (ADA). Its purpose is to conduct studies and supervise important construction projects in Arriyadh City (and not the entire region!). While the Regional Council's competence is limited to discuss, propose and follow-up policies, programs and plans, high commissions have more power and an independent budget from the central government budget. The HCDA was established by the national government in order to accelerate construction and development in the capital city. Thus, Regional Council and HCDA have very different at ad times contradictory objectives, while they are both chaired by the governor (see Figure 2.3).

The ADA, as supervisor of SPAR in addition to its function as an executive body to the High Commission, has widened its scope beyond the city limits. Due to the lack of capacity for regional planning of the Regional Council it was necessary to use ADA as supervisor for the development and implementation of SPAR. In addition, the institutional setting reflects also the traditional role of a regional mayoralty (Amanah) which carries out regional planning in close coordination with the region's principal governor and the regional council. Nevertheless, the main mandate and planning competence of ADA is concentrated on developing the city of Riyadh. Therefore, adding to the same institution the task of supervising a regional strategy aiming at a more balanced development within the region may generate conflicting interests.

## 6. OVERALL PROGRESS IN IMPLEMENTING THE REGIONAL PLAN

### Interview by the Oxford Business Group with Prince Faisal bin Bandar bin Abdulaziz

*Al Saud, Chairman of the High Commission for the Development of Arriyadh*

#### What projects are planned for Riyadh that will bolster its standing among global metropolises?

**PRINCE FAISAL BIN BANDAR BIN ABDULAZIZ AL SAUD:** Riyadh already enjoys prominence in its role as the capital of the Kingdom of Saudi Arabia and the cradle of Islam, as it is the centre for the Kingdom's administrative, economic, diplomatic and cultural institutions. The city's development is part of the overall development we are seeing across the Kingdom and will help Saudi Arabia in achieving its national goals.

Development in Riyadh is not concentrated in a few sectors, but covers many vital sectors. Several key projects in Riyadh focus on upgrading the city's transport networks and capabilities. The most well-known is the King Abdulaziz Public Transport Project, commonly known as the Riyadh Metro, which will create an integrated metro and bus network in the city. There is also the King Khalid International Airport Expansion Project, and railway development and expressways projects. Meanwhile, the construction of the King Abdullah Financial District and the Information Technology and Communications City will make Riyadh a financial services and technology centre. Moreover, there are projects relating to health, education, environment and utilities infrastructure, in addition to housing and real estate development. Also planned are a range of projects related to trade and social life, including commerce, industry, economics, media, sports, recreation and tourism. There are 5000 projects taking place in the region at a total cost of SR509bn (US\$135.7bn).

#### What role is the private sector playing in the implementation of the Riyadh Metro project?

**PRINCE FAISAL:** The Riyadh Metro will change the city, not just in terms of easier transport flows and reduced traffic bottlenecks, but also an improved landscape and economy. The ADA has prepared itself for the challenge of building such a large project quickly, while still ensuring quality. To do this the ADA has brought together leading global companies across a wide range of specialties to help implement global standards and install technology, including automated, driverless trains and modern, high-quality passenger cars.(...)

How do ADA and other government institutions work to ensure sustainability as Riyadh grows?

**PRINCE FAISAL:** The government views economic development and sustainable growth in tandem, by focusing on upgrading human capital, diversifying income sources, promoting modern infrastructure to accommodate the demands of development and supporting environmental protection programmes. In this regard, the ADA has drafted the Strategic and Comprehensive Masterplan of Riyadh to organise future civic and economic development through a range of strategic programmes, which are to be executed in collaboration with different authorities. The plan includes projects like the environmental rehabilitation of Wadi Hanifah, Silay Valley and Al Hair Lakes. It also calls for construction 100 municipal parks throughout the city and the development of plazas and pedestrian walkways to create open spaces for the citizenry to enjoy.

The metro is set to be the backbone of the public transport system, comprising six lines with a total length of 176 km and 85 stations. It will be linked to King Khalid International Airport, King Abdullah Financial Centre, the city's main university campuses, the city centre and other key transport intersections. The bus system constitutes the second crucial part of the project, which involves building a well-integrated bus transport network of 22 routes covering 1200 km in the whole city. Recently, a contract to procure, operate and maintain the bus network was signed with a consortium comprising Saudi Public Transport Company and France's RATP, which has significant experience establishing and operating multi-modal transport networks in a number of major cities around the world. This project is a rare investment opportunity and there will be opportunities for private sector participation both during the current phases of construction and in the post-operation phase, by the end of 2018.

Source: <http://www.oxfordbusinessgroup.com/interview/planning-future-obg-talks-prince-faisal-bin-bandar-bin-abdulaziz-al-saud-governor-riyadh-region-and>

The interview by the Oxford Business Group with Prince Faisal mirrors the situation in an excellent way. The Prince informs that 5000 projects are taking place in the region (!) at a total cost of SR509bn (US\$135.7bn) but the examples given are all from the Riyadh city. Of course, the main purpose of the High Commission is to govern the development of the city. Nonetheless, it is the same body which requested SPAR to be developed and ADA to supervise this process. And while the High Commission and ADA are major stakeholders in regional planning, the Prince is not only chair of the High Commission but at the same time governor of the entire Arriyadh Region. Therefore, it is no surprise that the interview is about both. It is focussed on the city while including occasionally a reference to the region.

There is no doubt that the Arriyadh keeps developing and it develops fast. More difficult is the question whether or not related developments are heading into the right direction and are in line with SPAR. Even more difficult to answer is the question what is the specific impact of SPAR on the development compare to that of other policies and tools. The review of regional planning generated not a single indication that the goals of regional strategy already have been achieved because (and not in spite or regardless) of the SPAR Executive Program. Instead, at least one of the key features of SPAR - balancing population development - seems to be far off track.

According to a population survey carried out by Arriyadh Development Authority, the population of Arriyadh City stood at 4.6 million in 2007 compared to 3.1 million in 2006 (ADA 2009, p-20). For the region a population of 5,7 million was indicated (p. 17). In comparison, the assumption of the reference scenario made during the preparation of SPAR estimated the population of the city at 2,8 million people in 2006 and 2,88 million in 2007. The regional population should have grown up to 4,05 million only (ADA 2005d, p. 25). Later this estimation was corrected and the 2012 edition of the SPAR indicates a regional population of 6,77 million people out of which 5,25 million or roughly 77 % lived in Riyadh city. According to the before mentioned reference scenario

the share of the city should have been already reduced to 72 %. Therefore, until new figures will be available for the period after 2012 it has to be assumed that the trend towards unbalancing the region is not stopped yet and that the main SPAR goals of a balanced demographic and economic development in the region are unlikely to be achieved.

SPAR includes aspects which are in parallel negative and positive for plan implementation. In context of demographic statistics the difference between Saudi and Non-Saudi population is often referred to. This is due to the high attention given to saudization goal of national policy. In Riyadh city the share of Saudis is 67 % and that of Non-Saudis is 33 % accordingly. While saudization policy aims at gradually reducing the share of Non-Saudis, this group at the same time contributes significantly to the workforce, economic productivity and diversification of the country. It's because of their assets for the economy that Non-Saudis were invited to the country in the first place. Therefore, their share may be assessed negative in context of saudization policy but positive for economic development and thus it also supports plan implementation.

The review identified a number of deficits in the institutional and regulatory framework of regional planning in Arriyadh. The following deficits are about to generate major set-backs for the implementation and monitoring of the regional plan:

- » SPAR has no clear legal format which would be necessary for a binding document.
- » SPAR is mainly driven by national and local authorities: MoMRA developed NSS, launched regional planning in the Kingdom and ministries are main sponsors of regional programs and projects. And the local ADA is executing SPAR. Even a regional governor and regional council most dedicated to regional planning have no option but to focus their attention on selected projects if there is no supporting administrative body appropriately mandated and equipped with human and financial resources to keep track of the comprehensive

challenges and processes of integrated regional planning.

- » SPAR gives no guidance and includes no Key Performance Indicators (KPI) regarding the quantity and quality of developmental initiatives and projects. Without indicators it is not possible to monitor and evaluate performance of SPAR. Thus, there is no empirical basis to state if or if not implementation is progressing and to what extent it is achieving goals.
- » Without proper coordination of regional planning processes the achievement of goals becomes a matter of chance. There is no guarantee or likeliness that sector policies of the many governmental agencies or the invisible hand of the market could substitute coordination at the regional level.

## 7. OVERALL REVIEW OF THE PLAN VIS-À-VIS LESSONS LEARNT FROM INTERNATIONAL LEVEL

Trying to summarize lessons from international case studies at least two general messages can be distilled:

- » Regional planning needs visions but they must be based on the reality of the spatial situation. To be successful (regional) planning has to be based on a thorough analysis of both the physical environment (the territory with its built up environment) and the economic, social, environmental and other processes taking place in this physical environment.
- » There is no such thing like an easy fix for regional development. To control complex processes it may be helpful to divide the challenge into smaller components but if these components are developed without keeping an eye on how they are interlinked in real-life complexity a disaster is programmed. For regional planning this means that sector policies, divisions of tasks and even piecemeal approaches can be helpful but at the end they don't substitute multi sector and multi level coordination of territorial development.

In South Korea the national governments tried to govern

the region in and around the capital **Seoul** by national laws and decrees. No regional planning authority was established and local authorities interacted directly with the national government. What sounds like an ideal situation for effective and efficient government interventions failed. Over the period of five decades the national government tried in vain to enforce a more balanced population development. The Korean government overestimated its capability to control the development on the territory while it underestimated the territorial impact of a myriad of individual actions taken by a fast growing number of people and institutions in the metropolitan area of Seoul. It understood only lately that the national government in spite of its power is only one stakeholder that and that it has only limited data and information especially on complex planning and development processes. Instead, a coordinated effort of all stakeholders in spite of its multitude of interests is often better suited to identify synergy and make best use of existing resources. What Seoul also tells is that even a coordinated planning effort needs time to generate an impact.

The Canadian case of regional planning in the **Golden Horseshoe** and the **German** case of the **Berlin** metropolitan region tell the story that participative approaches in regional planning can be applied proactively with respect to regional planning aiming at complex challenges like sustainable development. In doing so the focus of regional planning in both reference cases is not to execute economic development (i.e. to attract investor through planning). Instead the focus is limited to improve the enabling environment by a whole range of measures to development socially inclusive and environmentally sound conditions favouring economic development.

Learning from South Korea, Canada and Berlin MoMRA and other national authorities involved in regional planning (and be it just as donor of regional projects) should reassess their capabilities to micro-manage regional planning and development. The development of regional plans by or on behalf of the MoMRA and especially

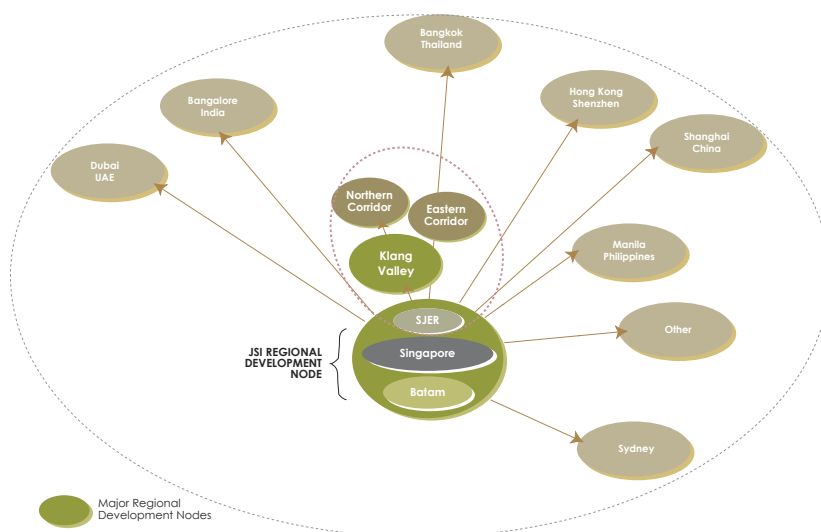
the approval of individual local and regional projects by national authorities bear the risk of misjudgements due to insufficient information and limited planning capacities.

The Malaysian case of the **South Johor Economic Region (SJER)** has at least two lessons to offer:

Firstly, the establishment of the South Johor Economic Regions was inspired by changing framework conditions due to several trends including globalization. SJER is the region on the mainland just next to Singapore (see Figure 2.4). Arriyadh is not next to a metropolitan city. Instead it is the region around the capital with its 5.7 million inhabitants and numerous corporative headquarters. The fast urbanization in the Arriyadh Region cannot be explained by the regional situation alone. Instead, national and international factors like service functions for the national government and revenues from the export of oil and natural gas were essential. In addition, without desalinated water from the Gulf and the important and expert of many other products and services the city could not exist as it does. Nonetheless, SPAR gives the impression as if regional development would depend mostly on regional and some national conditionality. The South Johor Economic Region in Malaysia is an example how important it is to develop the own region in a national and international development context. If this is necessary and pays out for SJER which doesn't even count the metropolis (Singapore) as part of its own

territory how much more relevant is it for Arriyadh to plan its development considering the role of Riyadh city at home and abroad.

Secondly, is a new regions established in 2006 in addition to traditional regions. The decision was taken based on a needs assessment by the government and for the purpose to achieve defined goals. Saudi Arabia should not establish new types of regions just because Malaysia established Economic Regions like SJER (or because in Germany Metropolitan Regions are emerging). Nonetheless, the Kingdom should carefully analyse if the regions as they exist today are most suited to cope with challenges ahead. Parts of the neighbouring region Qassim including Bureidah seem to be as relevant for the city of Riyadh as some of the cities in the South of the Arriyadh Region. A study might reveal that a different administrative shape of Arriyadh as a major metropolitan region would be better suited to support metropolitan development. In a similar way Berlin identified advantages of a joint regional planning together with the surrounding region of Brandenburg. Nonetheless, this should not be understood as a suggestion to right away change the administrative borders or procedures of Arriyadh. Instead and in line with the Malaysian example of SJER, the suggestion is to carry out a needs assessment for the functions and perspective of Riyadh and only then to decide about administrative reforms.



**FIGURE 2.4**

International Positioning of the South Johor Economic Region in the *Johor-Singapore-Indonesia (JSI) node*

## 8. POLICY RECOMMENDATIONS

The Arriyadh Region like any other region in the Kingdom deserves that the framework and praxis of regional planning be evaluated before a new generation of plans is launched. More important is that the Kingdom cannot afford a missed opportunity in developing its capital and central metropolitan city. The Arriyadh Region is beyond its limited oil and natural gas a major asset for the nation and its economy. For Saudi Arabia beyond petrol to survive and prosper it will be indispensable to make a most economic use of the assets of this region and to limit risks wherever possible. In this process regional planning has a key role to play as an interface between the national level where framework policies are established and the local level where development is executed on the territory of the region with its governorates, cities and villages.

### What is needed immediately?

- » **Develop capacities:** Improved capacities for regional, urban and rural planning in the region. The building up of further capacities needs to be launched immediately because it takes time and in the ideal case these new capacities should be available already for the preparation of future plans.
- » **Compile data and information:** New baseline studies and a needs assessment addressing the future of the region and its inhabitants. Without a better data base, indicators and tools to monitor and evaluate regional planning future discussions and decision will remain dependent on assumptions and guess work. This increases the risk of misjudgement and failed investment. The Saudi Urban Forum in March 2016 in Riyadh included some very interesting presentation on new tools including the use of Open Data. For instance, Dr. Anas ALFARIS spoke on behalf of a Cooperation Program between King Abdulaziz City for Science & Technology (KACST) and international universities: By combining high resolution spatio-temporal data from multiple sources with the topological characteristics of the city, as well as employing a wide range of methods for modeling and data analysis, observed human behavior such as movement patterns and social interactions can be evaluated. Furthermore, their impact on the city in a variety of domains such as transportation, land use, energy consumption and ICT infrastructure can be assessed. The City Dynamics platform offers the ability to simulate, query, and aggregate models, while a new generation of web technologies provides powerful visualization of geospatial and temporal big data. The City of Riyadh is used as a case study for the City Dynamics Platform. This has helped shed light on the causes of congestion affecting Riyadh's road network, the mobility habits of the city's residents, the influence of commercial points of interest on urban movement patterns. The results of the research can help policymakers address the challenges of serving the current population and planning for the future by equipping them with a level of insight that was not attainable before the era of big data.
- » **Get all stakeholders on board:** A national and regional dialogue on national, regional and urban planning and development in the Kingdom, at the Gulf and in the MENA region. Regional planning is coordinated by decision-makers and planners but regional development at the end is dependent on many actors inside and outside the region, including academia, youth and women. Dialogue with them is a way to take them on board and to inspire their engagement for and in the region. Or as the above mention example of KAST demonstrates other stakeholders may have even better tools and resources than the own department.
- » Questions to be discussed should include the following: What shall be the planning vision for the Riyadh Region? Should the focus be on the metropolitan city of Riyadh as it is the current reality or should a more balanced development in favour of other 'polarized areas' become reality? In both cases it needs new baseline studies. Certainly, in both cases it may be very instructive to again revisit international cases and to compare the

comparative advantages of a central city approach versus a balanced city model. What would both options mean and what institutional and regulatory framework should be developed?

#### **What is needed in medium term?**

- » Revision of the **National Spatial Strategy (NSS)** prior to the launch of new regional plans as the central guidance document for national, regional and local planning
- » A **National Urban Policy (NUP)** setting the national policy frame for urban policy and development in line with the NSS
- » A **Planning Act** setting the institutional and regulatory frame for territorial planning and development in the Kingdom
- » A decision on the **future of the regional planning system and practise in the Arriyadh Region**

The order of the bullet points does not come by chance. To have a consistent planning system it first needs the NSS and NUP. Then it needs the planning act and only based of these three steps regional systems for planning and regional plans have the necessary national framework. Of course, this should not prevent stakeholders from the Arriyadh Region from starting immediately to build regional planning capacities and to launch the discussion on the future vision and strategy. The more vision and strategy are supported by the citizens and institutions of the region the more likely is the implementation of the new strategy.





**REVIEW OF  
REGIONAL PLANNING  
IN SAUDI ARABIA**

**THE CASE OF  
THE EASTERN REGION**



# Chapter 1

## CURRENT SITUATION AND BASIC INFORMATION

### 1.1 GEOGRAPHICAL LOCATION AND SPATIAL IMPORTANCE

#### 1.1.1 GEOGRAPHICAL LOCATION

The Eastern Region of Saudi Arabia covers an area extending along the Arabian Gulf, as well as occupies large parts of the Empty Quarter (Rub` Al-Khali). However, it is bordered at east by the Arabian Gulf, Bahrain as well as having a sea border with Iran, and bordered at the north by the borders of Kuwait and Iraq, and at the south-eastern part by some GCC countries (Qatar, UAE, the Sultanate of Oman), besides having a point of contact at the border with Yemen at the southern part. Nevertheless, at the western side it is bordered by Riyadh, Najran and northern borders provinces. It is the largest region in the Kingdom, and is located between longitudes (44 and 56) and latitudes (19 and 29) north as shown in Figure (2.2.1).

#### 1.1.2 SPATIAL IMPORTANCE

The Eastern Region is characterized by its unique and strategic location, as it is located in the eastern part of the Kingdom, has sea ports at the Arabian Gulf, and shares borders with several Gulf States, making it open to the outside world. This facilitated the commercial, industrial and cultural exchange. The Eastern Region has the largest petroleum reserves in the world, besides the strategic location of the area, the outstanding historical and ancient civilization, the geographical location and nature of the land added an international and regional dimensions based on the growing importance of the Eastern Region.

### 1.2 THE SPACE AND ADMINISTRATIVE DIVISION

The Eastern Region has the largest space and extension in the Kingdom with an area of about (526,248.8 km<sup>2</sup>) at a percentage of approximately (26.98%) of the total area of the Kingdom. However, if we excluded from this area the Empty Quarter area the total area is estimated at about 194,000 km<sup>2</sup> which is equivalent to 10.14% of the total area of the Kingdom.

The Eastern Region, in accordance with the Law of Regions, is divided into 10 provinces, 68 centers class (A) and 33 centers class (B). However, Dammam City have been selected to be the location of the headquarters of the Emirate/AMARAH of the Eastern Region. Table (1.1) shows the number of provinces/governorates and centers of the Eastern Region. Notably, there is clear variation in the spaces among the provinces of the region which ranges from small provinces such as the provinces of Ras Tanura, Jubail, Qatif, medium size provinces such as provinces of Nairiyah, Aliyah Village, Hafr Al-Batin and large provinces such as Al-Ahsaa Province .

**FIGURE (2.2.1)**

The geographical location.

**TABLE (2.2.1)**

The number of provinces and centers in the Eastern Region

CITY OR PROVINCE	RELATED ADMINISTRATIVE CENTERS		
	Category (A)	Category (B)	Total
Dammam city	6	1	7
Al-Ahsaa Province	17	7	24
Hafr Al-Batin Province	9	2	11
Jubail Province	-	1	1
Qatif Province	2	3	5
Khobar Province	2	-	2
Al Khafji Province	-	2	2
Ras Tanura Province	-	-	-
Abqaiq Province	5	5	10
Nariyah Province	14	6	20
OliyahVillage Province	13	6	19
<b>Total</b>	<b>68</b>	<b>33</b>	<b>101</b>

## 1.3 POPULATION OF THE EASTERN REGION:

### 1.3.1 EVOLUTION OF POPULATION SIZE AND GROWTH RATES:

- » The population of the Eastern Region: The total number of the population of the Region reached about 2,576 million persons in 1413 and increased to 3.360 million persons in 1425. The growth rate reached 2.24 during this period. The population of the cities amounted to a percentage of 94.9% and 5.1% in rural areas (villages and hamlets) of the total population of the Eastern Region in 1425.

### 1.4 ECONOMIC CHARACTERISTICS:

- » Employment opportunities: The percentage of those who are in work force is 41.8% of the total Saudi population in the Eastern Region, while the ratio reached 38.9% at the level of the Kingdom. Those who are in workforce include both (Employed and Unemployed). The unemployed include (unemployed who have previously worked, and unemployed who have never worked). The general percentage of

unemployment among Saudis reached 13.7% of the total Saudi population of the region who are inside the workforce in 1425. While the percentage reached 14.6% at the level of the Saudis in the Kingdom. However, the unemployment rate among males is less than females.

- » Economic activities: The activity of the public administration, defense and compulsory social security occupied the top of economic activities in the region in terms of the number of employees as they employ about 31.6% of the total Saudis population, (15 years and more) (male 34.4%, female 6.7%). Technicians in scientific, technical and humanitarian fields are the most important profession sectors in terms of the number of employees, where the overall percentage of employees in these professions represented 19.5% of the total working Saudis (15 years and more) in the Eastern Region.

## 1.5 SERVICES

### 1.5.1 EDUCATIONAL SERVICES:

The educational services have been classified in the plan into two basic divisions including all types and levels of education which are: boys' education and girls' education with the existence of some schools in rented buildings. The private sector effectively contributes in educational services, especially in public education, therefore a comparison has been conducted between the public and private education.

- » The number of public education schools (primary - intermediate- secondary) (boys), according to data of the period 1426-1427 H reached 1097 Schools, including (305 120) students, and the number of private education schools (primary - intermediate-secondary) (boys) reached 180 Schools including (35 233) students. The public education schools (boys) are concentrated in Al-Ahsaa Province at a percentage of 31.9% of the total number of government schools of public education in the region, while the private education schools (boys) are concentrated in the city of Dammam and Al Khubar Province, where they contain (116) schools at a percentage of 64.4% of the total number of private education schools in the Eastern Region. However, the number of government schools of public education (Girls), according to data from 1426 - 1427 amounted to (1059) Schools, including (313 857) students, and the number of private education schools (Girls) reached (138) Schools including (16754) students. The public education schools (Girls) are concentrated in Al-Ahsaa Province at 30.9%, while the private education schools (girls) are concentrated in the city of Dammam and Al Khubar Province at a percentage of 75.4%. There are also a number of special private schools in all stages of education amounted to (163) Schools: 86 schools exist in Al-Ahsaa Province, besides 4 vocational training centers, and 5 technical institutes.
- » The Eastern Region has 4 public universities which are King Faisal University, based in Al-Ahsaa

Province, University of Dammam in Dammam, King Fahd University of Petroleum and Minerals which is headquartered in Khubar Province in Dhahran, and University of Hafr Al Batin in Hafr Al Batin Province, in addition to Prince Mohammed bin Fahd Private University in Khubar Province and a number of private colleges in Dammam and Khubar and Jubail University College in Jubail Province besides Jubail Technical College in addition to a number of technical colleges and technical education in the city of Dammam, Qatif and Khafji. There are three faculties of Health Sciences, one college for boys and the other for girls, in the city of Dammam, and the third is located in Al-Ahsaa Province. There are also two health centers (girls) in the provinces of Hafr Al-Batin and Qatif.

### 1.5.2 HEALTH SERVICES:

- » The region has governmental health services as well as some other providers of health services to the employees (Saudi ARAMCO and the educational hospitals of the University of Petroleum and Minerals, the National Guard, Dammam University and the University of King Faisal). The governmental health services in the Eastern Region are divided into four main sections: the primary care centers which include (193) care centers with (670) doctors and (1582) nurses. General hospitals are (18), containing (2316) beds, including (1393) doctors and (3238) nurses. In addition to the other government hospitals, totaling 10 hospitals, containing (2678) beds. There are specialized hospitals amount to (9) specialized hospitals, containing (1275) beds, including (644) doctors and (1656) nurses. While private health services in Eastern Region are divided into health centers amount to (127) Health Centers, including (1254) doctors and (1344) nurses. The private hospitals in the region amount to (23) hospitals, containing (2764) beds and including (1744) doctors and (3759) nurses.

### 1.5.3 OTHER SERVICES:

- » Other services in the Eastern Region such as sports and cultural activities are varies according to different levels and entertainment activities are also uniquely varies in the Eastern Region, whereas there are national parks in Al-Ahsaa which are represented by Al-Ahsaa National Park, with an area of about 4500 hectares. The municipal parks are also spread with a total area of (3881.5 ha). The Eastern Region oversees beaches and coasts of the Gulf, which represents the eastern border of the kingdom at a length of (1655) km. There are many Islands in the area the most famous one is Tarot Island, which lies within the Tarot Bay faced by the border of Qatif Province and Janah Island in Jubail Province. In addition to the commercial services of shopping centers, malls and postal services as well as administrative and municipal services. The Eastern Region is one of the areas well-served by a developed and integrated services system offered by the government and the private sector.

## Chapter 2

# THE DELIVERABLES OF THE REGIONAL PLAN

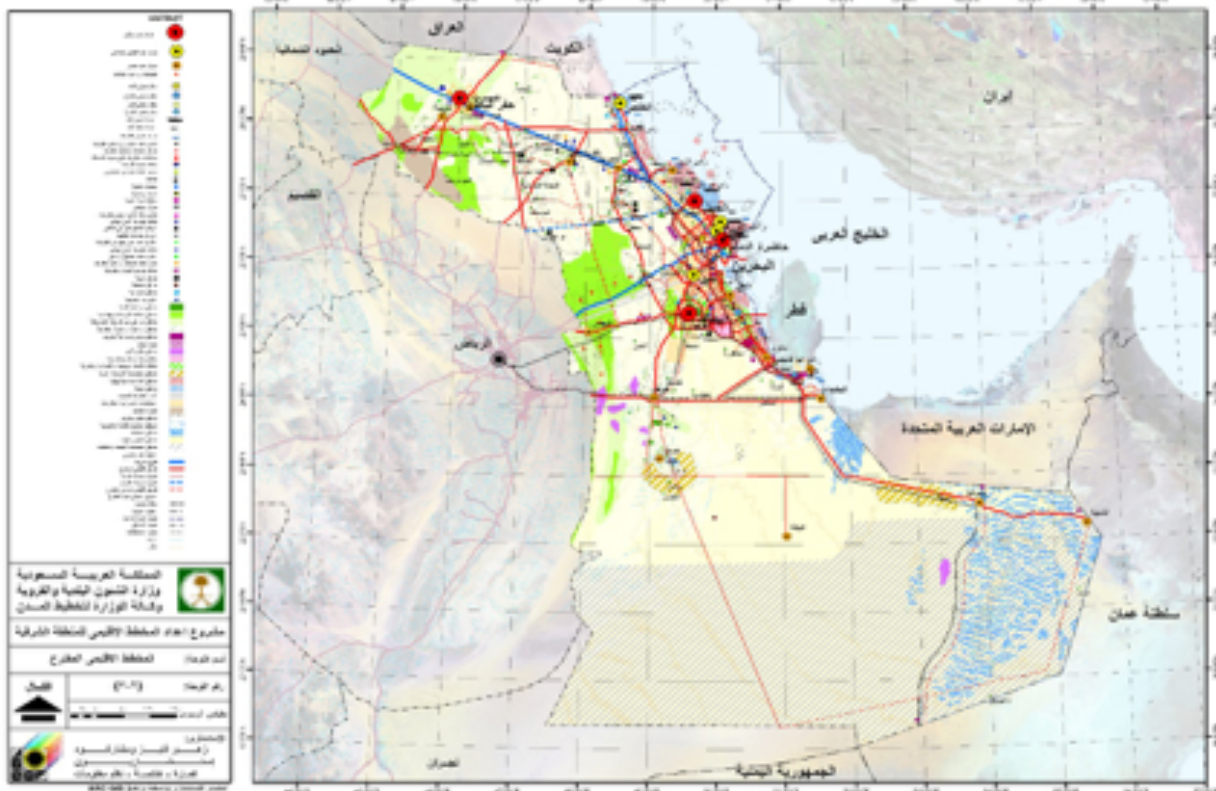
## 2.1 THE REGIONAL LANDUSES PROPOSED IN THE PLAN:

The Kingdom of Saudi Arabia is exerting efforts to achieve development in a scientific manner to achieve sustainable and balanced development through urban planning at its different levels (national, regional, local). The regional planning is an essential part in the levels of planning as it falls between the national and local levels. It addresses development at its different natural, urban, social and economic aspects at the level of the region or administrative area. However, the Urban Development Strategy prepared by the Ministry for the Eastern Region strategy aimed to:

- » Take advantage of the region's strategic location at the Arabian Gulf as a link between the Kingdom and the other states of Gulf Cooperation Council (GCC) and Southeast Asian countries.
- » Enhances the contribution of the region's non-petroleum resources in national development and to achieve balanced growth.
- » Exerts expansion in projects in diverse industries, which are particularly dependent on the region's non-petroleum resources.
- » Reduces as much as possible of non-Saudi workers and provide job opportunities for the citizens of the region.
- » Gives a role to the private sector in the provision of education and training across the region.
- » Addressing the developmental concentration on the coastal strip to achieve a balanced urban

**FIGURE (2.2.1)**

The proposed regional plan



development in the region.

- » Supports a balanced pattern of cities in the region that confirms the hierarchy of functions and population sizes.

## 2.2 THE PROPOSED REGIONAL PLAN OF THE REGION UNTIL THE YEAR 1450 H

The following studies are considered the most important planning studies that have been conducted for the region during the past three decades:

- » The concept plan for the Eastern Region carried out by the International Consultant Candilis Metra in 1394 on behalf of Town Planning Office and the regions related to the Ministry of Interior at that time.
- » The Master Plans of Dammam area carried out by Consultant CH2M Hill International Company with Engineering Consulting Group in 1399.
- » Oqair touristic development plan carried out by BEAAH Group Consultant Office in 1405.
- » Comprehensive development plan for the provinces of Jubail, Khafji, Nairiyah and Aliyah Village carried out by the BEAAH Group Consultant in 1416.
- » The Project of preparation of the master plan of Al-Ahsaa Province which has been carried out by Consultant Sulaiman El-Khereiji Office in 1417.

The idea of the proposed regional plan for the Eastern Region (Figure 2.2.1 above) depends on dividing the region into five major development corridors and sectors that can be summarized as follows:

- » **Coastline (Dammam sector):**

This sector includes the provinces of Qatif, Jubail, Ras Tanura, Dammam, Al Khubar and Abqaiq which accommodate about 60% of the total population of the region, and has about 24% of the total number of urban clusters in the region. It is proposed that the metropolitan area of Dammam and Jubail city to be national growth centers and the two main development poles along with Ras Tanura, Qatif

and Abqaiq as regional growth centers as well as Oqair as a local growth center. It has been targeted that the main economic activity of this sector to be an administrative, service, industrial and touristic activity.

- » **Al-Ahsaa**

This sector includes the central and western parts of the region. It is the part in which most of the population of the Province concentrated in Al-Ahsaa oasis and surrounding cities. The population of this sector represents about 25% of the total population of the region and has about 22% of the number of urban clusters. It is proposed that the metropolitan area of Al-Ahsaa (Hofuf and Mabraz), which is the main development pole, to be a national growth center in addition to the consideration of Oqair, Harad, Khurais and Ras Abu Gamees to be local growth centers. However, the cities surrounding the metropolitan area of Al-Ahsaa help relieve the pressure on the metropolitan area by concentration of some services and industrial activities therein, as well as proposed to raise the level of Tabreen cluster into a local growth center. Agricultural, tourism and manufacturing activities are considered the focus of activity in the region in addition to commercial activity.

- » **Hafr Al-Batin:** This sector includes the northern part of the region and the provinces of Hafr Al-Batin, Nairiyah, Khafji and Aliyah Village . However, Hafr Al-Batin is considered the national growth center and major development pole of the region in addition to Al Khafji as a regional growth center while Nairiyah, Aliyah Village and Qaisumah as local growth centers. This sector is one of limited medium economies sectors whereas it has only some simple herding and agricultural activities though it includes some arable lands. However, pastoral activities are overshadowing the sector in addition to security, as the region is linked to surrounding countries through several outlets.
- » **Empty Quarter:** This sector is promising development sector in view of the reserves of petroleum and gas in

it and the ongoing research and excavation. However, Obeilah is proposed to be a local growth center to carry out a service role in this sector.

- » Adeed: This sector is considered as a security sector and the south-eastern entrance to the region and to the kingdom as well. It has several border outlets which activate the exchange between the region and the Gulf countries in trade, tourism and service activities. Salwa, Ras Abu Gamees, Shawalah and Shaibah are considered as local growth centers, and due to the existence of a proposed economic city in Abu Gamees this shall establish a commercial industrial activity for the sector in addition to its feature as a security sector.

**The deliverables of the regional plan include:**

- » Levels of development centers and the role of urban clusters.
- » Projections of population and employment opportunities until 1450 H
- » The general framework of the economic development

strategy.

- » The general framework of the Industrial development Strategy.
- » The general framework of agriculture, animal husbandry and livestock sector development strategy.
- » The general framework of fisheries sector development strategy.
- » General framework of tourism development strategy.
- » The general framework of distribution of essential services.
- » The general framework of distribution of infrastructure networks.
- » The general framework of policies and mechanisms for the implementation of regional development strategy.
- » The proposed landuses and development corridors plan
- » Proposed road network
- » Nominated Development Centers
- » The proposed industrial cities

## Chapter 3

# CONSTRAINTS, POTENTIALS AND OPPORTUNITIES IN THE EASTERN REGION

### OPTIONS OF URBAN DEVELOPMENT STRATEGY

The East Region is considered the main economic base in the Kingdom, where it is the main location for production of petroleum in the kingdom and the direct link to the GCC and East Gate of the Kingdom. However, the region is considered the largest regions of the Kingdom in terms of area, as well as Al-Ahsaa Province therein is characterized by intensive agricultural activity, besides have cities of great importance such as Dammam, Dhahran, Al Khubar, Jubail and Hafr Al-Batin. Despite the significant widening of the area of the region, the population concentration is limited to above mention major cities in the region hence stem the variation in population and distribution of activities in the region.

The importance of the preparation of a strategy for urban development in the region is based on the objective to bring a balanced urban development among different parts of the region, provinces, cities and villages according to the elements of development, the comparative advantages of different locations and the national trends of development in different regions through the next five “five-year plans” up to 1450 H.

### 3.1 CONSTRAINTS AND POTENTIALS OF URBAN DEVELOPMENT

The Eastern Region is characterized by its vast geographical area. It is the largest region of the Kingdom in terms of area. The Empty Quarter Desert occupies more than half the size of the area. However, the populated part of the region is the northern sector located along

the Arabian Gulf coast. There are many constraints and potentials of urban development in various fields including natural, environmental, population, economic and urban aspects which we shall review hereunder:

#### 3.1.1 CONSTRAINTS OF URBAN DEVELOPMENT

There are many parameters and constraints of urban development in different areas as illustrated in Figure (2.2.2).

##### **First: natural and environmental constraints and problems**

- » Most of the area of the region is covered by the desert of the Empty Quarter, which occupies the bulk of the region’s area.
- » High temperature in most of the year and high rates of relative humidity on the coast.
- » The marshes, saline land unfit for agriculture and reconstruction form the large areas in the region.
- » The region exposes to sandstorms in some periods of the year.
- » Population and urban activities concentration along the coast, increase the likelihood of environmental pollution.
- » The limited water resources in the inner part of the region.

##### **Second: the Constraints of population and social problems**

- » Non-balanced distribution of the population and the disparity in population densities where the population concentration occur along the coastal strip of the area.
- » High percentage of young people about half the population which is an indicator of high dependency

ratios and the need for educational and health services as well as future employment opportunities.

- » The high percentage of non-Saudis (about 24% in 1420H).

**Third: Constraints and economic problems**

- » The high percentage of foreign labor in the region limit the size of the job opportunities for Saudis.
- » Unemployment in 1413 reached about 13% out of Saudi population, which is a high percentage given the focus of economic activities in the region, especially industrial.
- » Despite the economic importance of the region and the large population size, yet there is a small percentage of shops therein; about 15.8% of the total number of shops in the Kingdom.
- » The region possess a small percentage of touristic trips around 5.8% of the total trips at the national level, 12.4% of the number of hotels and only 9.1% of the number of rooms.

**Fourth: Constraints and urban and facilities problems**

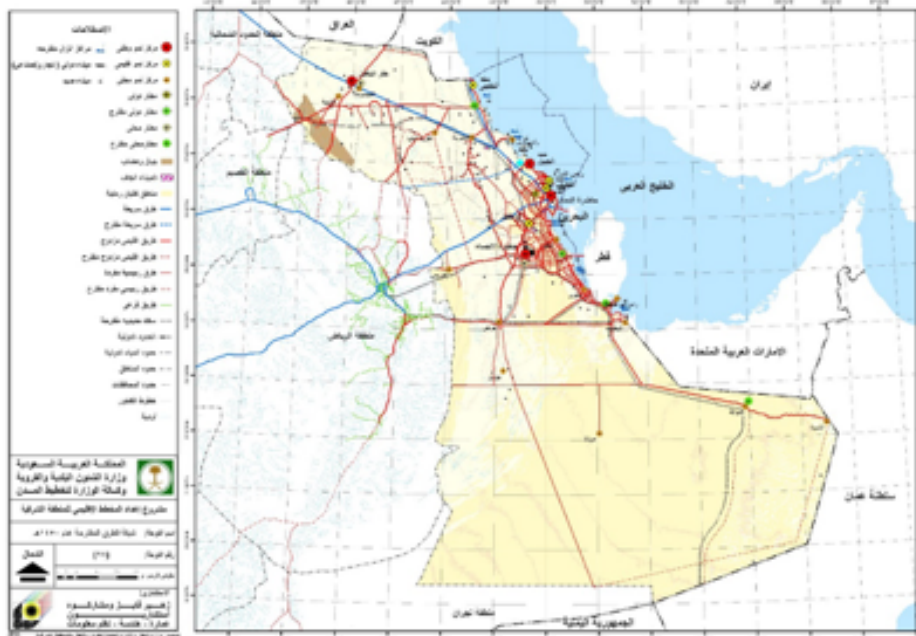
- » The urban and population concentration in a limited number of enlarged urban centers generate a burden on facilities and infrastructure in the region.
- » Immigration from the desert and small villages to

urban centers leads to deprive large parts of the region from their population.

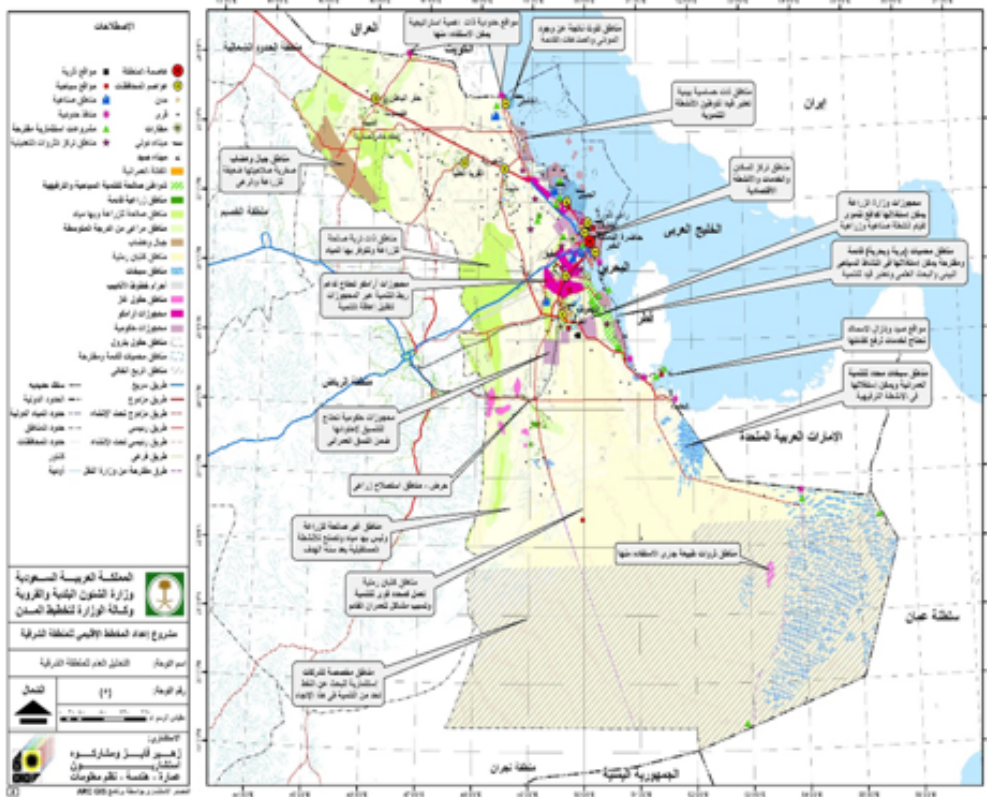
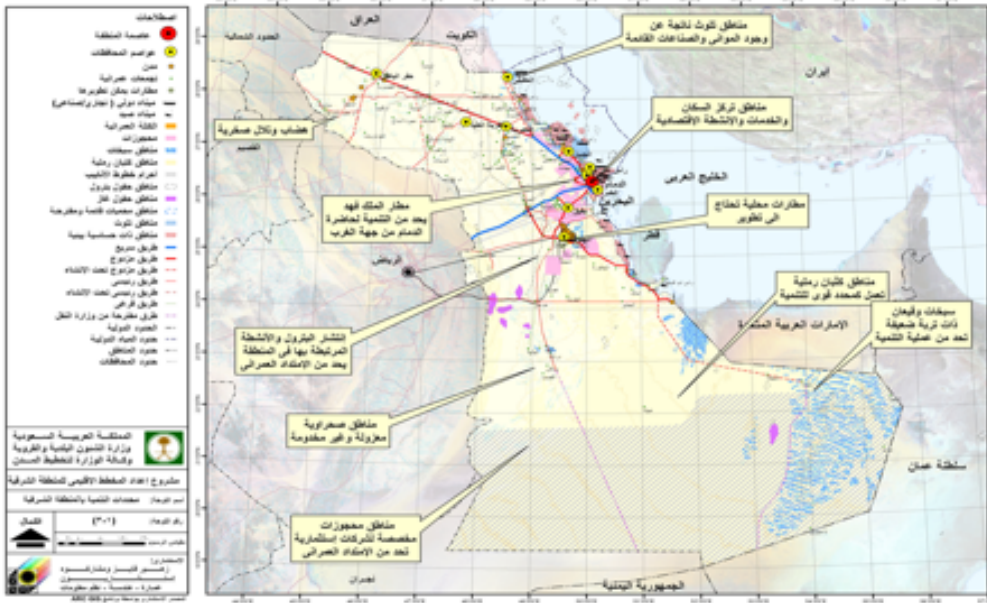
- » The high cost of providing services and facilities for the desert area and small gatherings spread in the region.
- » The spread of petroleum uses and related uses in the region constitutes a constraint for the urban expansion and increases environmental pollution.

**Fifth: the Constraints and problems of public services**

- » Less number of houses connected to public water network compared to the situation at the national level or the other major regions, where about 27.5% of the houses are connected to the public water network versus 47.4% at the national level.
- » Deficiency in public education for boys and girls in the public sector at the level of primary, intermediate and secondary schools due to the high density of students (girls and boys) compared to the number of schools and classes and the percentage of students to the teachers in the region compared to the situation at the national level.
- » Deficiency in government health services in the region compared to the national level.



**FIGURE (2.2.2)**  
Development Constraints



### 3.1.1 DEVELOPMENT POTENTIALS IN THE REGION

Eastern Region is characterized by a number of characteristics giving it a competitive feature compared to the other region of the Kingdom which can be summarized in the following points:

#### First:- at the local level:

1. There is high concentration of natural resources such as gas and petroleum as it contain more than 99% of the total petroleum and gas in the Kingdom and more than 25% of the total livestock production in the Kingdom (Aliyah Village Province alone). However, the region produces more than 56% of the total production of desalinated water and electricity in the Kingdom.
2. Concentration of investment and infrastructure due to the preparation of the region to support the industries, particularly petroleum and petrochemical and other support industries, making the region contains the largest number of industries and industrial projects, which are overseen by both Saudi ARAMCO and Saudi Basic Industries Corporation (SABIC) within the industrial city of Jubail.
3. Concentration of industries and supporting industries led to reducing the cost of industrial investment in the region compared to other regions as the region contains more than 80% of the total industry of petroleum, non-petroleum and supporting industries in the Kingdom.
4. The Eastern Region is considered the pillar of industry in the Kingdom as a result of the availability of raw materials of petroleum, natural gas and skilled manpower.
5. The region has the largest industrial finance in the Kingdom at a total capital cost estimated at 129 billion riyals, or 48% of the total industrial financing in the Kingdom.
6. The vast geographical area allows accommodation of all types of investment and economic activities such as industry, trade, tourism, agriculture, manufacturing, secondary manufacturing, retail trade activities, maintenance, services, shipping, transport, grazing, poultry breeding and food industry.
7. The long international borders, with all GCC states in addition to Iraq, Yemen and sea borders with Iran, give the region a security, defense, commercial and strategic importance in terms of economic integration between the Kingdom and the GCC countries and act as a gateway to other regions of the Kingdom to export their products and carry out commercial and industrial exchanges.
8. Jubail Industrial City is a fully planned industrial city in the region with a self-management system independent of the ministries, which provides a distinctive model of a semi-autonomous local management of industrial and sustainable development in all aspects of comprehensive development that are needed for the cities at the local level of local administration that provides additional potentials for local, regional and international investors to invest within the frame of Jubail Industrial City as well as take advantage of the competitive advantages offered thereby under the umbrella of a unified center to serve investors through issuance of a consolidated one license issued by one Authority only.
9. There are two industrial cities under construction with a local and regional competitive advantage. These cities are: Ras Al-Khair (previously Ras Al-Zour as mentioned in the documents of the regional plan) and the Industrial city of Ras Abu Gamees which provides new investment, industrial and commercial dimension to activate the integration of mining industries and secondary manufacturing in the Kingdom with other mining areas which shall be connected by a proposed railway line which is currently under implementation.

**Secondly: at the regional level:**

1. The unique geographical location of the region related with the GCC provides a competitive advantage as the region is connecting all GCC countries with neighboring countries, which increases the value of the ongoing new gulf railway line which provides a competitive advantage for the prices of Gulf products to move between the GCC countries and provides promising investment opportunities to investors from the GCC countries or from other areas of the Kingdom, particularly in the field of recreational and tourism industries because of the occurrence of the King Fahd International Airport in Dammam at distances of one hour or less from all the capitals of the GCC countries and at 2-3 hours from all the capitals of the Middle East countries and their major and important cities making it an important air-transportation, re-important and export hub for travel services, tourism and overseas trade.
2. The borders that open to the Arabian Gulf ports provides an advantage of the region compared to the other regions of the Kingdom and the rest of the GCC countries because of the presence of an appropriate number of large and different-purpose ports along the coastline with a length of about 1655 km including all meanders within the boundaries of the region, providing investment opportunities in the heavy industries, shipping services and regional sea transport.
3. The international trade and methods of land, air and maritime transport as well as trains constitute an integrated transport system which increases the investment attractiveness of the region for investors both in the GCC countries or international investors.
4. The coast of the region historically constitutes the interface of the Arabian Peninsula with the Eastern side of Asia and neighboring countries and it is now playing the same role within the Regions of the Kingdom which increases the importance of the region at the regional level as well as the economic

and investment development opportunities, especially after the amendment of the Investment Law which the General Authority for Investment oversees the implementation thereof and develop its programs to increase the attraction of the foreign capital to invest in the region in particular and the Kingdom in general.

**Third:- at the international level:**

1. The region contains the largest petroleum reserves at the international level giving it an international economic importance with great impact in the international economy, its stability and its direct impact on the international markets.
2. The region is the largest petroleum producer in the OPEC area at the international level giving the Kingdom a special economic position that affects the international financial markets, specifically energy market.
3. The region has a very large reserves of natural gas, which enhancing its competitive position in the fields of investment associated with this important international industry.
4. The region Constitutes a distinctive military position for the Kingdom and GCC group which contributes to provide a strategic defensive and distinctive security position for the area at the international level, especially in light of the existence of petroleum production area near to it.
5. Competitive strategic location for international sea and air transport and related maintenance services.
6. Competitive location in terms of petroleum and gas industry and related international services.

In view of this we can conclude the critical importance of the Eastern Region in the local, regional and international Kingdom system especially in light of its acquisition of most of the natural and industrial wealth of the kingdom which increases the importance and sensitivity of the region and the need of the existence of continuous

updating and accurate implementation and distinctive coordination between the regional and local plans and the local Department of Development at the level of the Emirate/AMARAH/AMANAH, the Council of the Region, the chambers of commerce, the municipal councils and the High Commission of Eastern Region Development when been activated in the future in order to ensure the continued success of development experience in the Eastern Region, which has began since the discovery of petroleum based then on simple programs of comprehensive local development through a partnership between the state and the petroleum company which now reach the highest stages of industrialization and development of intensive capital investment.

### 3.2 PLANNING CORRIDORS IN THE EASTERN PROVINCE

Include the analysis of the planning corridors provided by UN Habitat team.

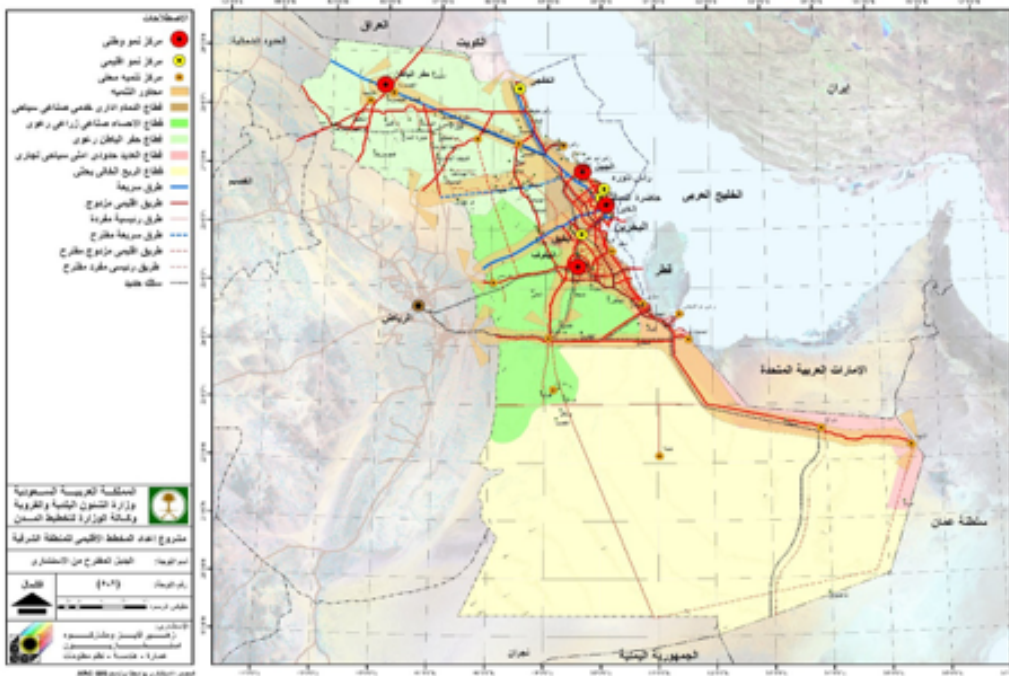


FIGURE (2.2.4)  
Development Constraints

## Chapter 4

# VERTICAL INTEGRATION AND ACHIEVEMENT OF SUSTAINABLE DEVELOPMENT GOALS IN THE EASTERN REGION IN THE FRAMEWORK OF NATIONAL, REGIONAL AND LOCAL DEVELOPMENT POLICIES AND PLANS

General policies have been set within the framework of the overall objectives of the Eastern Region's development strategy and issues of its development, and then reached at the mechanisms that will achieve those policies. The wording of these policies, however, have been in the form of generalities based on two reasons, the first is the fact that the urban strategy of the region itself is a long-term strategy (over twenty-five years to come), and the second reason is the fact that the strategy should be flexible enough to face any future changes at all levels, whether international, national, regional or local and then be able to accommodate those changes, which explains that those policies and mechanisms have been worded in general frameworks as follows:

### 4.1 POLICIES AND MECHANISMS IN THE ECONOMIC AND INVESTMENT FIELD

#### 4.1.1 THE EXPANSION OF THE ECONOMIC BASE IN THE REGION

The sector of industries, petroleum and mining constitutes the main economic activity in the region, but this sector does not provide a large number of job opportunities, especially for young Saudis in the region. This calls for the expansion and diversify of the economic base through

the following mechanisms:

- » Encourage investment in the sector of petroleum, gas and mining in the region.
- » Promote and support the role of Al-Jubail Industrial City as a national industrial development pole as well as development of infrastructure networks there in. This has been supported by the development of the city of Ras Al-Khair (formerly Ras Al-Zour) under the direct supervision of the Royal Commission for Jubail and Yanbu.
- » Benefit from the mineral wealth available in the region and encourage investment therein, including the establishment of appropriate manufacturing activities and development of capabilities and skills of Saudi youth to work in that sector.

#### 4.1.2 DIVERSIFICATION AND SUPPORT OF TOURISM ACTIVITY IN THE REGION

The tourism sector in the Eastern Region constitutes a major tributary of the economic base as the region contains beautiful beaches and protected sites, and is expected to contribute significantly to the growth of the region. However, the distinguished geographical location of the region will also play a major role in this regard. The tourism activity in the region can be diversified and supported through the achievement of the following mechanisms:

- » Development of historical nature and archaeological tourist areas and provide facilities and services

therein (for example Oqair Park)

- » Encourage financial investment in the field of tourism, including the facilitation of administrative procedures for the business sector and citizens.
- » Activating the role of tourism development in the region and develop its integration with the AMANAH and the Emirate/AMARAH.
- » Establishment of an institute specialized in training for occupations associated with the tourism sector.

### 4.1.3 TAKE ADVANTAGE OF AND DEVELOP THE AGRICULTURAL SECTOR AND FISHERIES

The agricultural and fishery sectors are still of important economic sectors in the region, and for their continuity in the long term, it is required to achieve the following mechanisms:

- » Conduct economic feasibility studies about the importance of the diversification of agricultural crops, particularly those with high economic returns.
- » Limit granting agricultural lands to the sites that are contain water resources.
- » Support cooperative associations in order to provide agricultural tools to farmers especially owners of small agricultural holdings.
- » Preparation of studies on the feasibility of raising the added value of some agricultural crops.
- » Strengthen the role of fishing activity in the region through the development of marinas and establishment of research centers concerned with this activity as well as establish Fishermen's Association.

### 4.1.4 STIMULATE PRIVATE SECTOR PARTICIPATION IN THE REGION'S DEVELOPMENT

The state recently has been keen to provide opportunities for the private sector to participate in the development process, and to activate its role in national development with the aim to contribute to the expansion of the

productivity base, diversify revenue streams and development of the following mechanisms:

- » Find suitable mechanism for the participation of the private sector in the financing and operation of the government projects.
- » Emphasize the importance of the social role of the private sector in the development process such as supporting of scientific research programs, and participation in the delivery of some services and facilities for some installations and firms.

## 4.2 POLICIES AND MECHANISMS IN THE POPULATION AND SOCIAL FIELD

### 4.2.1 PROVIDE QUALIFIED CADRES FOR THE PARTICIPATION OF SAUDI YOUTH IN THE DEVELOPMENT PROCESS

The provision of the required qualifications and skills is considered as one of the most important production requirements particularly citizens, who are expected to take over the reins of responsibility in the productive sectors. However, the development of technical capabilities and skills to meet the needs of the private sector is of particular importance as a result of the large increase in the employment rate of expatriate compared to employment of Saudis in production field. This policy can be achieved through the following mechanisms::

- » Development of training and rehabilitation policy especially for those who are on the job.
- » Conduct continuous and direct assessment of the institutions involved in the training of Saudis such as vocational and technical education training institutions and their compatibility with the requirements of the region's development.
- » Support the famous craft activities in the region and set up its own training centers.

### 4.2.2 SUPPORT SPIRITUAL AND MORAL

## VALUES DEVELOPMENT PROGRAMS

The community moral and spiritual values are considered as the real moving factors and generator of the development process, so it's no surprise that many of the development programs are based on stimulating the spirit of work and commitment to religious values. However, Islamic religion with its noble values is the main source of this great moral energy which push development works. This can be achieved through the following mechanisms:

- » Conduct information programs to raise the morale of the citizens and exhort to good behavior.
- » Effective evaluation of the experiences of other nations in the industrialized societies, specify positive factors and strengthen them.
- » Expansion in summer camps for the development of the collective spirit and foster the spirit of teamwork in work.
- » Hold conferences and seminars that contribute to the development of life style that suits the zeitgeist.
- » Pay attention to voluntary services through its importance to the individual and society alike.

## 4.3 POLICIES AND MECHANISMS IN URBAN AND ENVIRONMENTAL FIELD

### 4.3.1 WORK ON CREATING A HIERARCHY SYSTEM FOR CITIES

The principle of the spreading of regional development over the entire area of the region can be achieved only through the existence of a hierarchy system of cities in the region. Based on this fact the region urban strategy proposed the selection of a number of growth centers at various levels to be an effective tool therefore. The hierarchy of the system of cities can be achieved according to the following proposed mechanisms:

- » Evaluate the physical and demographic size and efficiency of the services and facilities available in the growth centers and solve the shortages therein to carry out their role.
- » Emphasize the importance of the development of structure plans and carry out modernization of existing and proposed growth centers.
- » Development of municipal departments in the growth centers to suit their functional level, apply the mechanisms and means to increase their financial revenues to enable them to carry out the tasks entrusted to them besides grant them greater financial flexibility.
- » Strengthening the role of urban centers which are located near to petroleum and gas fields.

### 4.3.2 DEVELOPMENT AND IMPROVEMENT OF INFRASTRUCTURE IN THE REGION

Infrastructure is considered a cornerstone in the comprehensive process. However, despite that the region is distinguished in the field of development basic element and infrastructure, yet the ongoing development process call for maintaining and supports this level for enhancing the process of regional development. This can be achieved through the following mechanisms:

- » Systematically and continuously improve the regional and international road networks passing through the region, as well as local roads particularly non-paved roads linking the small communities based on the proposed regional plan.
- » The need for expansion of the sewerage network, because of its importance at the level of health of the population and the aesthetic of the region.

### 4.3.3 MAINTAIN ENVIRONMENTAL LIFESTYLES IN THE REGION AND THE ARABIAN GULF, INCLUDING THE ACTIVATION OF THE FINDINGS AND RECOMMENDATIONS OF THE STUDIES AND RESEARCHES RELATED TO THIS ISSUE THROUGH:

Maintaining environmental life patterns located adjacent to the cities and urban clusters and avoids urban expansion towards it.

- » Respect the distinctive environmental characteristics of the coast, whether in sea or land and propose activities that are not harmful to the environment while maintaining the wildlife (land and sea) in addition to dealing consciously and carefully with environmentally sensitive areas especially in the field of tourism development besides spread the philosophy of eco-tourism.

#### 4.3.4 ACHIEVEMENT OF INTEGRATION BETWEEN URBAN AREAS AND RURAL AND VILLAGES AREAS

To achieve integration between the urban sector and the rural and Bedouin sector in the Eastern Region it is required to achieve the optimum exploitation of the potentials of the region in each sector, which leads eventually to the stability of the population in each sector. This can be achieved through the following mechanisms:

- » Gradual expansion in the program of rural communities in the region according to the priorities of providing integrated services to suit the role expected of them in local development, and set government investment programs for the development of the Bedouin and rural sector.
- » Encourage people to settle in rural and village communities and not migrate to the cities.
- » Define the role and function of Dammam metropolitan area in the field of central, commercial, touristic and recreational services and limit activities conflicting with this function to the rest of the cities and communities of the region.

#### 4.3.5 PRESERVATION OF MONUMENTS AND HERITAGE VALUES IN THE REGION

Monuments, antiquities and heritage values had been -

and still - a source for culture and science, and the link between the past, present and future that binds citizens to their past. However, monuments and heritage values can be preserved and exploited in touristic investment through the following mechanisms:

- » Application of rules, regulations and licenses issued by the relevant ministries to preserve the archaeological heritage and monuments and avoid damage them.
- » Reduction of urban expansion and sprawl toward the monuments and historical sites.
- » Issuance of a number of publications in purpose of raising the population's awareness towards the importance of preserving the heritage in terms of all aspects affecting them.
- » Conduct a campaign of restoration of all the historic castles and monuments.
- » Development and support of heritage tourism development projects and transfer the experiences of other nations in the region such as Souq Waqif project in Qatar as a successful model powered by the state to save the national heritage for future generations.

However, economic development strategies applied in the region have achieved a well integration with the National Spatial Strategy in a manner which effects has been manifested on the direction and trending of spatial and urban development that help support and serve the large investments in the fields of industry, in particular and in industrial development, in general, in terms of energy and petroleum industries as well as supportive services that have been culminated in the development of Ras Al-Zour City to serve the mining industries of row materials received from northern and central parts of the Kingdom besides integration with the petroleum and petrochemical industries in Jubail and the neighboring city of Ras Abu Gamees Industrial City to serve the petroleum and energy sectors, secondary manufacturing and export activities. The clearly evidenced spatial harmony between the system of investments and the industrial and economic development in one hand the National Spatial Strategy in the other had has contributed in moving the development corridors in the region along the tracks proposed in the approved regional plan.

## Chapter 5

# INSTITUTIONAL AND REGULATORY MECHANISM AT THE LEVEL OF THE REGION

The institutional and regulatory mechanism for the management of development in Eastern Region has been divided into two main types: the first are the spatial frameworks which means the hierarchy of administrative spatial divisions in the region, and the second are the frameworks or institutions that manage and implement development processes, which are often consistent with spatial frameworks. However, each of them shall be reviewed hereunder:

### 5.1 ADMINISTRATIVE AND SPATIAL FRAMEWORKS (UNITS) IN EASTERN REGION

The Law of Provinces issued pursuant to Royal Order No. A/92 dated 27/8/1412, and its amended version issued pursuant to the Royal Order No. A/21 dated 30/3/1414 stipulated that each region shall administratively consists of of a number of class (A) provinces, and class (B) as well as class (A) centers and class (B) centers, taking into account the demographic, geographical and security considerations besides the conditions of the environment, transportation roads. These provinces shall be related to the Prince of the region, and organized by a royal decree based on the recommendation of the Minister of Interior. The centers, however, shall be established base on a decision issued by the Minister of the Interior pursuant to a proposal issued by the Prince of the region.

### 5.2 INSTITUTIONS, STRUCTURES AND SUPERVISORY AUTHORITIES IN EASTERN REGION

There are several bodies and institutions in Eastern Region, as in other regions of the Kingdom that manage and regulate the development processes within the region, both through the implementation process of the projects or supervisory task over various entities that perform development. These administrative frameworks can be summed up in accordance with the following:

#### **First: the Emirate/AMARAH of Eastern Region**

Headed by the Prince of the region, who shall be appointed by a royal decree. The Emirate/AMARAH is reporting to the Ministry of the Interior in accordance with the Province Law, which oversees all the authorities and institutions operating within the boundaries of Eastern Region, although the technical dependence of the work of the governmental authorities within the area is subject to the laws and terms of the technical references of each ministry separately.

#### **Second: The Council of the Eastern Region**

Based in the AMANAH of the region and consists of:

- » Prince/Governor of the region as president.

- » Deputy Governor of the region is the vice president.
- » Deputy Mayor of the Emirate/AMARAH.
- » Heads of government authorities in the region to be determined pursuant to a decision issued by the Prime Minister according to the directives of the Minister of Interior.
- » A number of at least ten citizens of scholars, experts and specialists are appointed by order of the Prime Minister based on the nomination of the Prince of the region and the approval of the Minister of the Interior, for a renewable office term of four years.

The Council of the region is concerned with the study of all that would raise the level of services in the region and entitled, in particular, to:

- » Identify the needs of the region and propose inclusion thereof in the state development plan.
- » Identify beneficial projects in order of their priority and propose adoption thereof at the annual state budget.
- » Study organizational charts for the cities and villages of the region and follow up their implementation after approval.
- » Follow up the implementation of what concern the area out of the development and budget plan and carry out the required coordination in that regards.

The Council may propose any public benefit work to the citizens of the region, and encourage citizens to contribute to it, and submit it to the Minister of Interior.

### **Third: the municipal councils**

- » The head office of the Municipal Council is located at AMANAH of the region or the Province and consists of a number of members vary depending on the size and the levels of the AMANAH or the municipalities. Two thirds of them are appointed by direct election of the citizens and the other third appointed by the minister. The council, however, practices the reporting authorities and supervision role over the works of AMANAHs and municipalities, including approval of municipal programs as well as proposing projects and approval thereof upon reviewing by the AMANAHs and municipalities to make sure they

conform to the regional plan, meet the needs of the region and suitable with the current situation. These projects include municipal, operation, maintenance, development, investment and services projects. The Council also acknowledges and approves the municipal budget project in accordance with the statutory procedures and adopt the final account after review according to the rules.

- » The Council also studies the structural, regulatory and residential plans as well as the scope of municipal services and property expropriation projects for public benefit, land use systems and other development controls and regulations of the municipality besides other matters and issues been referred to it or been referred by the minister for study. However, it is clear that the Council has no executive powers but it is a control authority for evaluating the performance, works and achievements of municipalities and AMANAHs. Therefore, its existence within the municipal work system is very important as well as an advance step in government performance and as a means for the control of municipal work, but it lacks executive powers that enable it to implement and directly follow up its recommendations.

## **5.3 POLICIES AND MECHANISMS OF COORDINATION AND ORGANIZATION IN THE FIELD OF ADMINISTRATION OF DEVELOPMENT**

The implementation of policies and mechanisms of the Region Urban Strategy need the existence of a regulatory and administrative framework that allows confirming the relations therein and conducting coordination between the municipal departments in the Eastern Region and the AMANAH and the and the other ministries in the region. The current regulatory and administrative frameworks

carry out the followings:

- » Present the strategy and the regional plan to the Council of the region and the municipal council to obtain their comments.
- » Oblige branches of the ministries to implement the recommendations of the regional strategy and plan of the region.
- » Formation of an executive committee under the chairmanship of His Highness the Emir/Prince of the region with membership of some government officials and businessmen to follow up the implementation of the recommendations contained in the Urban Strategy of the Region and the regional plan within the framework of the Council of the region.
- » Qualifying the municipalities existing in growth centers to carry out their role and support them with trained technical cadres.
- » Strengthening the role of urban planning in municipal departments by providing financial and technical support thereto.

Preparation of legislations and laws showing the role of the public and private sector in the development process.

## 5.4 HIGH AUTHORITY FOR THE DEVELOPMENT OF THE EASTERN REGION:

The Resolution of the Council of Ministers No. 64 dated 02.02.1436 H has been issued to establish the High Authority for the Development of Eastern Region, which aims to contribute to the comprehensive development of the region in the urban, economic, social and cultural fields as well as environmental management and protection field and the provision of the needs of the region such as public utilities and services according to the following organizational arrangement. The Authority has a Council formed pursuant to the Resolution of the Council of Ministers No 64 dated 02.02.1436 H to be as follows:

1. Prince of the Eastern Region - President
2. Vice Prince of Eastern Region - Deputy President
3. Al-Ahsaa Mayor - member
4. Vice Finance minister - member
5. Vice minister of Economy and planning - member
6. Mayor of the Eastern Region - member and General Mayor
7. Vice President of Aramco- Saudi Arabia - member
8. General Manager of Irrigation and Drainage Authority in Al-Ahsaa - member
9. Mayor of the Al-Ahsaa Province - member
10. General Manager of Saudi Commission for Tourism and Antiquities Branch in Eastern Region - member
11. Representative of the Royal Commission of Jubail and Yanbu (to be nominated by the President of the Royal Authority) - member
12. Chairman of the Council of the Administration of the Chamber of Commerce and Industry in the Eastern Region - member
13. Mr. Khalid Bin Abdullah Allah Zamil - member
14. Mr. Mohammed Bin Abdullah bin AbdulAziz Al-Afaliq - member

However, to carry out the following objectives:

1. Drawing the general policies for the projects of development of the Eastern Region.
2. Participation in setting the plans and budgets of governmental bodies and departments besides public establishments and authorities as well as associations of public benefit that help achieve balanced development in the Region.
3. Make use of studies and planning centers and specialized cadres inside and outside the Kingdom
4. Follow-up the planning of infrastructure projects in coordination with the Council and AMANAH of the region and other departments.
5. Follow-up the implementation of the region projects in coordination with the Council of the Region and the AMANAH of the region and other departments in them.
6. Prepare feasibility studies for projects and programs to be implemented alone or with the participation of the other stakeholders.

7. Participation in the proposing of regulations and instructions that contribute to the implementation of the development plans of the Eastern Region.
8. coordinating and organizing efforts among all stakeholders concerned with the development of the Eastern Region in accordance with the approved plans and studies so as to contribute to the achievement of the objectives of the Authority.
9. Development and implementation of infrastructure and public facilities projects including social centers, branches of government departments and other public buildings of government departments.
10. Review and evaluate the current status of projects in the region and set plans and necessary indicators for measurement and evaluation in line with the strategic trends.

The proposed organizational structure of the Authority includes five specialized centers in addition to the administrative and financial affairs in order to keep track of all aspects of development in the region. However, the proposal detailed the tasks required of each center. This proposal currently awaiting the approval of the financial support in order to be activated. The High Authority for the development of the Eastern Region is expected, upon activation, to provide a regulatory tool for effective participation in the development of the Eastern Region based on two important elements that are not available today in the local government departments which are the powers and budget that are independent of the Emirate/AMARAH, AMANAH and all other government departments in the region. These two factors will guarantee avoiding deficiencies in management of development in current departments which may lead to the setting of a new suitable and practical alternative to the Council of the region. Perhaps it may be appropriate either to assign the powers of the Authority to the Council and merge them together or cancel the Council of the Region and take advantage of the new Authority to manage and implement local development plans. It could be argued that the organizational structure proposed for the Authority has popped-up from the shortages of the experience of

the local tools in management of development, so the Authority will significantly support the regional plan because of the multiplicity of aspects of development which the Authority supervise, follow up their implementation and link them to the development plan and the National Spatial Development Strategy. However, based on a specialized viewpoint and experience, this Authority with its proposed organizational structure when activated will combine all executive, legislative and planning authorities in the region whereas the Emirate/AMARAH is represented in it by its president and the AMANAH represented by its Secretariat of the Authority and the government departments besides Finance, Planning and Economy ministries are represented by members thereof at the level of deputy minister or head of the concerned government department who has powers of signing, implementation and commitment.

The Royal Decree No. 60 582, dated 04.12.1436 H has been recently issued which stated a number of orders that can be summarized in the facts that the bodies in charge of utilities and public services in the region councils have to coordinate with the Ministry of Municipal and Rural Affairs and provide it with the spatial information of services to speed the completion of urban development priorities studies and adhere to the provisions of approved urban boundaries law. The Decree also pointed out that MOMRAH has to provide the Ministries of Finance, Economy, Planning and Ministry of Communications and Information Technology with copies of the studies of urban development priorities to take advantage thereof and be guided by them when preparing the budget. This require to quickly provide AMANAHs and the relevant ministries with updated spatial data and information to finish these studies,. However, the Ministry of Municipal and Rural Affairs must also coordinate with the concerned authorities to study the causes of delay of urban development process in the villages and hamlets and address them in order to encourage and enhance the development and stop migration to cities through the project of the strategy of development of municipal services in villages and hamlets. These updates in legislation indicate the seriousness of follow-up of

urban development at the national and regional level allowing AMANAHS and municipalities in the region to take advantage of this movement to accelerate the implementation of the regional plan and follow-up the completion thereof.

**TABLE (2.2.2)**

The main functions of regulatory levels

NATIONAL LEVEL	REGIONAL LEVEL	LOCAL LEVEL
The political system in the country	Translation of national goals into regional plans while maintaining regional relations (sectoral relations among regions)	Local participation of citizens and local community development.
Determine the national goals of economic and social development	The spatial conciliation and coordination of sectoral development	Identify local targets in an interconnected framework with the rest of the localities/municipalities constituting the region
Preparation and issuance of long-term and medium-term national plans and annual plans	Coordination between local levels in the fields of development	Local services management
The sectoral distribution of development and achievement of the general balance between the sectors	Upgrading of local desires to the national level	Study and development of human resources
Achievement of coordination and balance in the spatial development process	Ensure more effective participation of the population at the local level regarding the planning processes	Study of natural resources and suggest the best ways to exploit them

## Chapter 6

# SUMMARY OF WHAT HAS BEEN ACCOMPLISHED IN ORDER TO ACTIVATE THE REGIONAL PLAN OF THE REGION

**After reviewing the history of the evolution of the previous studies about the region we reached at the trend of planning of development in the region, whether these are base on planning or sectoral studies. This helps to understand the progress and evolution of urban, comprehensive and sustainable development of the region.**

- » In 2009 and after approval of the Regional Plan of the Region a slowdown in the implementation of parts of it, at provinces level, have been observed and discussed at the Council of the region. However, it has been agreed to form a joint committee consists of the Council of the Region and the Chamber of Commerce and Industry of the Eastern Region chaired by the Special Adviser of the Emir of the region in order to develop a strategic plan for sustainable and balanced development that sets priorities for development.
- » The committee has been formed and a consultant had been appointed to set the scope of work and terms of reference for bidding in order to implement the strategy in 2010. However, the scope of work and RFP had been delivered to both the Council of the Region and the Chamber of Commerce and Industry to be discussed and approved.
- » An application has been submitted to His Majesty for the establishment of a High Authority for the Development of Eastern Region based on the updated data and information.
- » This coincided with the preparation of the first renovation of the strategic plan of the General Authority for Tourism and Antiquities (completed 2004) in 2011.
- » Complementary workshops were held between the Council of Tourism and all Governors/mayors of the provinces of the region. However, the Chairman of the Council personally supervised the implementation of these workshops to activate the role of each of them to support the tourism plan and the spatial development of the regional plan
- » The Council of the Region and the Tourism Council discussed the latest developments and summarized some important achievements and deficiencies especially in terms of housing, traffic and transportation sector.
- » Some municipalities of Dammam (after the establishment of a number of sub municipalities) have been granted greater powers due to the large horizontal expansion of the city of Dammam in order to provide better municipal services to the citizens without the need to refer to the AMANAH in Dammam as well as Hafr Al-Batin and Al-Ahsaa Municipalities
- » The municipality of Al Khubar has been given some special powers and additional budgets within a joint pilot special program includes a number of ministries to make it a model city in which concentrated distinctive health, educational and touristic services based on which it won the second most beautiful Arab city prize.
- » The sectoral and structural plans for the region and major cities are used to be updated from time to time.
- » There is a continuous follow-up by the Emirate/ AMARAH of the region, the Council of the region and the municipal council for the projects of the region in particular to find solutions to traffic jams on the main roads of the metropolitan area of Dammam, and Al-Ahsaa and development of waterfront.
- » There are a number of achievements in both Al-Ahsaa and Dammam in the field of roads and transportation in general as well as in urban and environmental planning, green spaces, landscaping, sea fronts,

parks and provision of services in a gradual manner at some outskirts of big cities.

- » The urban boundaries has been updated and in some cases expanded for major cities (Qatif, for example).
- » Based on personal observation through Excellence Government Performance Award Program (as I had been directly supervise the section of the most Beautiful City Prize) I have reached at the fact that there is a development and progress in municipal services in all provinces of the Eastern Region and even in some remote centers far from the metropolitan area which is in some cases through self-efforts.
- » The sectoral plan of the Province of Al Khubar has been updated and part of landuses have been modified to become in line with the latest developments and trends in the world which are (Mixed Land Use & Mixed Densities)) and Transit Orientated Development (TOD) that being shifted to in the neighboring countries and carried on in the region through the proposed amendments of the Beach of Half Moon sector.
- » The private sector has contributed through its investments in the development of the infrastructure in some provinces of the region for the purpose of investing in tourism development.
- » The Regional Plan of the Eastern Region and Al-Ahsaa Province are currently being updated by the same Consultant as well as updating roads and transportation connectors which are considered the most critical aspect in this regards.
- » The industrial cities have been dealt with in a more sensitive and decisive manner, especially after a number of critical cases with some risks have been recently observed in residential areas near to them.
- » There are difficulties in implementation due to lack of required budgets on an ongoing basis in each year
- » There is a noticeable lack of required cadres to implement and follow up the regional plan as well as a lack of meeting their training needs regarding highly specialized professional training courses.
- » There is a permanent development in a number of departments concerned with spatial monitoring and updating maps and data at the level of cartographic system and geographic information systems at the AMANAH.
- » There is a continuous follow-up by the region's governor/Emir, the Council of the Region and the Municipal Council for Projects in general and non-performed or delayed projects, in particular, besides conducting special sessions to discuss the causes thereof at the Council and provide adequate solutions to overcome these difficulties according to the available potentials.
- » Due to the large size of the region and the complexity of its provinces and projects that have connections with giant companies in the petroleum, gas and petrochemical sector, such as Saudi Aramco and SABIC, it is difficult to limit all the region projects to a single reference, a matter which makes the issue of dealing with projects with difficulties and delayed projects a slow process and may affect some of the programs of the regional plan especially when it comes to the reserved lands of Saudi Aramco or the Ministry of Defense.

## Chapter 7

# LESSONS LEARNED (POSITIVES AND NEGATIVES)

**There are a number of positives and successful experiences of regional and sectoral planning which can be utilized in the development of the current regional plan, support it and follow-up its implementation in a better manner, such as the followings:**

- » The comprehensive plan of Al-Ahsaa Economic City [ALEC] has been planned by RSP in Singapore and the Korean investor “SK” while the report thereof has been prepared by a local consultant. This city has not been implemented because of the withdrawal of the investor due to delay in approval. However, detailed and accurate analytical plans have been completed in all aspects of development, investment and promising opportunities thereof in the Eastern Region and compared to the other regions of the Kingdom, the Middle East and the international levels which can be used to enrich the regional plan and update development and investment opportunities.
- » The detailed plans of Ras Abu Gamees Economic City located at the Southeast part of Al-Ahsaa Province is currently subject to the final touches thereof.
- » US company Bechtel (Bechtel) for projects management is a consultant to a project related to the Royal Commission of Jubail and Yanbu and responsible for the management of their engineering projects of development which shown a successful project management experience.
- » The Royal Commission for Jubail and Yanbu as a semi-autonomous government establishment for the management and implementation of development in two fully planned cities that have been managed independently of all ministries and other government agencies which can be used as a model for successful management and follow-up of implementation of sustainable and balanced development at a distinctive international-class standard.
- » King Fahd bridge project as a successful model that has opened vast horizons of development between Saudi Arabia and Bahrain and contributed to the development of Bahrain in terms of economic, developmental, security stability and can be used as a model of political, economic, industrial, social and security integration, and as a direct transportation means between the Kingdom and the GCC to facilitate movement between the GCC countries and the transport of goods and services between them.
- » King Hamad Bridge Project to be built soon after the approval of its plans as a model for economic, industrial, social and security integration and as a direct means for transportation between the Kingdom and the GCC to facilitate movement between the GCC countries and the transport of goods and services between them.
- » Oqair touristic Port Project as one of the deliverables of the strategic plan for tourism development in the region and as one of the local and regional development mechanisms of Al-Ahsaa Province.
- » Heritage tourism development projects in Nairiyah and Oliyah Village as a means of local sectoral development integrated with the sectoral plans and the regional plan for establishment of a touristic, social and balanced economic development.
- » Updated Touristic development strategy as one of the mechanisms of sectoral development in the region in the field of accommodation, hospitality, travel, tourism, crafts, heritage and tourism services, touristic events such as rallies, beach events, air show events that attract tourism and increase the value-added economic development of the region.

- » The Joint Committee between the Council of the region and the Council of the Chamber of Commerce, which resulted in preparation of two important documents: the first one is the document of the scope of work and reference conditions for sustainable and balanced development plan of Eastern Region, which contributed to the development of the regional plan of the region that is currently subject to updating by the Consultant; and the second one is the document concerned with the development of the High Authority for the Development of Eastern Region based on which the proposal was presented to His Highness and contributed to speed the issuance of the approval and establishment of the current Authority. This was a unique experience in the Kingdom between the public sector and the private sector to implement developmental, constitutional and structure projects in order to institutionally serve the region's development.
- » The experience of the neighboring countries can be benefited thereof such as the experience of the comprehensive planning in Qatar, which sensed the risk of the current trend of horizontal spreading of cities (Urban Sprawl) and then trended towards applying modern patterns of planning based on the philosophy that directed towards transportation (Transit Oriented Development - TOD) as well as mixed land use and mixed densities.
- » Attract attention to the point that the currently prevailing concepts of local administration are no longer intellectually acceptable at the level of creativity that find innovative solutions to current problems. Among the most important of these concepts is the idea of Best Practices and transferring of its experience because they contradict the idea of creative thinking, innovation and affect the mind not to come up with new ideas that are out of the ordinary. However, I refer the reader to the following link of an article about an administration/management in a magazine named Forbes speaks clearly about the most important five habits of leaders that should be discarded and get rid of to complete the march of success and excellence through leadership and innovation:
  - » <http://www.forbes.com/sites/mikemyatt/2015.10.31.5-bad-leadership-habits-to-leave-behind-in-2016>
  - » The experience of Masdar City for energy, United Arab Emirates despite the absence of a clear picture that it has been implemented in a sustainable manner, yet the experience deserves attention besides some other successful experiences such as smart cities in Korea and China, which may be appropriate to study and consider the possibility to take advantage thereof.
  - » The experience of the presentation of the Strategic Plan for Tourism Development in the Eastern Region, which has been offered and conducted by the Council of Tourism Development of Eastern Region to which all mayors of the provinces of Eastern Region were invited besides the heads of government departments and bodies, the representatives of the private sectors in tourism sector and interested citizens. It was a successful and distinctive experience that helps exchange visions and ideas as well as been utilized in the amendment of some items of the plan and correction of some of its tracks in a manner suitable for all. However, it is preferred to take advantage of this experience, which had been sponsored by the Emirate/AMARAH of the Eastern Region and conducted at the Chamber of Commerce through the presentation of the points of updating of the sectoral, structural and regional plans to a group of selected university specialized professors, all governors/mayors of the provinces of Eastern Region, members of the Municipal Council, the Council of the region, the council of the High Authority of the Development of the Region and all citizens interested in the urban development of the region and listen to the ideas and visions of the attendees to achieve the following three objectives:
    - » Exchange information between the members of the team of the Consultant about the update of the plan at one hand and all development partners at the other hand in order to clearly and fully transfer the image.

- » Listen to the points of views and opinions of all companies in a manner that avoid the omission of any aspect that the consultant or the concerned departments failed to see or include them in the data required for updating the plan
- » Support plans of development partners to obtain their acceptance and support later in the implementation stage because they feel they had been done based on their consent and opinions at the design stage.
- » Urban Observatories, which have been implemented in most regions of the Kingdom and recently in the Eastern Region. They are an appropriate method of planning that provides guidance information to the planners and consultants to develop the regional, sectoral and structural plans in a manner to be as close as possible to reality and without the need for the presumption of standards that may be far from reality and does not contribute in touching the reality and framework of local planning.
- » There are a number of successful international and regional experiences that may be appropriate to study to make use of them as contained in the expert's report, such as Berlin, Germany, Seoul, Korea, South of Johor in Malaysia, the Province of North Cape in South Africa and Horseshoe in Canada, in addition to Singapore and compare them with successful experiences in the Kingdom such as Jubail and Yanbu Industrial Cities and the plans of the new districts in Doha structure plan.
- » We suggest giving higher education institutions like King Fahd university of Petroleum & Minerals (KFUPM), and king Faisal University (KFU), a more serious role in the capacity building of the Regional Planning Department personnel and planners as well as those in the Amanas and municipalities, Municipal Councils, Regional Councils and counties. This will take the full potential of the eastern province to develop the region more effectively.
- » We believe that the best Regional Planning Governance model for the Eastern Province is the High Commission for the Development of the Eastern Province as the planning agency, supported by the

Amanah as the local Observatory and KPI's host. The Regional Council would do the implementation, and the Amanah would do the follow up. This way, it would position the regional very well and in a strong competitive position, locally, regionally, nationally and internationally. Keeping in mind the strategic importance of the eastern province at all levels as well.

### **Overall review of the plan vis-à-vis lessons learnt from international level**

Until now planning in the region is falling far behind its opportunities but the Eastern Region learnt its lesson and is professionalizing the system of planning. The establishment of the High Authority for the development of the Eastern Region is forward-looking and may be trend-setting for the entire country.

Internationally, the Eastern Region should look at regional planning in regions like the Golden Horseshoe, Berlin and especially in Iskandar (SJER). It also should monitor how other regions of the world master structural change.

There seems to be no strategy for the 'Empty Quarter'. Understable as the difficult living conditions are in this area the country needs a vision for this area too. It needs to be explored what benefits can be generated from the region. Desert and desert life are important elements of the Arab heritage. The Northern Cape province in South Africa includes a desert but does not label it as an empty area. Instead it developed a comprehensive plan for a sustainable development of their desert region.

The importance of the Eastern Region being part of the GCC is noted several times as an advantage in the review. Unfortunately, there doesn't seem to be a strategy on how to make use of the location and how to identify and use spatial synergy in the GCC area. In the GCC there is a competition and there are opportunities for cooperation. For both it needs a comprehensive strategy similar to SJER which wants to benefit from the location near Singapore while elaborating and making use of own

strengths and opportunities.

### **Policy recommendations**

1. Work of the new HC should begin with issuing a baseline study and launching a 'Regional Development Conference' as a multi stakeholder process to develop a vision for the region in line with KSA spatial policies.
2. Start capacity development and institution building in the region. This area is still far from the most possible. Linkage to the big university with strong background on regional planning could be an asset which needs to be explored and verified
3. The region needs an operational strategy for a future beyond petroleum. It needs to be prevented that future opportunities are ignored just because current revenues from oil and natural gas are still high. It should be the opposite; the current strengths should be invested in preparing the future.
4. The Eastern Region seems to be driven mainly by traditional businesses related to oil, gas and trade. In contrast to this, regional planning in the Golden Horseshoe region is dedicated to improve the full enabling environment for sustainable economic development. This includes lifelong professional training, the support for business incubators and start-up across the region. The regions will need new capacities, products and new enterprises when the old oil industries phase out (compare also energy transition policies in Germany and its consequences for the sector).
5. Great ideas often start small and grow slowly before they bloom up. Therefore, regional planning needs to stay alert on what is developing, where are new potentials and needs. The big development opportunities for the region may be identified by big players of the present like Saudi ARAMCO - or not. To identify potentials for sustainable economic development it needs a better understanding of the micro-level of the economy, society and environment. For example, the development of tourism doesn't depend on the number of hotels alone but on an integrated concept linking the potentials of the

area with interests of potential visitors. For the promotion of economic activities and to increase the wellbeing of the people authorities need to understand carefully where are demand and potentials for e.g. for start-ups and what do they need to start prospering.





**REVIEW OF  
REGIONAL PLANNING  
IN SAUDI ARABIA**

**THE CASE OF  
MADINAH AREA**

## Chapter 1

# 1. INTRODUCTION TO BASIC INFORMATION

### 1.1 THE LOCATION AND GEOGRAPHICAL CHARACTERISTICS OF MADINAH

Madinah Area is located in the western part of the kingdom as shown in figure (2.3.1), which includes a wide area located between longitudes (36 30 and 42 -15 East), and latitudes (22 -30 and 27 - 30 North). The region occupies a large geographical area extending from the Red Sea coast in the west to the boundaries of Qassim, Riyadh and Hail areas at an average length of approximately 500 kilometers, and from the boundaries of Makkah area at the south to Tabuk in the north, with an average length of about 600 kilometers.

The region occupies a vast geographical area of approximately 153.8 thousand square kilometers estimated at about 6.72% of the total area of the Kingdom. However, this percentage almost equal to the percentage of population of the region compared to the population of the Kingdom. The area overlooking the Red Sea coast, at a total longitudinal distance of about 400 km.

**FIGURE (2.3.1)**

The location and geographical characteristics of Madinah



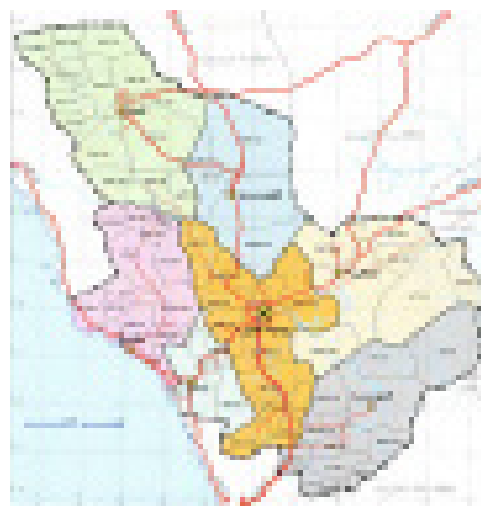
### 1.2 THE ADMINISTRATIVE DIVISION OF THE MADINAH REGION ADMINISTRATIVE DIVISION (1998 - 1418 H)

The Emirate of Madinah Region was including seven administrative units and two provinces of category (A) which are Yanbu and Ola as well as four provinces of category (B) which are Badr, Khyber, Hanakiyah and Mahd provinces. However, these provinces in turn, was divided into 62 administrative centers.

**TABLE (2.3.1), FIGURE (2.3.2)**

the administrative division and geographical areas in the provinces of Madinah Area (1998 - 1418H)

Province	Number of centers	Number of villages	Area m2
Madinah and its centers	10	291	25286.99
Yanbu (1)	13	219	18826.40
Ola Province	14	204	30628.47
Badr Province	4	153	81859.95
Khaybar	4	189	20175.76
Hanakiyah Province	6	108	25555.38
AL-Mahd Province (2)	11	145	25160.42
<b>Total</b>	<b>62</b>	<b>1309</b>	<b>153819.38</b>



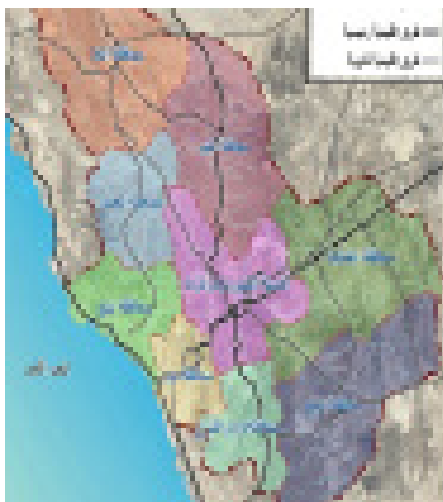
## Administrative division (2015 -1437H)

Madinah Area is currently distributed over (9) administrative units representing the provinces of the region, namely, (Madinah and its directly related centers, Yanbu, Ola Province, Mahd Province, Badr Province, Khaybar, Hanakiyah Province, Ais province, Wadi Al-Fari Province), the region also includes 90 Emirate centers in addition to nine supervisory boundaries for the cities of the provinces. Figure (2.3.3) shows the administrative division of the current provinces of the cities of Madinah (1437H). Table (2.3.2) shows the distribution of the current supervisory boundaries (1437H) of the provinces of the Madinah Area.

**TABLE (2.3.2) AND FIGURE (2.3.3)**

Show the distribution of the areas of supervisory boundaries of the provinces and the administrative centers (1437H).

Province	Number of centers	Area	
		(Thousand km <sup>2</sup> )	%Of the total area
Madinah and its centers	10	17.8	11.6
Yanbu	9	10.6	6.9
Badr Province	9	6.9	4.5
Ola Province	15	27.0	17.6
Hanakiyah Province	15	25.8	16.8
AL-Mahd Province	16	24.7	16.0
Khaybar	9	19.9	13.0
Wadi Al-Fari province	7	9.5	6.2
Ais province	9	11.3	7.4
Total area	99	153.6	100.0



## 1.3 POPULATION IN MADINAH AREA

The size of the region's population according to the last census conducted in 1431 is about 1.76 million person, which is equivalent to 6.69% of the total population of the kingdom, that amounted to about 26 million in the same year. However, regarding the distribution of the population over the provinces of the region, the share of Madinah and its related centers is about 64.6 % of the total population of the region, followed by Yanbu with a population of about 270 thousand person, equivalent to 15.2% of the total population of the region. The provinces of Wadi Al-Fari and Al-Ais are considered the smallest in terms of population size, as the size of population of Wadi Al-Fari Province is about 35 thousand person representing 2% of the population of the region, while the size of the population of Al-Ais Province is 30 thousand person, equivalent to only 1.7% of the population of the region and it is considered the smallest province of the region in terms of population.

Despite the large area of Madinah, which amounts to 153 thousand km<sup>2</sup>, yet the populated areas of the total space does not exceed one-third of this area. However, the majority of the space of the region is poorly covered by vegetation due to the cruelty of the natural environment and the lack of rainfall and poor soils. Figure (2.3.4) shows the spatial distribution of the three main parts of the urban area (Madinah - capitals of the provinces - the rural sector).

The rural urbanization in Madinah Area is generally spreading parallel to the network of the main valleys in the region wherein pastoral and agricultural activities on which the village communities exist. However, the rural sector percentage compared to the Urban Sector increased in provinces of Badr, AL-Mahd, Ais, Wadi Al-Fari, Hanakiyah and Khyber, where the size of rural sector nearly two-thirds or more of the total size of the population of these provinces which is opposite of what exists in the provinces of Yanbu and Al-Ola.

## 1.4 THE MAIN ECONOMIC FEATURES OF MADINAH AREA

The provinces of AL-Mahd and Hanakiyah, at the provincial level in Madinah, are considered the richest in mineral resources (especially gold, copper and tantalum ores besides rare and radioactive elements and manganese), while Ola Province is characterized by tourism and historical monuments (which includes one of the most important world heritage sites registered at UNESCO, which are Saleh cities). Khyber and Al-Ola together are considered the richest in terms of agricultural resources compared to the rest of the provinces. They are in vicinity and linked to agricultural areas in the Kingdom, namely Qassim, Hail and Tabuk areas (the corridor of agricultural development in the Kingdom). Provinces of Yanbu and Badr have tourism resources depends on the existence of extended sandy beaches, as well as the existence of Yanbu industrial area, which includes heavy petrochemical industries, whereas Yanbu Petrochemical Complex is considered as the second-largest petrochemical complex in Saudi Arabia.

### General characteristics of the economy of Madinah Area

- » Although the economy of the capital and Madinah Area achieves high level of GDP in the average of the Kingdom but the potentials of the available resources clearly indicate the enormous potentials for pushing development and economic growth to much larger horizon compared to the status quo by employing untapped natural resources as well as through the rehabilitation of human resources in the context of maximizing the role of the private sector in development, whereas the rate of contribution of the Saudi population (15 years and more) in economic activity in the region amounted to 32.7% in 1430 (2009) what is considered low compared to the rate prevailing at the level of the Kingdom which is equal to 36.4 % during the same year \* [1].
- » Madinah Area community in spite of the large relative size of its commercial sector, which is strongly linked to the size of the large demand of pilgrims and Umra performers as well as the demand of high and middle-income social classes, but it can be described as “governmental employees community” whereas the workers in the private sector in terms of Saudis compared to the total percentage of general employment percentage is very low (20.7%), which clearly indicates the large size of the governmental employment force at the government departments in Madinah Area.
- » The relatively low income levels in Madinah Area compared to the Kingdom also strongly interacts with the problem of unemployment (non-working persons at working age based on field surveys of households), which increased in 1432 (21.4 %) in Madinah compared to Saudi population. Unemployment is concentrated in those who have university and secondary education, which clearly indicates the inconsistency of educational outcomes and qualifications compared with the kind of demand of the labor market (human sciences versus vocational and technological disciplines), and specificity of the local culture for some types of work.
- » The economic structure of the region is not characterized by diversification as it is mainly being a service economy (except Yanbu Industrial City which is considered as a national industrial center and not related to the local economy of Madinah Area), whereas the focus of private investment is in trade and construction activities (demand generated by tourism and population and urban growth), followed by industrial and mining activities as well as services. The employment rate is strongly reduced in the productive sectors compared to the high percentage in education, health, public administration and personal services.
- » The general analysis of the system of land use in the capital Madinah and the rest of the capitals of the region clearly indicates that approximately 30-40% of the lands of these cities are white lands that has not been developed, which clearly indicates that these lands constitute investment assets for the medium and long terms and speculation thereon to achieve high financial returns in excess of the

financial investment returns.

- » In general, Madinah Area economy is considered as a promising economy with broad and extended prospects not only because of the flexible growth of the flows of Hajj and Umrah performers, but mainly because of the large economic resources of mining, which the rate of exploitation of some of them is currently significantly reducing, while Exploitation of others did not start as well as resources such as new geothermal power in addition to the excellence investment environment whereas the index value of the investment environment in the region shows almost the same value of the index at the level of the Kingdom which is a relatively distinguished level, that greatly improved in the recent period at the international level.

## 1.5 THE CONDITIONS OF CITIES (CAPITALS)

### First:- the capital of Madinah

The capital of Madinah, ranked as the fourth among the cities of Saudi Arabia in terms of population size after Riyadh, Jeddah, Makkah, in which the population grew

from (918 889) persons in 1425 (2004) to (1,100,093) person in the year 1431 (2010), and thus included into the list of cities with more than million persons, with population equal to double of population of the capital of Buraidah (456 552), and about one and a half the city of Taif and the capital of Abha but does not exceed 1/3 of Jeddah (3,430,697) beside it a little bit exceed 1/5 of the capital Riyadh. The total population of the area represents a percentage of (6.6%) of Saudi Arabia's population, and thus ranked as the fifth compared to the other regions of the Kingdom according to census conducted in 1431 (2010).

Given the demographics indicators of the population of the capital of Madinah "table (2.3.4)" estimated by the Urban Observatory for the period 1425-1430H, it has been noticed that the population density of Madinah Area (estimated based on the urban boundaries of Madinah of "721 km 2") recorded a value of (1308 person/km 2) in the year 1425 (2004), and increased to (1418 persons/km2) in 1430 (2009 m), with increment of about 7.8% during the five years.

**TABLE (2.3.4)**

some indicators of demographic characteristics of the Capital of Madinah for the period 1425-1430H (2005-2009)  
Source: indicators of Urban Observatory of Madinah Area.

Index		1425H 2004	1426 2012005	1427 2006	1428 2007	1429 2008	1430 2009	1431 2010
Population size		918889	950555	982874	1014514	1048446	1067811	1100093
Population density (area 721) Person/km 2		1308	1353	1400	1445	1454	1418	
Annual population growth rate		3,48	3,38	3,38	3,38	3,29	3.2	
The percentage of the population by sex	Males	53,75	53,75	53,70	53,70	53,70	53,70	
	Females	46,25	46,25	46,30	46,30	46,30	46,30	
The percentage of the population by age	Less than 15 years	36,10	36,10	36,10	36,10	36,10	36,10	
	years 15-64	61,06	61,06	61,06	61,06	61,06	61,06	
	Greater than 65 years	2.84	2.84	2.84	2.84	2.84	2.84	
Non-Saudis population	Males	18,99	18,99	18,99	18,99	18,99	18,99	
	Females	11,41	11,41	11,41	11,41	11,41	11,41	
	total	30,40	30,40	30,40	30,40	30,40	30,40	
Female illiteracy rate is greater than 15		14,00	12,10	11,85	12,30	12,30	10,55	

### Second:- the urban sector in the governorates

The Madina Area Regional Plan has been based on the strong care towards the development of the provinces and urban centers. However, the number of urban centers in Madinah Area in addition to the Capital of Madinah are eight cities which: (Yanbu - Al-Ola - AL-Hanakiyah - Mahd - Badr -Khyber - Ais - Al-Farie). Table (2.3.5) shows the population sizes of these cities and the percentages thereof out of the total population of the region.

**TABLE (2.3.5)**

The population sizes and the percentages thereof out of the total population of the region.

SN	City	Population	Percentage out of the region population
1	Yanbu	161156	8.98 %
2	Al-Ola	39793	2.21 %
3	Badr	30895	1.72 %
4	Hanakiyah	23912	1.33 %
5	Khyber	17429	0.97 %
6	Al-Mahd	15934	0.88 %
7	Ais	10798	0.60 %
8	Al-Farie	5314	0.29 %
<b>The total</b>		<b>305231</b>	<b>16.49%</b>

The number of population of these urban centers of Madinah Area, with the exception of the capital Madinah, reached in the year 1425 (2004) (256145) person and increased in 1431 (2010 m) to (305 231) person, with an annual growth rate of 2.5%, that almost equal to the general rate at the level of region in 1431 which represent a percentage of (16.49%) of the total population of the region. This clearly refers to the relative low weight of these urban centers compared to the greatest pole of capital of Madinah (about 61.8% of the total population of the region). The largest urban center in this group is the city of Yanbu, as inhabited by approximately (161156) person in 1431, and is considered as one of the largest (19) Saudi cities; with size of population exceeds more than one hundred thousand persons, followed by Al-Ola city with population size of approximately 25% of Yanbu (39793) person.

## 1.6 PUBLIC SERVICES IN MADINAH

### Health Services:

- » - The main problem for health services that has been monitored is the lack of beds, compared with the population as the rate of beds per 1,000 persons currently reached (1.4 beds), while target rate according to the Health Strategy set to be (2.5 beds) and therefore the sector has not achieved a rate of (56%) out of the targeted and main rate until the year 1436 to be used in assessing the state of health services in the region.
- » - The main problems and obstacles to the implementation of the ongoing projects of the Directorate General of Health Affairs are represented by the non-availability of the approved lands for these projects, and in particular that the solution to health centers which have no available approved lands lies in the slow pace of procedures of transactions in accordance with the mechanism adopted for the allocation and transferring the title of such lands to the state (Ministry of Health).

### Educational services:

- » The most important quality problems faced by educational services is the continuation of the lands required for the educational projects within the urban boundaries of cities, besides the presence of other problem represented in the slow of implementation by contractors after signing contracts and delivery of sites of much different educational projects lead to the deterioration of the educational projects in the region.
- » As for girls 'education in particular it is suffering from a continued increase in the number of leased schools in the region compared to public schools which affects the service stability, location and availability of good elements of building, in addition to the inability of issuance of licenses for building girls' education schools in the region due to the delay in issuance of deeds for lands grants or the slow in construction licensing procedures.

**Infrastructure:**

- » The percentage of household water connections (connections per year) did not exceed 12.6% over the two years. This is due to the increased frequency of replacement and renewal processes in public buildings in the cities and villages in Madinah area which reduced the level of the Directorate's plan to increase connections.
- » The percentage of water networks coverage within cities, especially Madinah, did not exceed 38% out of the total number of buildings connected to networks within the districts of Madinah city during the first year of the plan while in the rest of the cities, this percentage does not exceed 10% out of buildings connected to networks, although it is not available in many other cities of the region.
- » In spite of the programs being implemented to protect cities and villages against the dangers of flooding as well as dam construction, maintenance and renovation of existing ones by which the number of current dams in the region reached (24 existing dams) and (12 dams under construction), but there is an urgent need to prepare hydrological map of the whole Madinah Area that explains the paths of valleys and flood courses besides their collection areas an storage basins, in addition to show the locations of protection areas and constructed dams to conclude general and specific recommendations to be reflected into projects and implementation programs to ensure the protection of the cities, villages and properties against dangers of flooding, especially in the light of international climate change.
- » The most important problems facing the current projects and efficiency of performance of services by Saudi Electricity Company are represented by the high growth rates in loads which reached 13%, the random expansion of houses in villages and rural areas, the high cost of connection, and the increasing difficulty of approving the paths of networks, especially in the villages of Madinah despite the coverage percentage of electrical service reached 99.9% of the total population and the villages of the region.
- » The south-eastern sector of the region (Mahd) and north-western sector (Al-Ola) are considered the most far areas from the main regional roads in the region, which indicates the importance of supporting these sectors by major regional or secondary double lanes roads to cover this shortcoming.

## Chapter 2

# THE DELIVERABLES OF THE REGIONAL PLAN

## 2.1 THE REGIONAL LAND USES PROPOSED FOR THE PLAN:

### Urban clusters:

Urban clusters in a broad sense includes all elements of human uses within the formation of human residential and living environment and constitute the context of social and economic interaction of the members of the community. However, the urban clusters in Madinah Area is characterized by their existence and spread in the form of cities, villages or rural areas distributed along the sides of valleys and roads corridors.

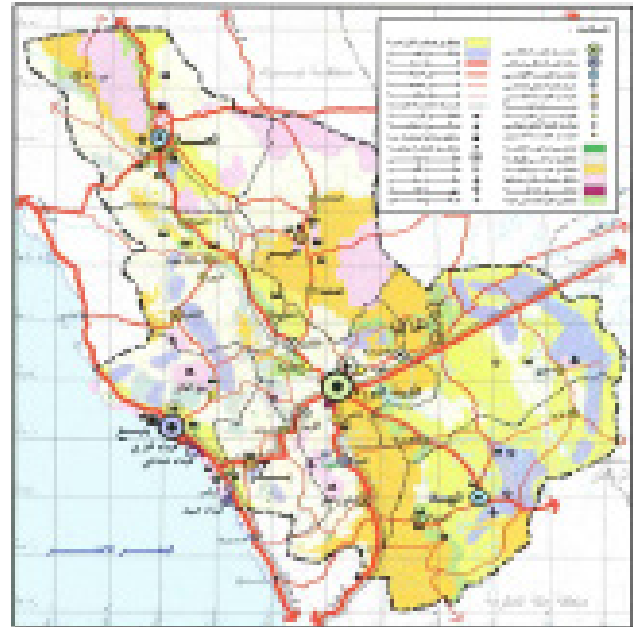
Based on the recommendations of Madinah Area Regional Plan which have been based on analytical studies the total urban clusters space in the year 1420 estimated to be about 2915.6 km<sup>2</sup>. The cities occupied about 53.8% out of it and the rest is distributed over the main and sub-villages. The urban clusters space is expected to increase in the year 1450H to reach about 3414.8 km<sup>2</sup> with an increment of about 17.1% from the situation in 1420. The cities shall occupy in the target year about 66.2% of the urban clusters space, and the rest spread over rural communities at different levels. The relative increase in the total urban area is referred to the transform of a group of rural communities into cities and urban suburbs.

### Mining areas:

The area allocated for mining activities is estimated to be around 13612.8 km<sup>2</sup>, accounting for about 8.8% of the total area of the region and about 70.4% of the total uses of urban space, and that space is concentrated in provinces of AL-Mahd, Hanakiyah, Yanbu and Wadi - Al Gorah respectively.

FIGURE (2.3.4)

Urban clusters



### Agricultural uses and pastures:

The regional plan paid special attention to agricultural and grasslands development in the region, where it proposed the development of agricultural area by adding about 641.5 km<sup>2</sup> to the current areas which shall be concentrated in provinces of Al-Ola, Khyber, Hanakiyah, AL-Mahd, Wadi Al-Ghora and Wadi Al-Fari and thus it is estimated to double agricultural area by the target year to about two and a half times the status quo at a rate of 2.9% per annum. The detailed suggestions of the most appropriate methods of agriculture and crops to the nature of the region and the sites of agricultural projects shall be reviewed in more detail upon discussion of sub-regional plans at the provincial level.

## 2.2 THE REGIONAL ROAD NETWORK PROPOSED IN THE PLAN

The regional plan adopted the idea of linking the different parts of the region and establishment of a hierarchal road network, and raise the level of desert roads linking villages and urban centers. Therefore it is expected to increase paved roads lengths from 1607.2 km in 1420 to about 3533.2 km in the target year. Highway lengths have reached about 819.9 km, and the lengths of regional roads about 821.1 km. The main roads, however, is expected to reach about 1171.1 km while the secondary roads will approximately reach 721.1 km.

**FIGURE (2.3.5)**  
The regional road network



## 2.3 ROLES AND FUNCTIONS OF THE URBAN CLUSTERS PROPOSED IN THE PLAN

### First:- the National Development Centers

Madinah and the capital of Yanbu are considered as development centers at the national level. However, Madinah has reached the stage of self-growth, as it is the fourth urban center in the Kingdom, and also considered to be within the first eight urban centers

which the National Spatial Strategy stress on the need to direct the priorities of support to them, due to the relative advantage of Madinah Area in spreading regional development at the national level. It is also proposed that the promotion of spatial balance in distribution of services and central government functions, such as universities, research organizations, specialist medical services among matters that need to be provided in Madinah to cover the need of the north-western sector of the Kingdom of such central government services, as well as the focus on central jobs in connection with commercial and service-related activities.

### Second:- regional development centers

Urban growth centers have been selected for regional development to achieve integration between urban growth areas and the neighboring areas of less development, hence comes into play the role of Al-Ola and Mahd cities as two regional development urban centers for to achieve long term integration between growth corridors.

**FIGURE (2.3.6)**  
Roles and functions of the urban clusters proposed in the plan



### **Third:- local development and urban centers**

This level of development centers is considered as the main triggering factor to establish a balanced hierarchical pattern of residential clusters in the region, it is also considered one of the tools to transfer development to the neighboring areas to reduce the polarization, as well as the basis for the creation of a regional balanced development in the region. However, to promote integration between urban and rural areas there are a number of local development centers which can achieve that in Madinah Area which includes the cities of Badr, Khyber and Hanakiyah, in addition to a number of central villages proposed to be developed into urban centers and include Al-Fraish, Al- Mulayih and Al-Sowaidra in Madinah Area, and (Al-Fageer/Milih) and Al-Yotmah in Wadi Al-Fari province as well as Yanbu Al-Nakheel in Yanbu province and Al-Ais in Wadi Al Gorah Province. Nevertheless, a new urban suburb has been added to this level at the ten-year update stage, which is Samad suburb that has been added to Khyber city.

## Chapter 3

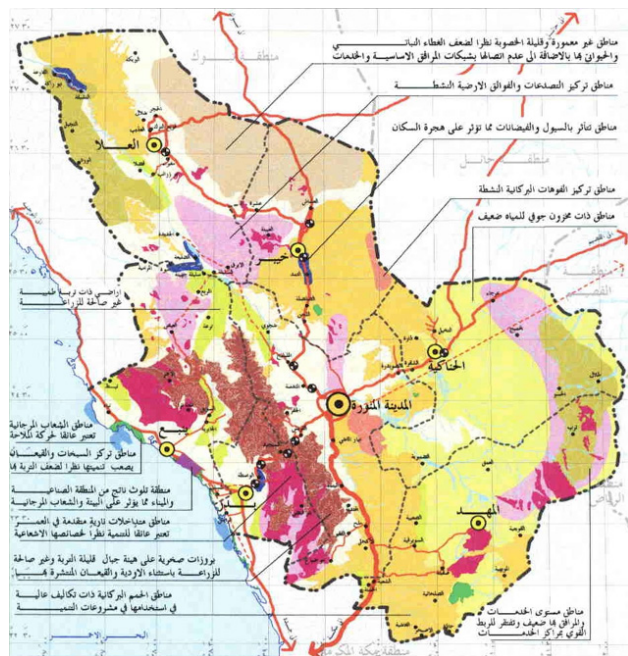
# CONSTRAINTS, POTENTIALS AND OPPORTUNITIES IN MADINAH

## 3.1 DEVELOPMENT CONSTRAINTS AND PROBLEMS IN MADINAH

### 3.1.1 NATURAL CONSTRAINTS AND PROBLEMS

- » The coastal plain is characterized by the presence of many faults associated with the Red Sea and tectonic movements that caused continuous widening of its bottom. Volcanic eruptions also spread over the Hijaz Mountains rocks. In the highlands, the volcanic eruptions also widely spread, and there are much floods of alluvial salty sediments in the scattered depressions located among its plateaus. Volcanic eruptions also widely spread in a number of basaltic rock areas (Harat), which are considered as the natural constraints and obstacles of development that must be taken into account when determining the specifications and locations of development projects.
- » Madinah Area is a desert area, extremely hot in summer, with an average maximum temperature that reach more than 42 °C, and less rainfalls with an annual average between (40-110 mm), which most of it falls in spring and autumn and characterized by much fluctuation. Summer, however, is very drought.
- » Failure to regulate grazing process is one of the main obstacles to the development of grazing sector in Madinah.
- » - The growing of much coral reefs near the coastal areas obstruct navigation and shipmovement in the region, particularly in light of the applicable environmental regulations.
- » The surface of the basaltic rock areas (Harat) in the interior highlands is characterized by a severe topography which makes it difficult to economically

**FIGURE (2.3.7)**  
Natural constraints and problems



use them as areas of economic urban activities.

- » The Northern part of Harrat Rahat, which immediately lies in the south part of Madinah is considered as the most active part of this volcanic rock area because it has experienced more than thirteen lava flow events during the past five thousand years.
- » Saline soil and non-arable lands spread along the coastal plain from Ras Masturah to North of Yanbu Al-Bahr.
- » Due to the poverty of plant and animal life in the region, the most prevalent types of soil in Madinah

Area characterized by low fertility due to lack of organic material which are usually less than 1% of the volume of soil.

- » Due to the availability of lime deposits in the region, the prevailing soil contains a high content of calcium carbonate, which makes it difficult to dispose the excess water especially in case of formation of solid gypsum layers which cause internal obstruction of movement of water as well as hinder the growth of plant roots in the soil.
- » Groundwater in Madinah Area mostly shallow groundwater, and there is a clear decline in the level groundwater table due to increased consumption and lack of rain.
- » Because of the encroachments on the right of way of the valleys as a result of presence of some construction caused by residents, leading to creation of a narrow valleys, and thus caused the storm water drainage problem and exposing the properties to destruction. It worth mentioning however, that Madinah AMANAH has made a number of actions to remove irregular occupancy on the sides of valleys in the region.
- » There is a problem regarding the organization of Khanq valley flood area, where it need the construction of a dam with gate at the channel which help increase the storage capacity as well as help to reduce and regulate the flow during flood peak to avoid significant losses as a result of the high floods.
- » The sub-valleys, feeders of the main Wadi Khyber pass through Khyber old village which is full of palm trees, as there is no paths to drain floodwaters wherein the growing grasses reserve water for large periods after flooding causing significant health problems, in addition to a large number of unexploited springs which worsens the prevailing conditions of the drainage system.
- » Most of the valleys in Madinah originates from mountainous areas and thus eligible to cause damage and destruction during high floods and rainstorms, so this must be taken into account when determining the locations of development projects.

### 3.1.2 URBAN CONSTRAINTS AND PROBLEMS

- » Current and new urban clusters and development projects largely focus on latitudinal regional corridors where we find that most of them linked with the main two highways of "Madinah- Qassim" and "Madinah - Yanbu" and to a lesser extent in the south with the highway of Madinah-Makkah. However, urban development projects and population concentrations are scarce along the north-south corridor, whether in Northern Sector (Madinah - Tabuk) or Southern Sector (Madinah - Al-Mahd), especially with the current weak link between Madinah and the area south of Al-Mahd (sub-regional and secondary roads), which ultimately leads to strong variations in the spatial distribution of the development, construction and population in the total spatial context of the area. In the same context development initiatives concerned with achieving balanced spatial development are slowing, whereas they have not implemented the recommendations of the regional plan which proposed to establish the provinces of Wadi Al-Fari and Al-Ais as independent provinces to move the development process in these peripheral areas, and support the balanced spatial development. However, within the same frame, they have not implemented the proposed creation of a new Amanah in the city of Yanbu in response to population growth and the increasing development activities, to promote the process of development on coastal area of the the region.
- » Slow growth in the completion of the institutional structure of the AMANAH administration, which is also linked to the issue of spatial polarization and concentration of urban development. This particularly reflected in the slow establishment of new municipalities in the main proposed villages (rural development centers) during the passed 12 years since the preparation of the regional plan up to date; whereas 9 municipalities have been established out of 16 municipalities proposed in the regional plan of 1419H (1998) the number of which increased to 20 municipalities based on

the First Ten-Year Updating of the regional plan conducted in 1430H (2008) in addition to another 9 municipalities proposed by 1450H (2024).

- » The structural problem in development of rural sector due to the small size and fragmentation of communities.
- » Non-clarity of the integrated dimensional social development of strategies and plans of urban development
- » The absence or lack of compatibility and integration between the most central sector plans (prepared by the ministries and authorities) as well as local strategies of regional and urban development plans. This is attributed to the absence or lack of coordination between the various administrative bodies in the implementation of the proposed development trends.

### 3.1.3 ECONOMIC CONSTRAINTS AND PROBLEMS

#### Unemployment and labor market issues:

- » Focus of working in services sectors with relative contraction in productive sectors
- » High unemployment rate at the urban boundaries level, especially among educated persons.
- » Inflation of the size of informal sector
- » Decline of Saudization index in general, and its improvement at the urban level

#### Gender differences in the labor force:

- » The relative stability of the low rate of female participation in economic activity
- » The high unemployment rate among females
- » The high unemployment rate among university graduates compared to the national average

#### Gross domestic product and economic structure issues:

- » The great diversity in economic resources and shrinking of diversity in economic structure
- » High volume of economic growth with low diversity of economic structure

#### Income distribution and poverty issues:

- » Disparities in lower and upper boundary of average income of households categories
- » Disparities in income distribution:
- » Differences in poverty levels among cities of the region

### 3.1.4 CONSTRAINTS AND PROBLEMS IN PUBLIC SERVICES AND GOVERNMENT SECTOR

- » Quantitative deficit in basic education services in the rural sector
- » Continuation of the scarcity of land required for educational projects in the region
- » The continuation of a large percentage of the number of leased schools in the region
- » Low per capita of beds in government hospitals in the region
- » Non-availability of the approved land for Establishment of health services
- » A sharp drop in services in youth care sector
- » The scarcity of land and the lack of availability of approved projects for the courts and the notary public

### 3.1.5. CONSTRAINTS AND PROBLEMS IN THE INFRASTRUCTURE SECTOR

- » Decrease in growth rate and coverage of municipal water and sanitation sector
- » Slowdown in strengthening regional road network in the southern sector of the region

## 3.2 MADINA DEVELOPMENT POTENTIALS:

### 3.2.1 NATURAL POTENTIALS:

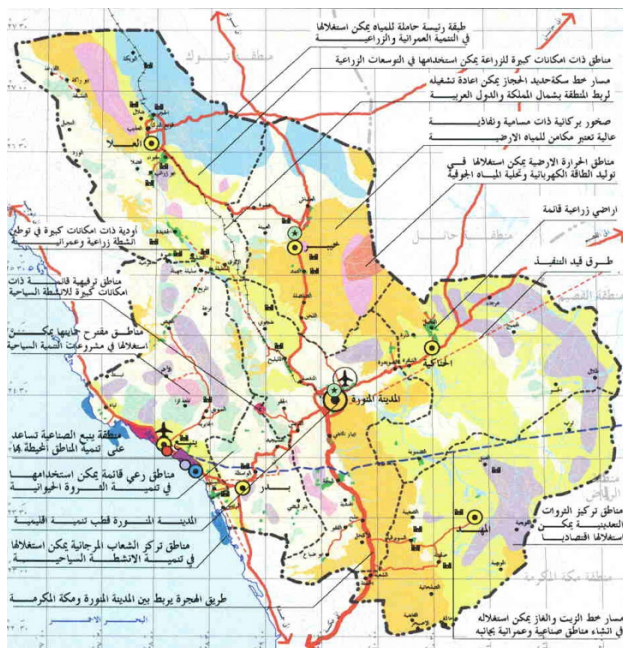
- » Madinah Area has an important and special location in the northwestern part of the center of the Kingdom, and occupies a large geographical area extending from the Red Sea coast in the west to the boundaries of the areas of Qassim, Riyadh and Hail east with a length of about 500 km, and from the boundaries of Makkah area south to the boundaries of Tabuk in the north, with a length of about 600 km. The region has an area of about 153.8 thousand square kilometers, accounting for about 6.72% of the total area of the Kingdom. Its location is characterized by the presence of a coastal and a seafront extending about 302.7 km on the Red Sea coast.
- » The importance of the location of Madinah Area is based on several strategic considerations (religious, spatial and economic) at the local, regional and international level. It goes without mentioning that the uniqueness of each of the cities of Makkah and

Madinah is based on their religious importance in the Islamic world. The spatial importance, however, stems from its location at the middle of the Muslim world and the western region of Saudi Arabia, as well as it is considered as the northern gate of the Kingdom. The location also featured as the convergence point of mobility and service, and at the same time a point of link between the east and south of the kingdom with its north-western part. The economic importance is attributed to the fact that it is an international market and for being the second largest industrial complex in the Kingdom and its uniqueness of competitive advantage for production of many regional products.

- » Among the factors that increase the importance of the geographical location of the region that it is connected to the rest of the Kingdom by a number of regional roads. However, Madinah Area comes in an advanced position among the cities of the Kingdom in terms of the degree of connection with the rest of the regions of the Kingdom, as well as with the outside world.
- » The small quantity of rain that falls on Madinah Area leads to the growth of few natural plants in the form of short grass and scattered bushes. The activity of grazing in the past had based on those plants for some types of camels and sheep that have adapted naturally with difficult natural conditions, making it a significant possibility for livestock development in the region which are considered the best types of breeding with the importance of continuing the genetic engineering studies to raise their efficiency in terms of meat, milk and wool production.
- » The coastal plain of the region is characterized by the presence of some inlets and tongues, which can be used to create the ports of fishing and marinas to activate tourism movement in the region, taking into account and maintain the reefs fronting the coastline. It is known that the delta of valleys are considered the most suitable sites for Marine berths if they have provided with other technical specifications due to the absence of reef line in such

FIGURE (2.3.8)

Regional development potentials in Madinah



- place at the seafront.
- » Sharm Yanbu and Rais Beach are considered as the most important locations characterized by purely and purity of its waters that extend over long distances, as well as the availability of rock reefs cropping over the water and sandy beaches where they become ideal locations for the development of touristic and recreational activities.
  - » Volcanic activity leads in general to creation of a very fertile topsoil. However, as Madinah Area is characterized by volcanic activity, therefore it contains arable fertile types of surface soil such as deep loam soil that spread in all of the provinces of AL-Mahd and Hanakiyah, in the midst of Ola Province, north- western parts of Madinah city and along the coastal plain of the provinces of Yanbu and Badr.
  - » Large numbers of valleys pass through Madinah Area. The deposits of these valleys consist of a mixture of clay, silt, sand, gravel and boulders. Deposits of coarse particle size are considered as the best water reservoirs because of their high porosity and permeability, making them one of the important sources of water in the region. However, the total area of valleys in the region accounted for about 2.44% of the total area.
  - » The basaltic rocks used to be fed by rains (in spite of their low rates) to become a good ground water aquifers particularly when the water stock been precipitated in deposits underneath such basaltic rocks such as SAQ Mountain Formation, which contains the most important aquifers in the Kingdom at all that passes through the northwestern part of Ola Province and Northern part of Khaybar. According to initial projections the water reservoir in the formations under these volcanic lava is large and has not yet been studied enough, and that water stored in Basaltic rock areas (Harat) usually save water in its good characteristics due to lack of salts soluble in the water in basaltic rocks. The most important Basaltic rock areas (Harat) in the region are Harat Rahat and Harat Khayber. These Basaltic rock areas (Harat) represent about 23.8% of the area of the region.
  - » Geological studies indicate that Harat Khayber is considered as a significant reservoir of under surface heat, particularly at AL-Ras Al-Abiyad Mount area which can be used in generation of clean electrical energy by using geothermal energy at economical prices, as there are some successful international experiences in this regard. This potential will economically provide electric power for Khaybar, Al-Ola and Hanakiyah, and therefore will have a positive impact to push the development process in the region. This potential should also be studied for using the same technique in Harat Rahat to provide electrical power for provinces of Hanakiyah and Mahd.
  - » Madinah Area abounds with many metallic and non-metallic minerals and good raw material for use in building and construction. However, more than 136 locations have been discovered in the region for mining based on some preliminary and detailed studies.
  - » Data and studies of the National Commission for Wildlife Conservation and Development indicate that Madinah Area has a unique vegetation and animal coverage in terms of variance and covariance in its components, which specifically requires some sites to be protected and preserved whereas the authority has identified six sites proposed to be protected with an area of approximately four thousand square kilometers which are Jabal Radwa and Jabal Kilab, Harat Ewairid and Al-Hajar, Ras Braidid, Al-Fagrah, Hidab Al-Haso, Khyber saline swamps in addition to eight other areas under study, which are Jabal Warghan, Jabal Dokhan, Jabal Nahar, Jabal Adgas, Harat Khyber/Harat Hattim, Sharm Yanbu, Shoaib Al-Girain and protected areas existing in the region represented by four locations, which are the boundaries of the Holy Mosque under the management of both Amanah of the region and the Amanah of Madinah and Yanbu and other three locations under the supervision of the Royal Commission for Jubail and Yanbu.

### 3.2.2 URBAN POTENTIALS:

- » Undeveloped areas in the region offer multiple possibilities and resources for various urban activities that can be implemented in the near and long term, taking into account the environmental and natural constraints which represent strict constraints on the future development and distribution of regional activities and landuses therein.
- » The cities of the region has great potential for urban growth in the future, as updated structure plans have been prepared for all cities allowing for future growth. However, there are about 60% of the approved residential and industrial plans in the cities of the region which are still vacant and can be used when suitable urban elements been provided.
- » There are a cluster of urban clusters distributed around Madinah which are qualified to play the role of residential suburbs such as Mondasah, Abar Al Mashhi and Aweyana, which can be used as an effective mechanism to reduce the population pressure on Madinah Area, as well as there is another group of communities eligible to become a subsidiary cities such as Mulaylih, Al-Soaidhrah, Al-Fraisha and Al-Yotmah to which activities that are not directly linked with the main function of Madinah Area can be transferred to such affiliated urban area.
- » Al-Ola city has a good agricultural and unique touristic potentials. However, Khyber, Hanakiyah and Mahd Provinces are characterized by the availability of land for significantly urban development, in addition to the economical specialization of each of them. Whereas Yanbu is characterized by a strong economic potentials because of the existence of industrial complex in Yanbu industrial, City besides the growth of complementary and supportive industries in Madinah, as well as the variety in the elements of the economic base due to its location at the Red Sea coast. Badr city is characterized by its tourism and agricultural potentials and potentials of urban growth in new Badr area. However, the location of the city near the coast of the Red Sea has given it the possibility of the development of recreational activities and fisheries sector.

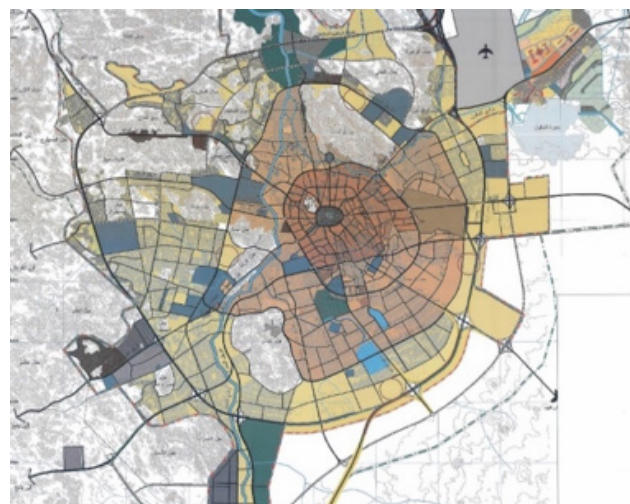
- » Madinah is characterized by the availability of an indicative/master plan well prepared and continuously updated by Amanah to interact with the new changes imposed by local and regional conditions. This plan is considered as one of the important potentials because of its future vision which must be re-evaluated in light of the data of the regional plan of the area.

### 3.2.3 MAJOR ECONOMIC PLANS AND PROJECTS WITH IMPACT ON THE ECONOMIC AND INVESTMENT ENVIRONMENT OF MADINAH AREA

- » Indicative plan adopted for Madinah Area in 1450H
- » Comprehensive plan of Madinah Area in 1462 H
- » The expansion of the Prophet's Mosque and the central area
- » Knowledge Economic City
- » Public transport project in Madinah
- » Two Holy Mosques train project
- » The development of Prince Mohammad Bin Abdulaziz Airport Project
- » King Abdullah Project for pilgrims and Umrah Performers

**FIGURE (2.3.9)**

Madinah city land use plan



### 3.2.4 THE ECONOMIC POTENTIALS:

There are multiple and diverse opportunities of investment in all economic sectors in Madinah starting from Investment on primary economic sectors such as (agricultural production, livestock production and mining sectors) and binary economic sectors, which includes (industrial areas, mining industries, storage and logistics sectors).

Investment opportunities also include the tripartite sectors such as (trade, transport and services sector particularly the major services such as educational, health, administrative services, commercial and business centers, finance, trade and services sector) in addition to the development of high-end Quartet Economic Sectors such as (real estate, tourism, protected areas, housing, hotels, cities of economic knowledge, projects of the central region and religious services) which enhance the international holiness status of Madinah Area.

There are various prospects and areas of investment in the capital of Madinah at the level of its urban context and development boundaries and include pilot projects and projects leading local economy in real estate investment and urbanization in Madinah, residential suburban and affiliated cities (industrial, agricultural, tourism, Hajj and Umrah, knowledge and economic cities, commercial services - Central area - education, health, entertainment, transport and mobility - airport, railways and mass transportation projects).

## Chapter 4

# VERTICAL INTEGRATION AND ACHIEVEMENT OF SUSTAINABLE DEVELOPMENT GOALS IN MADINAH AREA IN THE FRAMEWORK OF POLICIES AND PLANS BESIDES NATIONAL, REGIONAL AND LOCAL DEVELOPMENT PLANS

### 4.1 FIVE-YEAR DEVELOPMENT PLANS (NATIONAL)

The successive five-year development plans have focused on a number of priorities, the most important of them, is to raise the living standards, improve the quality of life, provide job opportunities for the citizens, quantitative and qualitative expansion of education, training, health, social services, expansion of applied sciences and technology, and encourage initiatives and innovation. This focus also included keeping pace with rapid international economic and technological developments, diversification of economic base, improve the national economy's productivity and enhance its competitiveness, paying attention to the most promising fields such as strategic and manufacturing industries, particularly industries intensively use energy and its derivatives, natural gas industry, mining, tourism, and information technology. The plan also paid attention to the contribution of the private sector in economic and social development, through continuation in the development of systems, rules and procedures related to investment, accelerate the implementation of the privatization strategy, continue to improve the efficiency of the performance of financial services and intensification of technical assistance to support the competitiveness of national products. This concern also included the development of science and technology system and informatics, besides support and encouragement scientific research, trend towards knowledge economy, bearing in mind it is one of the basic factors in increasing production, productivity and expand

the horizons of investment. The plan took into account the achievement of the continued expansion in basic preparations and maintain them in line with the demand growth as well as contribute to promoting the growth of all productive and service sectors and improving their efficiency. The plan gave special attention to increasing the participation of women, and consolidate the role of the family in society through the development of the Saudi women's capabilities and the removal of obstacles that face the expansion of their participation in economic and development activities.

### 4.2 SECTORAL DEVELOPMENT PLANS:

#### 4.2.2 BASIC FEATURES OF THE NINTH FIVE-YEAR PLAN 1431 - 1435H (2010-2014M)

Ninth Five Year Plan is the current five-year plan under implementation, which included a number of projects, whether new or ongoing. The following part reviews the overall objectives of the plan and sectoral evaluation of its achievements, as well as the overall evaluation of the progress of projects and its impact on development processes. The most prominent ninth plan targets are:

- » Maintain the Islamic teachings and values, the comprehensive national security, ensure the human rights, achieve social stability (continuous goal from the eighth plan).
- » Continuation in development of Holy sites and services offered to pilgrims and Umrah performers

- and visitors (Continuous goal from the eighth plan).
- » Achieve sustainable economic and social development through acceleration of economic and social growth rate
  - » Achieve balanced development between different areas of the kingdom, and promote its message in economic, social and environmental development (Continuous goal from the eighth plan).
  - » Strengthen human development, and provide an acceptable level of health services.
  - » Raise the levels of living and improve the quality of life for all citizens (Continuous goal from the eighth plan).
  - » Diversification horizontally and vertical economic base and expand national productivity and economic capacities
  - » Trend towards economy base on knowledge and promotion of Information Society elements.
  - » Development of natural resources - especially water resources - maintain and rationalize the use thereof, as well as protection of the environment and development of their regulations within the framework of sustainable development requirements.
  - » Continue economic, social and institutional reform besides the development of systems in connection with increasing the efficiency and improve performance.
  - » Development of small and medium-size firms sector to increase its contribution in the GDP and develop frameworks to take care and organize it.

### 4-3 THE MAIN DIRECTIONS OF MADINAH AREA REGIONAL DEVELOPMENT PLAN (1420-1450 H) (1999-2029) IN LIGHT OF VERTICAL INTEGRATION WITH NATIONAL PLANS

The regional plan 1420- 1450 H of the area has been developed to achieve the desired spatial development in

the region as a whole. The balanced development issue has been at the top of the priorities of the regional plan, in view of what was experienced by the development process of extreme polarization of the main urban centers (Madinah and Yanbu) and possession of most of elements and deliverables of economic and service activities, whereas the reality confirm that the settlement pattern in Madinah is dominated by one large urban center which is Madinah city, and there are no medium-sized urban centers except for Yanbu city, otherwise the region is dominated by small urban residential clusters.

The Madinah Area Regional plan has adopted the principle of participation of the private sector in economic development activities for which the state provides the infrastructure networks and road networks for sites of development, as well as enact laws and regulations, provide incentives to encourage participation of national, foreign and private investments, for pushing development, in addition to put rules and regulations that facilitate the procedures of approval and implementation of projects, and provide a stable and secure environment for investors.

The regional plan has identified some of the key issues and data that represent the status quo of the area to be considered upon preparation and update of regional plan, which include the following:

- » Deal with the problem of the accelerated pace and rapid urbanization in the region, and the subsequent large polarization and challenges and negative impact on the balanced development of the region.
- » Achieve maximum spread in distribution of services, facilities and economic opportunities among different spatial contexts.
- » Open the way for Exploitation of resources available with spatial contexts with low population densities in order to increase the participation of the region in the national product, which requires paying special attention to these areas in light of a clear long-term vision of growth trends and priorities.

## 4.4 INTEGRATION OF APPROVED REGIONAL PLAN DELIVERABLES FOR THE YEAR 1420 (1999) WITH NATIONAL TRENDS

The deliverables of the regional plan can be summed in ten key points as follows:

- » Land use until the year 1450H (2028/2029).
- » Levels of development centers and The functional role of urban clusters.
- » Projections of population and labor force until the year 1450H (2028/2029).
- » The general framework of the economic development strategy.
- » The general framework of agriculture, animal husbandry and livestock sector development strategy.
- » The general framework of fisheries sector development strategy.
- » The general framework of tourism development strategy.
- » The general framework of the distribution of basic services strategy.
- » The general framework of distribution of infrastructure networks strategy.
- » The general framework of policies and mechanisms for the implementation of regional development strategy.

The deliverables of the regional plan of the area have been linked with the achievement of the national trends to realize the spatial justice in the spreading of development and relieve the pressure on the major capital cities in the Kingdom and increase the role of rural centers in the development process through a number of key issues highlighted by the plan which are as follows:

- » Balanced development of the large capital of Madinah. This aspect included:
  - » Contributing to accommodate the rapid population growth of Madinah Area.
  - » Accommodate non-urban activities and

landuses far from Madinah.

- » Maintaining the urban structure of Madinah Area in line with its religious and service nature and function.
- » Support levels of development in cities and villages through spatial balance in terms of spreading deployment based on the proposed functional roles of urban and rural clusters in the region.
- » Proposal of new provinces to spread development in order to address regional spaces between the existing provinces in the region which represented by Establishment of the proposed Ais and Al-Farie provinces.
- » Diversification of the region economic structure; This aspect included:
  - » Exploitation of magnesium, gold, silver, copper and lead ores as well as building materials in the mining sector
  - » Support the sector of heavy duty, medium-sized and environmental industries besides specify their locations in the industrial cities
  - » Exploitation of natural, archaeological, religious and cultural tourism potentials that abound in the region.
  - » Increase the agricultural area besides supporting animal and fisheries resources sector.
- » Development of water sources. This aspect included:
  - » Take advantage of the reservoir at Saq Area and conduct the necessary technical studies
  - » Exploitation of underground water at basaltic rock formations, bottoms of valleys and rationalization of irrigation systems.
  - » Implementation of the third phase of the desalination plant in Yanbu and supply to city of Mahd, Hanakiyah, Khyber, Al-Sowaidrah and Aiyis with desalinated fresh water.
- » Development Electric power development. This aspect included:
  - » Conduct the required studies to take advantage of the region's geothermal power in generation

- of electricity.
  - » Connect all provinces of the region with the unified network, and promote the generation and distribution of electricity.
  - » Supply electricity to all central villages, service centers and services villages as well as provide a stable source of energy production.
- 
- » Development of road networks through increasing the efficiency of the existing network lengths, and increase the numbers of urban clusters served by asphalted roads.
  - » Support the industrial base in the region. This aspect included:
    - » Establishment of an oil refinery in Al-Yotmah to be used as a nucleus for an industrial city to cover the Western Region domestic demand for petroleum products, and relieve Yanbu city as well as use its production for export.
    - » Transfer medium and heavy industries from Madinah to Al-Yotmah Industrial City to maintain the function and nature of Madinah.
    - » Support and encourage small and medium industries at the level of Madinah Area.



## Second: The Council of Madinah Area

Based in the AMANAH of the region and consists of:

- » Prince of the region as president.
- » Deputy Governor of the region is the vice president.
- » Deputy Mayor of the Emirate.
- » Heads of government authorities in the region to be determined pursuant to a decision issued by the Prime Minister according to the directives of the Minister of Interior.
- » A number of at least ten citizens of scholars, experts and specialists are appointed by order of the Prime Minister based on the nomination of the Prince of the region and the approval of the Minister of the Interior, for a renewable office term of four years.

The Council of the region is concerned with the study of all that would raise the level of services in the region and entitled, in particular, to:

- » Identify the needs of the region and propose inclusion thereof in the state development plan.
- » Identify beneficial projects in order of their priority and propose adoption thereof at the annual state budget.
- » Study organizational charts for the cities and villages of the region and follow up their implementation after approval.
- » Follow up the implementation of what concern the area out of the development and budget plan and carry out the required coordination in that regards.

The Council may propose any public benefit work to the citizens of the region, and encourage citizens to contribute to it, and submit it to the Minister of Interior.

## Third: the local councils in the provinces

Based in the city in which located the headquarters of the province and consists of:

- » The mayor as president.
- » Heads of government authorities and their branches in the province.
- » A number of scholars, experts and specialists citizens of the province and its centers.

The Local Council of the province is concerned with the study of all that would raise the level of services in the province and entitled, in particular, to:

- » Identify the needs of the province and propose inclusion thereof in the state development plan.
- » Identify beneficial projects in order of their priority and propose adoption thereof at the annual state budget.
- » Study organizational charts for the cities and villages of the region and follow up their implementation after approval.
- » Follow up the implementation of what concern the province out of the development and budget plan and carry out the required coordination in that regards.

The Local Council of the province may propose any public benefit work to the citizens of the region, and encourage citizens to contribute to it, and submit it to the Amanah and Council of the Region.

## Chapter 6

# THE POSITION OF THE PROGRESS IN ACTIVATION OF THE AREA REGIONAL PLAN

## 6.1 MECHANISMS AND TOOLS OF ACTIVATION OF THE REGIONAL PLAN

The activation of the Madina Area Regional Plan has passed since its preparation in 1420 H up to now through a number of successive stages and is the most prominent of these stages are as follows:

### 6.1.1 FOLLOW-UP THE ACTIVATION OF THE REGIONAL PLAN RECOMMENDATIONS:

Establishment of a management of regional development: whereby the Amanah of Madinah established a special department for regional development in 1423 in order to activate regional plan and coordinate with the concerned authorities to implement its recommendations, provided the regional development management tasks include:

1. Follow up the implementation of the Madinah Area Regional Plan recommendations in coordination with the Council of the Madinah Area and under the patronage of His Royal Highness the Prince of the region.
2. Issue an annual consolidated report on the budget for service projects in the region and present it to the Council of the region.
3. Permanent cooperation and coordination with the government bodies in the region regarding existing and proposed projects in each sector according to the opinions and recommendations of the regional plan.
4. Technical support for various government representatives operating in the region regarding the technical maps, satellite and aerial photographers that help them settle their projects and support such projects in terms of issues in their field.
5. Permanent cooperation, coordination and

presentation to the Council of the area of developments and changes besides the projects proposed by the regional plan that have been implemented by the authorities.

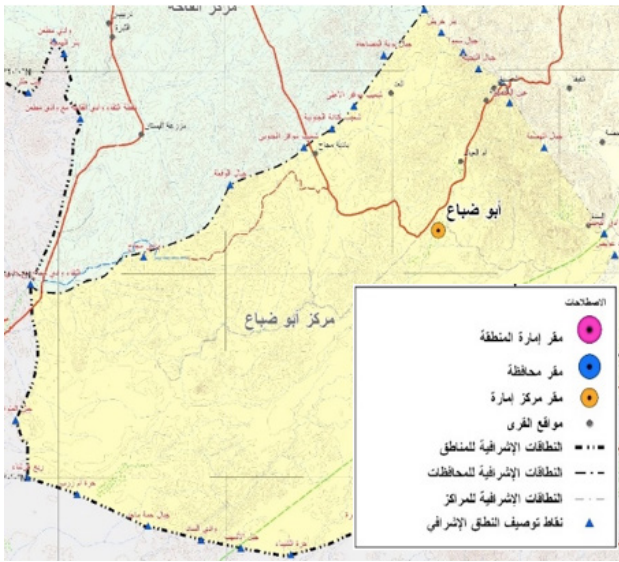
6. permanently updating base maps of the region and the provinces through Satellite and aerial photos as well as cadastral maps provided by the concerned bodies
7. Management and operation of the Madinah Area Regional Plan database.
8. Follow up updating the data of service units in the databases in coordination with government departments sharing such databases.

### 6.1.2. THE SUPERVISORY BOUNDARIES OF THE PROVINCES AND CENTERS OF MADINA AREA

have been described as one of the achievements of activation of the recommendations of the area regional plan. This step is technically considered as unprecedented at the level of the Kingdom. The description of the boundaries has been based on field visits to the provinces and centers to discuss the description with competent and concerned departments in presence of AMANAH's representative, and documentation of the boundaries after been overlaid on the right projection maps of scale 1:50000 in reports signed by the heads of the centers and AMANAH's representative and the mayor. Some overlaps had been observed in some boundaries which had been discussed and agreed upon. Natural features, such as valleys paths, mountains, roads, water resources ... etc have been used as points on the boundaries to facilitate the ability to recognize them on real nature, as well as the real coordinates of the basic points for each boundary have been specified to facilitate the process of setting them in nature.

**FIGURE (2.3.11)**

Emirates and provinces of Madinah



### 6.1.3 DEVELOPMENT OF REGIONAL PLAN DATABASES

Due to the important of training of national technical cadres to deal with the consequences and responsibilities of regional development in the near future, as well as taking active participation in the enhancement of development in the region, the project of activation of the recommendations of the regional plan reached to the fact of the importance of participation of governmental departments in the establishment of information database for the area and preparation of technical cadres trained on the operation and continuous updating thereof. However, the most important deliverables of the project of Madinah Regional Plan is the establishment of four main integrated databases which are:

- » Database of cities and villages of Madinah Area
- » Madinah Area GIS Database
- » Database of service units in Madinah Area
- » Database of Madinah Area development recommendations

All these databases, in collection, in addition to the accompanied scientific studies, represented in the reports provide the basis of information for decision-makers of the region to realize the integrated vision of planning

and look to the future. The designing of these databases took into account the flexibility in continuous updating to reflect the changing of reality.

### 6.1.4 PREPARATION OF CONSOLIDATED BUDGET FOR PROJECTS OF REGIONAL NATURE AT THE AREA

Municipality/AMANAHA of MADINAH carries out coordination and following up through the Council of the area, for preparation of annual report about the Consolidated Budget for Projects of regional nature at the Area, at different governmental department levels in the area. This annual report aims to follow the implementation of the projects and recommendation of the regional plan by different governmental department, and to reschedule the projects which are not approved.

This annual report for these projects includes the following elements:

First:- Practical actions taken for following up the implementation of the recommendations of the regional plans, and the approval for the consolidated budget for the projects of regional nature to different governmental departments

Second:- a detailed evaluation of the implementation of the proposed projects for the governmental departments.

Third:- sectorial and spatial distribution of the projects of regional nature which have been approved in the annual budget of the annual report, the proposed projects to be inserted in the governmental department budget for the following year.

### 6.2 THE GENERAL POSITION TO IMPLEMENT THE RECOMMENDATIONS OF THE REGIONAL PLAN:

The implementation of the regional plan is associated

with a range of activities and steps aimed at the activation and follow up of the implementation of the plan. The first of these steps is the preparation of the work mechanisms of the regional plan (1421.1423H) (1999-2002). This stage included the development of the regional plan recommendations at the level of the region in general and the seven provinces in particular, which numbered to (2244) recommendations. The most important aspects of these recommendations are as follows:

- » Balanced development of the large capital of Madinah. This aspect included:
  - » Contributing to accommodate the rapid population growth of Madinah Area.
  - » Accommodate non-urban activities and landuses far from Madinah.
  - » Maintaining the urban structure of Madinah Area in line with its religious and service nature and function.
- » Support levels of development in cities and villages through spatial balance in terms of spreading deployment based on the proposed functional roles of urban and rural clusters in the region.
- » Proposal of new provinces to spread development in order to address regional spaces between the existing provinces in the region which represented by Establishment of the proposed Ais and Al-Farie provinces.
- » Diversification of the region economic structure; This aspect included:
  - » Exploitation of magnesium, gold, silver, copper and lead ores as well as building materials in the mining sector
  - » Support the sector of heavy duty, medium-sized and environmental industries besides specify their locations in the industrial cities
  - » Exploitation of natural, archaeological, religious and cultural tourism potentials that abound in the region.
  - » Increase the agricultural area besides supporting animal and fisheries resources sector.
- » Development of water sources. This aspect included:
  - » Take advantage of the reservoir at Saq Area and conduct the necessary technical studies
- » Exploitation of underground water at basaltic rock formations, bottoms of valleys and rationalization of irrigation systems.
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- » Development Electric power development. This aspect included:
  - » Conduct the required studies to take advantage of the region's geothermal power in generation of electricity.
  - » Connect all provinces of the region with the unified network, and promote the generation and distribution of electricity.
  - » Supply electricity to all central villages, service centers and services villages sas well as provide a stable source of energy production.
  - » Development of road networks through increasing the efficiency of the existing network lengths, and increase the numbers of urban clusters served by asphalted roads.
- » Support the industrial base in the region. This aspect included:
  - » Establishment of an oil refinery in Al-Yotmah to be used as a nucleus for an industrial city to cover the Western Region domestic demand for petroleum products, and relieve Yanbu city as well as use its production for export.
  - » Transfer medium and heavy industries from Madinah to Al-Yotmah Industrial City to maintain the function and nature of Madinah.
  - » Support and encourage small and medium industries at the level of Madinah Area.

The following is a review of the sectoral evaluation of the achievements of the eighth and ninth plans, which represent the cornerstone of the stages of implementation of the regional plan of the area:

## 6.2.1 SECTORAL EVALUATION OF THE ACHIEVEMENTS OF THE EIGHTH DEVELOPMENT PLAN 1425-1430 H IN MADINAH AREA

Eighth Development Plan included numerous achievements in all sectors and in various fields with regard to Madinah Area, where the percentage of achievement in some sectors reached 98%, while other sectors did not exceed 25%, which can be presented as follows:

» **In the field of investment and strategic projects:**

Included the construction of a railway line linking Makkah -Madinah via Jeddah with a link to the city of Yanbu. The project has already been launched since two years ago and it has a total length of 449.321 km from Makkah to Madinah. However, the total length of the railway line iron inside Madinah Area reached 201.783 km.

» **In the field of regions development:-**

» The urban character in Madinah is the dominant pattern compared to the rural character whereas the population of (Madinah - Yanbu) in the region represents about 82% of the total population of the region according to the census conducted in 1425 (2004), which confirms the polarization of these cities and acquisition of most of the proposed projects, which adversely affect the balanced development in the region.

» The future vision of the Eighth Five-Year Plan has identified (130) growth centers in the Kingdom; seven (7) of them are proposed to be in Madinah area (the seven cities in the region, "provincial capitals"). During that period development projects have been set up for these cities represented in the preparation of structure plans for the cities of Madinah, Yanbu, Al-Ola, Badr, Khyber and Hanakiyah and only one city left without structure plan a task (Mahd City) which has been transferred to the beginning of the Ninth Development Plan.

» The Eighth Plan aimed at the activation of development works in the councils of different

areas and reduce central focus. Indeed, the Council of the region had an active role in following-up development projects in the region, most notably the periodic follow-up of the plan projects whereby annual budgets had been approved and proposed by the government authorities and obliging them to achieve the recommendations of the approved regional plan of the area - 1420 H (1999).

» The Eighth Development Plan had emphasized more than once on the importance of establishing a comprehensive and accurate database at the level of regions of the Kingdom during the years of the plan, and Madinah was the first to start achieving this issue for of the regional plan and Urban Observatory during early years of the plan in 1425 -1 426 H (2004-2005) which included the data of 46 service authorities in the region.

» **In the field of environment and sustainable development:** Madinah has achieved one of the objectives of environment development and sustainability stated in the eighth five-year plan through the completion of an acceptable percentage of coverage of meteorological and environmental networks at the level of the regions of the Kingdom.

» **In the field of tourism:** More than 12 thousand natural, historical and cultural sites have been identified and registered in the Kingdom during that period, of which nearly 400 are heritage and archaeological sites, which requires the need to develop plans and mechanisms for the protection and preservation of these sites in Madinah and increase the effectiveness of tourism development thereof.

» **In the field of housing:** Based on monitoring the status quo during the years of the plan (1425 - 1430 H) (2004- 2009); the totaled required space for housing projects at the level of Madinah Area by the end of 1430 reached about (13.64 million m<sup>2</sup>). However, the Public Authority for Housing enabled

at the end of this year to provide an area of (3.99 million m<sup>2</sup>) for projects of housing at the level of the seven provinces of the region, which achieved almost 25% of the target required space.

- » **In the field of human resources development:** The Eighth Five-Year Plan of the Kingdom targeted the Establishment of (3) technical colleges and (6) training institutes (secondary and vocational training institutes) in Madinah during the years of the Eighth Plan. However, the implementation has been done and two colleges have been established in Madinah (Tourism and hotels - Technical College) and Technical College in Yanbu, followed by the establishment of (9) training institutes, which is more than been required in the development plan of the Kingdom, which reflects the high growth rate of the human resources sector represented by the projects of the General Organization for Technical and Vocational Training and the efficiency of this Organization in the significantly implementation of its projects.
- » **In the field of health:**
  - » The Eighth Five-Year Plan for the Kingdom aimed to establish only 18 new primary health care centers in Madinah from the year 1425 (2004) until 1430 (2009), whereby the General Directorate of Health Affairs develop a plan to establish (53) centers in the region at that time in light of the detailed development plan to upgrade health services in the region in 1425 whereas (49) centers of them have been approved at a percentage of (92.4%) out of the total required number of centers which is a high percentage compared to the other sectors until the total number of health centers in the region reached by the end of 1430 (141) health care centers.
  - » The Eighth Five-Year Plan of the Kingdom also aimed at the establishment of (15) emergency Medical aid Centers during the years of the Eighth Plan in Madinah Area, whereby only (12) emergency centers have been approved at a percentage of (80%) of the targeted number.

However, the total number of emergency medical centers in the region reached (33) in 1430H.

- » **In the field of water and sanitation:** estimated lengths of extensions of the targeted network of water, according to the demand estimates during the Eighth Plan in Madina area reached (1663 km) with about 49.9 thousand connections, while reached for sanitation in Madinah (2653 km) and about 145.9 thousand connections. However, the lengths of water networks that have already been developed in Madinah Area have reached by the end of 1430 plan (in accordance with the service conditions report prepared for the Council of the region in 1431) about (2479 km), representing a percentage of (150%) of the total target lengths. As for sewage the lengths of networks that have been created for the year 1430 reached about (1487 km), which represents a percentage of only (56%) out of the targeted lengths.
- » **In the field of electricity:** The electricity supply coverage percentage of urban clusters reached by the end of 1424 in Madinah Area about (97.3%), which is the third highest percentage among regions of the Kingdom. The plan aimed at the completion of the total coverage of all urban clusters in the region, by covering up (99.8%) of the total urban clusters in the region until the end of the plan, which is what has been achieved.
- » **In the transport sector:** The total lengths of paved (asphalted) roads have been increased from 3,250 km in 1424 to 5820 km by the end of the plan year in 1430, with an increase of 80% over six years, proposing nearly 200 sub-connections to be implemented during the next five-year plans.
- » **In the field of Municipal and Rural Affairs:** The plan aimed at raising the level of performance of municipalities and enable them to direct investment towards projects that provide high opportunities of employment. The region proposed the approval of (3) new municipalities during that period. Whereby, the Ministry of Municipal and Rural Affairs approved the establishment of (4) new municipalities. However,

the number of municipalities in the region have increase since 1425 from (11) to (15) municipalities by the end of 1430, and then to (17) municipalities by the end of 1432, which equal to municipalities intended to be approved during that period.

### 6.2.1 SECTORAL EVALUATION OF THE ACHIEVEMENTS OF THE NINTH DEVELOPMENT PLAN 1434 (2013) IN MADINAH AREA

- » **In the field of regions development:**
  - » The plan referred to the activation of the developmental role of the region councils and the reduction of the centrality. Indeed, the Council of the region had an active role in the follow-up of development projects in the region, most notably the periodic follow-up of the plan projects and annual budgets approved and proposed by the government and directing the concerned authorities to achieve the recommendations of the approved regional plan of the area (1420- 1450/1999 -2029).
  - » The plan referred to the activation of the role of national, regional and local growth centers included in the urban development national strategy, with a focus on local growth centers for being economic and social centers of least development. The region, however, maximized the role of “Mahd - Al-Ola “ cities as regional development centers, and “Khyber - Hanakiyah - Badr “ cities as local development centers, by providing the main services in the region at highest level such as (universities, public hospitals, government departments, industrial and touristic areas,.....etc.)

## Chapter 7

# LESSONS LEARNED (POSITIVES AND NEGATIVES)

## 7.1 EVALUATION OF THE STAGE OF PREPARATION OF MADINA AREA REGIONAL PLAN (1418-1420 H)

THE MOST PROMINENT POSITIVES	THE MOST PROMINENT NEGATIVES
<ul style="list-style-type: none"> <li>» Pioneer experience as the first in the Kingdom of Saudi Arabia.</li> <li>» Great political support by His Royal Highness the Prince of the region for the project and transferring the idea from study stage to implementation stage.</li> <li>» Provided the foundation for future knowledge based on the size of the data that has been compiled and arranged during this stage, especially because there was no overarching framework of data in the region.</li> <li>» The periodic and semi-monthly follow-up by the Emirate of Madinah and Amanah of the region pushed the stage of studies towards the completion in the shortest possible time and according to plan.</li> <li>» The great cooperation and efforts made by government departments in providing data for those in charge of various studies facilitated the task of preparing and analyzing of studies.</li> <li>» Community participation was available through more than one method of communication; the most important of them is the General Conference held at Prince Mohammed bin Abdul Aziz Sports City, which was attended by more than one thousand citizens.</li> </ul>	<ul style="list-style-type: none"> <li>» Lack of local qualified cadres in this field in the region that have previous experience with Amanah and other government authorities played down the role of these authorities in drawing the future strategies and ideas of development for the region, which resulted in some shortcomings between the set plans and strategies and the local status of the region.</li> <li>» The absence of specific reference in the field of standards and rates of services at that time opened the door to further interpretations in this area, especially the geographic and demographic nature of the area was required to conduct a separate study to deal with rates and standards that underpin services and facilities development plans.</li> <li>» The satisfaction of the study with developing only structure plans at the provincial level deprived the rural areas of provision of detailed plans addressing the local relations among the villages, especially more detailed studies have not been prepared after that at the level of regions and rural clusters.</li> </ul>

## 7.2 EVALUATION OF THE STAGE OF ACTIVATION OF MADINA AREA REGIONAL PLAN (1421.1423 H)

THE MOST PROMINENT POSITIVES	THE MOST PROMINENT NEGATIVES
<ul style="list-style-type: none"> <li>» Translation of the plans proposed for the region and provinces into a series of recommendations to facilitate sharing thereof among relevant government authorities, as it is difficult for non-specialists to read or interpret the terminologies of the maps and figures of the regional or sub-regional plans.</li> <li>» The practical application of setting of borders between the supervisory boundaries of the administrative centers and provinces, had a greater impact on imposing the culture of maps and data over the government authorities of the region, and contributed to increasing the reliability of these authorities on the deliverables of the plan.</li> <li>» Planning of urban cities and suburbs within a comprehensive plan of the large capital of Madinah City introduced for the first time into the Kingdom the concept of urban planning within the context of its direct regional surroundings.</li> <li>» The databases that had been established at that time represented the first step to build the integrated knowledge base to Madinah Area, in spite of the difficulties and constraints faced at that time.</li> </ul>	<ul style="list-style-type: none"> <li>» The wording of the report of the regional plan recommendations underestimated how important the effort exerted and the possibility of using it in the long run, whereas the report did not provide schedules and specific programs of the recommendations so as each recommendation shall include a specific service or a specific project that can be included in the annual budgets of the government departments.</li> <li>» The databases based on government authorities and provincial centers did not meet the exact purpose set for them whereas the weakness of human resources and spacing of spatial distances reduced the validity and accuracy of the recorded data and thus reduced the ability of the Amanah and government authorities to rely on them.</li> <li>» Although the idea of preparing a model for planning of one of the main villages in the region can be use as a basis to build the rest of the villages, but that did not take into account the great differences between the rural clusters of Madinah and their diversity between a number of patterns that reach up to 6 different patterns which makes it impossible to apply one model to the rest of the other villages with different patterns.</li> </ul>

## 7.3 EVALUATION OF THE STAGE OF FOLLOW-UP OF ACTIVATION OF REGIONAL PLAN RECOMMENDATIONS - ESTABLISHMENT OF A DEPARTMENT FOR REGIONAL DEVELOPMENT

THE MOST PROMINENT POSITIVES	THE MOST PROMINENT NEGATIVES
<ul style="list-style-type: none"> <li>» Madinah Area Council had adopted the deliverables of the regional plan and had been keen to conduct periodic follow-up of the implementation of the projects and programs on the ground, especially those related to priorities of spatial localization of services.</li> <li>» The allocation of a separate department for following-up the activation of the regional plan which have been given a guarantee for the continuity of work in this area, and an opportunity to develop work mechanisms according to variables and changes that may take place over the years.</li> <li>» The appearance of the idea of the consolidated budget for projects of regional nature to be used as a framework for the various government authorities to followed-up by the Council of the region to be used afterwards as the main core of the process of electronically linking government authorities.</li> <li>» The continuous updating of the data particularly those associated with villages, their location and size of the population in coordination with the Council of Madinah Area, made the regional plan represents a community-based culture began to spread among the citizens and employees of government authorities.</li> </ul>	<ul style="list-style-type: none"> <li>» The appearance of a kind of administrative overlap in terms of specialization between Amanah and the emirate by virtue of oversight and funding form one side and by virtue technical follow-up and data management by Region Amanah on the other hand, which caused some shortcomings in a number of stages of work, where it became subject of administrative relationship between the two bodies.</li> <li>» The limited financial resources allocated to activate the regional plan in the final stages negatively impacted the continuous communication between the stages of activation and created spaces of time with no adequate work teams to accomplish their tasks.</li> <li>» Central data of a number of government departments in the region made it difficult to follow up the implementation of projects for these departments as the branches in the region do not have the data or the decision to create projects or geographically distribute them within the region.</li> </ul>

## 7-4 EVALUATION OF THE TEN-YEAR UPDATE STAGE OF THE DELIVERABLES OF MADINA AREA REGIONAL PLAN

THE MOST PROMINENT POSITIVES	THE MOST PROMINENT NEGATIVES
<ul style="list-style-type: none"> <li>» Addressing the failure resulting from changing the actual condition of distribution of population, villages and services compared to the condition that had been prevailing during the period of preparation of the studies of Madina Area Regional Plan.</li> <li>» Addressing the negative effects of spatial boundaries impact of a number of service villages in order to achieve better geographical representation of services.</li> <li>» Prepare more detailed service programs at the level of service unit associated with the village within a specific period of time, which deals with failures previously explained in earlier stages in this field.</li> <li>» The great development taking place in the technical mechanisms and overall maps system used by the regional development management, which had been built through continuous years.</li> </ul>	<ul style="list-style-type: none"> <li>» Restricting the experience to only updating the deliverables of the plan without addressing the process of updating the rates, standards and strategy set in 1420 was not enough to make a quantum leap in the path of the regional plan and the extent of its coping with changes in the region.</li> <li>» Restricting possible change to the roles and functions of some villages and impossibility of reducing the functional role of those villages with potentials that do not qualify them to fulfill the role proposed by the regional plan in 1420, which created some shortcomings in service villages system, their geographical distribution and priorities of their development.</li> </ul>

## 7.5 STRUCTURAL FRAMEWORKS OF THE EXPERIENCE OF PREPARATION AND ACTIVATION OF THE REGIONAL PLANS

### OVERARCHING NATIONAL FRAMEWORK:

It is the national framework of the regional plans of the regions of the Kingdom, particularly the role of the National Spatial Strategy in linking between regional plans of different regions both before (given) or after preparation (feedback). However, the regional plans had generally guided by the National Spatial Strategy, but there is no feedback and their impact has not been reflected on a number of strategic changes and modifications on the deliverables, in addition to the necessary coordination and spatial linkage of regional plans in marginal areas between different regions of the Kingdom have not taken place.

### SPATIAL FRAMEWORK

The kingdom up to date has no map for the main spatial units (regions - provinces - centers). However, various government authorities or region emirates and Amanahs are operating independently of each other in this regard, a matter which calls for the preparation of an Atlas showing the boundaries of the supervisory boundaries which consolidate region, provinces and centers.

### POLITICAL (SUPPORT) FRAMEWORK

The experience of two decades pointed out to the importance of the existence of a political framework to support the experience of the regional plans and then be activated by government authorities operating in the areas. The political framework experience has shown that the continuity or non-continuity of experience was

dependent on the availability of this political support, which must be available at a level higher than the level of emirates of areas to ensure the continuation of work regardless of the different visions of the emirates and change of visions over time.

### ADMINISTRATIVE FRAMEWORK

The administrative framework represents the key element that links between the various planning elements of the process at the level of the region as it represents the link between the various political, technical and implementation frameworks. This administrative framework, however, usually represented by the councils of the as they are formed of various government authorities operating in the region as well as it is easy for the councils of the regions to formulate and implement plans and programs emanating from the regional plan.

### TECHNICAL FRAMEWORK

The technical framework represents the functional structure of the main team work in charge of preparation of regional plans, follow up their implementation on the ground and update them periodically or whenever it is required. The technical framework can be formed of a team work directly reporting to the Emirate, the General Secretariat of the Region Council, the Amanah of the region or the Authority of Development of the Region, if any. All these are controlled by three main elements; the first thereof is financial capabilities of any of the above-mentioned entities as well as the effectiveness of the cooperation and coordination between Amanahs and Emirate of the regions and the third element is represented by the level of human resources available in each of the above-mentioned three actors.

### TECHNOLOGICAL FRAMEWORK

There is a need to provide a technological framework and

at the highest level of professionalism as it represents the main engine of sharing information and data to be able to formulate plans and programs in the various bodies involved in planning process. This framework usually reporting to the body in charge of the above mentioned technical framework of the planning process.

## THE LEGAL FRAMEWORK

Without a legal framework based on regulatory resolutions issued authorities with broad powers at the level of the Kingdom, matters shall remain subject to the personal and subjective efforts of the different regions. Therefore the organization of the process of preparing the regional plans and the follow up of the implementation thereof and the inter-relationships between the different bodies and authorities involved in planning, approval process and implementation should be subject to a consolidated specific law governing all above mentioned frameworks.

## OVERALL REVIEW OF THE PLAN VIS-À-VIS LESSONS LEARNT FROM INTERNATIONAL LEVEL

Compared to the challenges regional planning is facing in all reviewed international cases, the report on Madinah gives a surprisingly positive impression on the progress in the region - as if success planning would just depend on political will and good analytical tools. Diversifying the economy begins with professional baseline studies elaborating weaknesses and challenges and turning then to strengths and opportunities to develop a regional vision and strategy.

## POLICY RECOMMENDATIONS

1. The interest of the political leadership of the region in regional planning and development and the availability of a department for regional planning are important assets for future planning in the region. Based on that other stakeholders should be mobilized by discussing with them a vision and strategy for the region.
2. The database for regional planning includes only quantifiable indicators but for comprehensive planning and sustainable development also other indicators are needed and should be added (e.g. wellbeing, inclusiveness, transparency of planning etc).
3. Overall, regional planning in the region should switch from observing developments to the management of multiple and longer-term processes with multi actors. This may require capacity building, especially that Madinah is the only region with regional planning department located at Amanah Level. However capacity building is also a challenge at the regional level
4. The report includes a number of detailed recommendations for the follow-up which should be considered for future regional planning
5. Cooperation with other regions of Saudi Arabia along the Red Sea coast should be intensified.
6. International planning cooperation especially across the Red Sea should be developed.

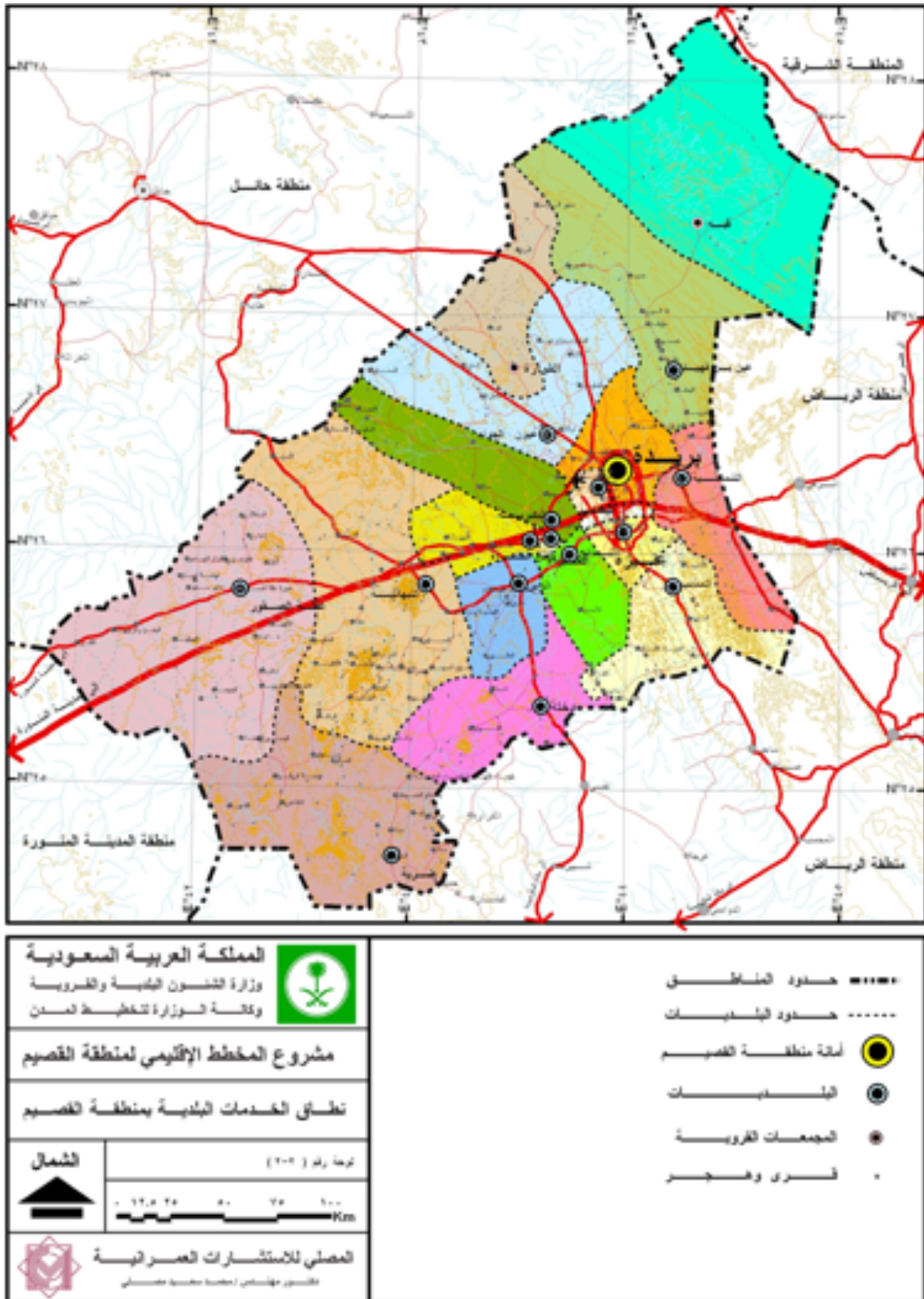


**REVIEW OF  
REGIONAL PLANNING  
IN SAUDI ARABIA**

**THE CASE OF  
ALQYSSIM**

FIGURE (2.4.1)

Jurisdictional boundaries of urban centers of Alquassim province



# REVIEW OF ALQUSSIM REGIONAL PLAN

## BACKGROUND

Alquassim Province is located at the center of the Kingdom of Saudi Arabia. It covers total area of 63450 km<sup>2</sup> as the 7<sup>th</sup> largest province in the country. According to 2005 census, Alquassim total population is around 1016756 inhabitants (73% lives in urban centers), that makes 4.5 % of total number of population in Saudi Arabia. They are distributed in 18 urban centers and 492 rural agglomerations across the province, see figure 1. A network of highways connect Alquassim to adjacent major cities such as Riyadh (the capital city) in the south, Hail in the north, Hafr Albatin in the Eastern Region, and Almadinah Almunwarah in the west.

Alquassim enjoys diverse natural environment. Vast areas of sand dune covers around 17.6 % of the province total area. It offers good rangelands for herds especially after rainfall in the winter season. Different types of vegetation and shrubs grow on ridges that cover 69.4% of the province total area. Special geology of Alquassim enables storage of underground water that is used for agricultural activities and to provide fresh water for people in urban centers. For long time, availability of water was a driving force of urban development and current distribution of human settlements. The Saudi Wildlife Authority indicates that Alquassim is great source of biodiversity that need to be preserved. Noffod Alareeq for example is a conservation area to the west of the province has rare kinds of animals and vegetation to be protected under restricted environmental law and conservation policies.

Economy of Alquassim lacks diversity and vibrancy, 68% of residents in the province are employed in service sector. Commerce comes in the second place with employment rate of 12% while agriculture employs only 9% of Alquassim residents. Despite those numbers, Alquassim is considered as the food basket of Saudi Arabia due to its vast areas of farmlands and Agricultural crops. The province is a top producer of wheat, dates and vegetables

in the country. Herding activities that spread all over the province made Alquassim competes with other provinces for top position in meat production and processing. Development potentials of other important economic sectors such as tourism and manufacturing remained unexplored. The regional plan of Alquassim aims to bridge this gap through balanced economic development targeted to all economic sectors of the province.

## CONTENT OF ALQUSSIM REGIONAL PLAN

Alquassim regional plan aims to adopt a comprehensive vision for economic, social and spatial development based on the National Spatial Strategy (NSS), 8<sup>th</sup> development plan (2005-2010), and results of surveys and studies that were undertaken as part of the regional plan project. The plan put three different scenarios for development to be evaluated based on their compliance with the National Spatial Strategy (NSS) and how each scenario address development challenges mentioned in the summary section. As a result, a balanced regional development plan was chosen to guide development policies in the coming twenty years. The following sections have summary of regional development policies as they were highlighted in Alquassim regional plan.

- » Regional land Use: It is expected that total areas of urban land will reach 1713.18 km<sup>2</sup> by 2030. This is more than double (2.7 %) of the current total area of urban land which is 602.82 km<sup>2</sup>. Agriculture and rangeland are estimated to make 21.2% of the total area of the province. Lands that is assigned as mineral land will be at 5.3% of the province. Roads network will reach 1350 km compared to their current length of 6521km.
- » Growth centers: the regional plan classifies urban center into five distinct categories based on their demographic size, location, availability of infrastructure and services, economic activities, and other potentials for future urban development. The

five categories of urban centers are:

- » *National growth center:* Buraydah and Unyazah are the two largest cities that are proposed act as national growth center in the province, This is comply with The national spatial strategy.
- » *Regional growth centers:* the two cities of Alrras and Ain bin fuheed are proposed to be regional growth center according to their development potentials.
- » *Local growth centers:* There are seven small town in the province assigned as local growth centers.
- » *Rural centers:* Eleven rural centers are distributed across the province,
- » *Villages and Hamlets:* Their numbers are twenty six villages.

The total number of growth centers will reach 60 centers by the year of 2030..

- » *Development areas:* the development areas refer to areas where growth centers are located. They are classified into three areas : Alderee Alarabi, alnofood, and Buraydah & Unayzah corridor, according to multiple factors such as economic recourses, social and development potentials, and jurisdictional boundaries.
- » *Spatial distribution of services:* Services such as schools, hospital, polices, post offices, and places of worships will be distributed according to the size and population growth of each growth centers, Accordingly, the will be divided into three levels: major urban areas (Buraidah and Onizah corridor), towns, and villages. Quantity of services will be decided based on population size, and geographical location.
- » *Regional roads network:* the regional plan proposes to establish necessary regional roads network to support future economic activities and commerce of the region. National highways system will link Alquassim with Jubail City in the Eastern Region. highway between Alquassim and the capital city of Riyadh remain as most significant link of the highway system. Other important highways include Alquassim – Almadinah and Alquassim –Holy Mecca

highway to the west and Alquassim- Haiel to the north. In order to ensure efficiency of regional transportation in Alquassim, the regional plan recommends effective maintenance for existing highway system. Rural center across province should also be linked with major urban centers in the region (see figure 2.4.2).Last but not least, the plan adopt an upgrading of current regional airport to be an international one and building another local airport in the town of Oqlat Alsoqoor.

- » Alquassim regional plan demands multilevel arrangements for governance (horizontal and vertical) that includes all government sectors, private businesses and NGOs. In specific, the regional plan proposes to establish a regional planning commission under the umbrella of The Ministry of Municipal and Rural Affairs (MOMRA). A principle mission of the regional commission is to implement contents of Alquassim regional plan and evaluate its progress. The commission reports to MOMRA as well as the regional council existed under Alquassim provincial government about implementation processes and obstacles that faces regional development of Alquassim. Part and parcel of its supervisory role, the regional commission is mandated to collaborate with municipalities and local governments to insure that efforts are unified towards achieving objectives of the regional plan on local levels.

## LIMITATIONS AND OPPORTUNITIES OF ALQYSSIM REGIONAL DEVELOPMENT

The plan identified some major factors that guide developments policies in the province. They are summarized in the following points:

- » *Environmental factors:* The province suffers from scarcity of water as the whole country does. Aldere Alarabi area, which characterized as the driest and most unproductive land in the country (Arabian plateau) covers vast areas in the northern western side of the province (45.7% of the province total



area), see figure (2.4.2). Urban and rural centers that are located in Aldere AlArabi makes 52.1% of the total number of urban and rural agglomerations in Alquassim.

- » Demographical and social factors: More than 54% of the population in Alquassim are concentrated in Buraydah and Unyazah, the two largest urban centers in the province. Other urban centers such as Albukairiah, Riyadh Alkabrah, Alshahabeen, Albadaye, Alrass, and Almathnab have 18% of Alquassim population. Aldere Alarabi area has the lowest population number and they are concentrated adjacent to towns such as Alrras, Alnabhaniah, Dareah, and Dekhnah.
- » Mineral resources: this sector lacks trained Saudi workers and technicians to be employed in any future excavation project in the province.
- » Agriculture and Herding: These vital economic activities are responsible for the gap between supply and demand of water resources in Alquassim. A staggering 90% of water resources are consumed in Agriculture.
- » Manufacturing: the economic potentials of this sector remained unexplored with less focus on manufacturing activities in the province. There are some manufacturing businesses concentrated in Buridah city and adjacent areas.
- » Tourism: This sector lacks fundamental facilities that lead to growth and development. The lack of tourism planning and development impedes the region from turning this sector into a vibrant industry.
- » Spatial development: urban development concentrated on Buraydah-Unyazah Corridor, scattered rural urban and rural center around Aldere Alarabi is a limiting factor to balanced spatial development.
- » Services: There is an imbalanced distribution of services in the province. Some urban centers are overly supplied with social and health services while other centers lack fundamental services and commute far distances to Buraydah or Unyazah, two cities that offer most services.
- » Infrastructures: What has been said about services is applied for infrastructures. Coverage and quality

of infrastructures vary based on the size and political importance of the urban centers.

In fact, development opportunities in Alquassim Province are enormous. The regional plan of Alquassim highlighted some key points to capitalize on strategic location, economic potential, human and natural resources (see figure 2.4.3). They are summarized as the following:

- » Location: the plan seeks to take advantage of strategic location of the region to connect between eastern, western, and northern provinces in the country.
- » Human resources: The plan focuses on human resources as a principle guide for development in the region. It made education and training as high priorities to attract young people and professionals to work and live in the province. The natural growth of population in the region for 2030 will be 1.99% which is almost half of the current rate of 2.81%.
- » Water resources: the plan suggests to decrease supply of the underground water by 40%. And increase surface, consumed, and treated water by 25%, 5%, and 63% respectively. It also aims to decrease supply for agricultural activities by 44% and increase to meet the demand of industrial development and urban centers by increasing supply of water to reach 72% of current levels.
- » Economic restructuring: The plan aims to restructure economic development into three distinct phases. The first five years will witness a reorganization of economic, social, and administrative procedure to encourage capital investments in the province. The second phase which extends from 2010 until 2020 aims to increase the province investments by 45% by the first five years and to 55% in the five years after. Massive job creation will be the main feature of the second phase. For the third phase, the plan is to increase income of the province by 100% in the period between 2020 until 2030.
- » Economic activities.
  - » Agriculture: the plan proposes to the total areas of agricultural lands by 36% in order to decrease consumption of water resources.

- Some crops will be targeted for production increase to keep agriculture as vital economic sector in the province.
- » Manufacturing: the plan support increases of small industrial initiatives as well as large investment in technology and pharmaceutical industry.
  - » Minerals: the plan call for increasing excavation projects in areas such as Alsukiberat that has some gold and Alzobairah which has some silica. Economic feasibility study has to be undertaken to examine profitability of investment in this sector.
  - » Tourism: Building infrastructure for vibrant tourism industry is the first step to improve tourism activities in the province. The plan calls for major investment in housing and hospitality. Biodiversity and heritage have to be promoted as fundamental assets or Alquassim tourism industry.
  - » Commerce and Services: the strategic location of Alquassim encourages businesses and commercial activity to take place in the region. Development of commerce has to start with good network of roads and high quality of services .
- » To promote economic diversity in different regions of the country and achieve full utilization of potential and existing resources.
  - » To support selected settlements to act as growth centers capable of transmitting and coordinating development impulses toward surrounding areas.
  - » To support new activities that contribute positively to the integration between rural and urban areas.
  - » To improve administrative structure of selected growth centers and defining accurately their service areas.
  - » To foster development within border cities due to their importance for national security.

After an in-depth study of content of the NSS and Alquassim regional plan reports, we have identified some gaps between the two projects, which can affect implementation of development policies on the regional and national levels. These gaps can be summarized as the following:

## POPULATION DISTRIBUTION

The NSS mentioned that polarization of urban growth is a crucial problem that face development at national and regional level. The concentration of population growth in the five largest urban centers in the country: Riyadh, Dammam, Jeddah, Makkah, and Madinah. is trend that has to be faced through new strategies of population distribution in the country. In this part, there was no specific mention to Alquassim region however Alquassim region has two major cities: Buraidah and Ozizah that were mentioned in the northern development corridor. The northern corridor extends to link between major urban centers such as Riyadh, Alquassim, Haail, and Tabouk in the North. Policies of population distribution on urban centers on that corridor were not directly addressed. That being said, Alquassim regional plan has indicated that population immigration from the Alquassim to Riyadh and Dammam are at 29.8% and 27.8% respectively. The regional plan did not address this problem or determine action plan to change the status quo.

## REVIEW OF ALQAUSSIM REGIONAL PLAN AND THE NATIONAL SPATIAL STRATEGY

The National Spatial Strategy (NSS) was initiated in 2001 by The Ministry of Municipal and Rural Affairs (MOMRA). The objectives of development policies at national level were outlined in NSS executive summary as the following:

- » To promote a spatially balanced pattern of population distribution on national space.
- » To minimize the adverse the adverse consequences of the continues in the population of large cities.
- » To ensure efficient utilization of infrastructure and public services already in place.
- » To direct support to the overall growth small and medium cities.



## ECONOMIC DEVELOPMENT

The NSS sheds the light on the importance of provincial capitals in supporting economic development and attracting capitals and businesses on the national level. There was specific mention to the pivotal role that major urban centers such as Buridah and Onyzah play as economic engines of Alquassim Province. The NNS support facilitation of economic development through establishing universities and institutions for technical training, allocating industrial zones, building infrastructure, improving health services, and facilitating private investments.

In the other hand, Qlquassim regional plan has major issues to be addressed to draw a clear road map for economic development. These issues are:

- » The challenge of being a neighbor to the capital region (Riyadh) is hardly mentioned in the economic reports. Challenges around work force immigration from Alquassim to Riyadh city was mentioned once as a problem. No solutions or clear strategies were put forth to deal with work force immigration.
- » The plan discussed distribution of economic activities on different parts of the province. However mechanisms or any measurable indicators to evaluate economic development.
- » Both NSS and Alquassim regional plan talked about economic potentials of tourism however the regional plan did not tackle issues of what make vital tourism industry in the region.
- » Deficiencies of information on economic sectors made regional plan lack strong model for economic development e.g. information on mineral resources in terms of their actual locations, qualities, and quantities were not specific enough to determine their economic value or feasibility of extraction.
- » Economic diversification strategies were fully explained. Places of intensive economic activities were limited to Burydah –Onyzah corridor. Spatial distribution of economic activities is key to balanced economic and regional development.
- » The economic potentials of highways building were

not fully explored as part and parcel of inclusive regional development.

- » Knowledge based economy was not discussed in the economic development report despite potentials of new universities and infrastructure indicated in NSS and Alquassim regional plan.

## SPATIAL DEVELOPMENT AND ROADS NETWORK

Spatial development strategies in Alquassim Province were aligned with policies on the national level. There was a strong focus on the idea of hierarchal distribution of urban centers connected by system of highways. However, despite having significant rural areas compared to other provinces, issues of rural development were hardly mentioned in Alquassim regional plan. Methods such as rapid rural appraisal deemed important to understand rural contexts and their distinct economic, social, and environmental characters. Sustainable rural development should be discussed on both national and regional levels to avoid marginalization of significant communities of the Saudi Society.

Another difference between NSS and Alquassim regional plan is that development policies in NSS adopt encouraging population in sparsely populated areas to relocate into other rural areas with growth potentials. The policy of relocating is not mentioned in Alquassim regional plan despite having sparsely populated areas around Alderee Alarabi (arid region that lack potential of rural development).

- » In Alquassim regional plan, growth centers are classified into three categories: national growth center, local growth centers, and rural centers. The two cities Burydah and Unyzah are designated as national growth centers in Alquassim. In general, classification of growth centers in Alquassim regional plan is similar to classification in NSS.
- » The NSS identified three important development corridors that connect Alquassim to different provinces: Riyadh- Burydah corridor in the south,

Burydah – Almadimah to the west, and Buydha – Hafr Albaten to the east. Alquassim regional plan has focused in only two first corridors.

## ENVIRONMENT AND SUSTAINABILITY:

The NSS included sustainable development as a key to approach urban and regional planning. Alquassim Province faces a real problem with availability of water. The regional plan encourages agriculture activities meanwhile It acknowledges challenges of scarcity of water resources and drought problems. The plan adopts certain agriculture policies to reduce water consumption however it did not identify strategic crops for sustainable agricultural activities in the region. As a result, conflicting development policies can impede environmental conservation and sustainability. In another hand, neither Alquassim regional plan nor NSS have addressed environmental hazards and strategy to minimize negative effects of natural disasters.

## CONCLUSIONS

The Province of Alquassim has numerous potentials to achieve sustainable regional development. Its location near to the capital city of Saudi Arabia makes policy makers think twice before suggesting any development policy that conflict with this fact. The regional plan of Alquassim was developed in 2005, three years after drafting the National Spatial Strategy (NSS) for the country. The regional planning team was aware of this and used NSS to guide the regional plan making processes. However, the team faced challenges of collecting data with similar time base. It seems that some data have credible sources such as Saudi Census and MOMRA, while other data collected originated by the regional planning team lack credibility.

Principally, Alquassim regional plan focuses on spatial organization of urban centers and development corridors (road network). Other parts of the plan such as economic

development strategy, environmental conservation policies, and regional governance system lack clear direction. For instance, the regional plan invested efforts in describing current regional governance system with minimum focus on future regional governance system for produced regional plan. Roles and responsibilities were not described for future regional governance arrangement. As a result, regional plan of Alquassim (content and development policies) need to be thoughtfully revised and adjusted to complement development policies in the national spatial strategy.

## OVERALL REVIEW OF THE PLAN VIS-À-VIS LESSONS LEARNT FROM INTERNATIONAL LEVEL

None of the reviewed national cases has a lower level of recognisable planning activity as Qassim. And where international cases have also no or a weak institutionalised system for regional planning (e.g. in the case of Seoul) there are at least efforts to improve it.

In case of Qassim there is more or less a planning vacuum reducing development efforts to uncoordinated case-by-case decisions by individual authorities. This needs to be changed.

It will also be necessary to overcome the silo mentality supported by the plan and to coordinate the planning process in a national and international development context.

## POLICY RECOMMENDATIONS

1. Apart of the limited capacities of the urban observatory and department of urban development of the City of Buraidah there are no regional capacities on which regional planning could build on. Thus, capacity and institution building are preconditions for any professional planning in the region.
2. Regional planning hardly exists in Qassim. Therefore,

it needs a regulatory and institutional environment and a comprehensive planning process in the region.

3. The role of the metropolitan city of Riyadh for Qassim is like the elephant in the room but not mentioned or analysed by the plan. The development of Qassim and its growth centres need to be planed more closely in context of Riyadh's development.
4. The data and information base is too limited and needs to be developed to facilitate professional planning.



**REVIEW OF  
REGIONAL PLANNING  
IN SAUDI ARABIA**

**THE CASE OF  
MAKKAH**





to around 8.84%, while the rate between the second and third census (1394/1413 H) has amounted to around 5.02%. This rise in the rate of growth of the population is attributed primarily to the flow of increasing numbers of non-Saudis, during this period, to participate in the momentum of the development and construction that witnessed by the Kingdom in the wake of the oil-prosperity. The rate of growth of the Region between the third and fourth census (1413/1425H) has amounted to around 2.20%, and the rate growth between censuses (1425/1431 H) has reached 2.98%. The increase in the population of the Region is due to the increased economic activity in that period and the existence of migration from other parts of the Kingdom to the Region as shown in Table No. (2.5.1) and Figure (2.5.2). The

estimated population of Makkah Region in 1433 H based on the previous rate of growth between censuses of (1425/1431H) 7.3 million, and the estimated Saudi population out of them is 4.4 million.

**FIGURE (2.5.2)**  
The rate of growth in the Region



**THE TABLE SHOWS THE NUMBER AND PERCENTAGE OF EVOLUTION OF POPULATION SIZE AND GROWTH RATES IN MAKKAH REGION DURING THE PERIOD 1382-1433 H**

Census Year	The period between the two censuses	Population (Persons)	The size of the numerical increase versus the previous census (persons)	The percentage of the numerical increase versus the previous census (%)	The annual growth rate (%)
1382	-	637.073	-	-	-
1394	12	1.760.216	1.123.143	176.30	8.84
1413	19	4.467.670	2.707.454	153.81	5.02
1425	12	5.797.971	1.330.301	29.78	2.20
1431	6	6.915.006	1.117.035	19.27	2.98
1433 AH	2	7.333.277	418.271	6.05	2.98
1436 e	3	8.066.621	733.334	10	2.9

» The evolution of the size of pilgrims and Umrah performers

## FIRST: PILGRIMS

**TABLE (2.5.1)**

showing the numbers of local and abroad pilgrims and the annual rate of increase (1413- 1425H)

Hijri years	Number of pilgrims from abroad	The rate of increase (%)	Number of local pilgrims	The rate of increase (%)	Total number of pilgrims	The rate of increase (%)	Local pilgrims(%)
1413	992813	1.98-	1040540	5.52-	2033353	3.82-	51.17
1414	995611	0.28	839169	19.35-	1834780	9.77-	45.74
1415	1043274	4.79	738096	12.04-	1781370	2.91-	41.43
1416	1080465	3.56	784769	6.32	1865234	4.71-	42.07
1417	1168591	8.16	774260	1.34-	1942851	4.16	39.85
1418	1132344	3.1-	699770	9.62-	1832114	5.70-	38.19
1419	1056730	6.68-	775268	10.79	1831998	0.01-	42.32
1420	1267555	19.95	571599	26.27-	1839154	0.39	31.08
1421	1363992	7.61	549271	3.91-	1913263	4.03	28.71
1422	1354184	0.72-	590576	7.52	1944760	1.65	30.37
1423	1431012	5.67	610117	3.3	2041129	4.95	29.9
1424	1419706	0.79-	592368	2.91-	2012074	1.42-	29.44
1425	1534759	8.10	629710	6.30	2164469	7.57	29.09

## SECOND: UMRAH PERFORMERS

**THE (2.5.2)**

shows the number of pilgrims from abroad during the period of 1423- 1425H

THE YEAR	THE NUMBER OF UMRAH PERFORMAS	% GROWTH RATE
1423	2155060	-
1424	2254378	4.61
1425	2206813	-2.11

## POPULATION DENSITY:

**TABLE (2.5.3)**

shows the total population density of provinces of Makkah Region (1425 H)

Province name	population	Area (thousand km <sup>2</sup> )	The total density Person /km <sup>2</sup>	Province name	population	Area (thousand km <sup>2</sup> )	The total density Person /km <sup>2</sup>
Makkah	1338341	7.39	7.39	Laith	110449	12.48	9
Jeddah	2883169	4.84	4.84	Rabigh	68966	6.75	10
Taif	885474	47.97	47.97	AL-Jamoom	75993	6.59	12
Qunfudah	240938	7.32	7.32	Khulais	49955	4.32	12
Khurmah	39053	12.21	12.21	AlKamil	18547	2.88	6
Raniyah	44276	22.31	22.31	Tarabah	42810	4.95	9
<b>Total area</b>					<b>5797971</b>	<b>140.010</b>	<b>41</b>

## 1.3 REGIONAL ECONOMY OF MAKKAH REGION

### 1.3.1 INDUSTRIAL ACTIVITY

The number of factories in Makkah Region reached 965 Factories in 1424 H with an increase of 13 factories compared to the year 1423H, as well as the volume of investments reached in these factories SAR 46 billion with an increase of SAR 5 billion compared to 1423H.

- » Basic metal industries activity occupied the top of the list in terms of its percentage compared to the total of the Kingdom where it represents 53.3% of the total number of factories in the Kingdom, which amounts to 15 factories. 8 Factories out of them are in Makkah Region alone, followed by the activity of wood industries, wood products and furniture industry (% 39.2) and then diverse industrial activities (32.5 %). However, the activities of building materials, ceramics and glass occupied the bottom of the list in terms of their percentage compared to the total of the Kingdom. (%19)

- » Transport and storage activity occupied the second position (% 43.5) then the activity of textiles and ready-made cloths and leather (% 37.1) followed by the activity of chemicals and plastic products which ranked at the last position (9.4), bringing the share of Makkah Region in the size of funding of the industry in the kingdom to (%16.5)

### 1.3.2 AGRICULTURAL AND ANIMAL PRODUCTION

- » The following table shows the size of the cultivated area in Makkah Region and the increase of the total cultivated area in the Kingdom during the period 2000-2002. However, the area has decreased from (% 4.7) in the year 2000 to reach (% 3.7) in the year 2002, and the reason for this is the decline in the cultivated area in Makkah Region despite increase in areas at the level of the Kingdom as a whole.

**TABLE (2.5.4)**

showing the estimated area for all crops in Makkah compared to the Kingdom

YEAR	MAKKAH (AREA IN HECTARES)	KINGDOM (AREA IN HECTARES)	RATIO %
2000	53191	1119949	4.7
2001	45025	121157	3.7
2002	45311	1224502	3.7

### 1.3.3 POULTRY

The number of the projects producing chicken has increased from 28 to 34 projects in Makkah Region. However, their numbers also increased in the Kingdom from 288 to 332 projects during the same period, which led to an increase in the share of Makkah in projects from 9.7% to 10.2% during the same period. Nevertheless, the volume of production in Makkah Region also increased at a rate of 5.66% and 6.9% at the level of the Kingdom this resulted in a decline in the percentage of the contribution

of Makkah Region in the production of the Kingdom from 25.5% to 24.3% during the same period.

### 1.3.4 FISHERIES

- » The table below shows that the coastal area of Qunfudah province is one of the richest areas with fisheries where it produces 33.9% of the total production of the Region, followed by Jeddah Province then Laith whereas Rabigh province produces the lowest volume.

**TABLE (2.5.5)**

shows the traditional fisheries and the amounts of fishes collected in Makkah Region

THE REGION	FISHERY TYPE				TOTAL	
	<i>fishhooking</i>	<i>Nets</i>	<i>Sakhwah Method (Caging)</i>	<i>Other</i>	<i>Tonnes</i>	<i>%</i>
Rabigh province	444.8	218.7	11.6	00.0	675.2	16.4
Jeddah Province	344.6	581.8	125.0	62.9	1114.3	27.0
Laith province	838.6	98.4	00.0	00.0	937.0	22.7
Qunfudah province	1016.0	383.2	00.0	00.0	1399.2	33.9
<b>Total area</b>	<b>2644.1</b>	<b>1282.1</b>	<b>136.7</b>	<b>62.9</b>	<b>4125.7</b>	<b>100</b>

- » Shrimp farms: Work in this field began in Laith province in Makkah Region. However, several researches have been conducted in this field due to the novelty of this sector which aims at raising and development of production rate.

### 1.3.5 MINERAL RESOURCES AND RAW MATERIALS

- » There are many exploited mineral resources sites in Makkah Region. The following table shows the total number of sites exploited in the extraction activity in the Region as the number of these sites reached up to 59 which have been distributed as follows:

### 1.3.6 HUMAN RESOURCES

- » The human resources are represented by the structure of population in Makkah Region, the levels of education and qualification as well as the percentage of employed persons to the workforce in the Region.
- » The following table shows the percentage of work force among Saudis in Makkah Region is 22.6%. As for non - Saudis they represent 29.9%. The total percentage of the workforce in Makkah Region to the total workforce in the Kingdom amounted to %26.3

**TABLE (2.5.6)**

shows the total number of sites of mineral resources in Makkah Region

Type of Exploitation	Number
Mining concession	4 Sites
Land filling sites	24 Sites
The exploitation of raw clay	5 Sites
Exploitation of granite	6 Sites
The exploitation of iron ore	6 Sites
Exploration licenses	4 Sites
Small mines licenses	4 Sites
Approved Crushing locations	6 Sites
<b>Total</b>	<b>59 Sites</b>

**TABLE (2.5.7)**

shows the percentage of workforce in Makkah Region compared to the total of the Kingdom per nationality and type

DESCRIPTION	SAUDI			NON-SAUDI			TOTAL		
	Males	Females	Total	Males	Females	Total	Males	Females	Total
Makkah	579.1	109.2	688.6	980.6	121.8	1065.9	1502.8	227.0	1698.8
The kingdom	2596.9	443.9	3046.9	3236.3	451.1	3564.9	5714.1	879.8	6459.3
%	22.3	24.6	22.6	30.3	27.0	29.9	26.3	25.8	26.3

### 1.3.7 TOURISM

- » The religious tourism is considered as one of the most important sources of national income in the Kingdom after the mining activity. The Kingdom receives each year million of pilgrims and Umrah performers and the number increases during the seasons of Hajj and Umrah of Ramadan, which force to increase the number of accommodation units and facilities at various degrees.

**TABLE (2.5.8)**

shows the average share of Makkah Region in the size of the hotels in the Kingdom

<i>The Region</i>	<i>Excellent</i>	<i>Class (1)</i>	<i>Class (2)</i>	<i>Class (3)</i>	<i>Not specified</i>	<i>Total</i>	<i>% Of the total of the Kingdom</i>	<i>Total Number of Rooms</i>
Makkah Region	21	54	185	123	165	73%	70000	54
Total of the Kingdom	42	125	313	205	165	850	95473	125
% Of the total of the Kingdom	50%	43.2	29.1	60	100	64.7	73.3	43.2

## 1.4 THE STATUS OF URBAN AND RURAL SECTORS IN MAKKAH

The analysis of the preliminary data of the General Census of Population and Housing Census held in 1425H showed that about 87.6% of the total population of the Region live in urban centers. Makkah and Jeddah provinces are considered the most urbanized provinces wherein the percentage of urban population in each of them is more than 97.5% of the population of the province. However, the percentage of urban population in both provinces in addition to Taif province represents about 95% of the total urban population in the Region and around 83.2% of the total population of the Region (cities and villages). Jeddah city represents, the first urban center in the Region, as it is alone accommodate more than 55% of the urban population of the Region, followed by the city of Makkah at 25.7% then Taif at 14% whereas the population of the urban centers of the rest of the other nine provinces has each less than 1% of the total urban population of the Region.

Qunfudah, Taif and Laith provinces are at the top in terms of the residents of villages which represent around 68.4% of the total population of the villages in the Region. Qunfudah province is considered the most rural province in the Region where the number of population of the villages therein representing more than 90% of the total population of the province, followed by Laith province 85.7% then the province of Khulais 48.7%, Al-Jamoom province 45.1% and Rabigh 40.2%. However, the population of the villages represents only 2.5% of the population of Jeddah Province, 2.4% of Makkah population. The following table shows the distribution of the cities and villages population of the administrative provinces in Makkah Region.

**TABLE (2.5.9)**

The status of urban and rural sectors in Makkah

<i>The province</i>	<i>Urban/ cities population</i>	<i>(%)Of Urban</i>	<i>% Of The province</i>	<i>Villages population</i>	<i>(%) Of Villages</i>	<i>% Of The provinces</i>	<i>Total of Provinces</i>	<i>% out of the Region's area</i>
Makkah	1534731	25.49	97.21	43911	4.925	2.79	1578722	22.83
Jeddah	3430697	56.97	99.26	25562	2.86	0.74	3456259	49.98
Taif	728121	12.09	82.31	156476	17.51	17.69	884597	12.79
Qunfudah	24512	0.41	12.58	170299	19.06	87.42	194811	2.82
Laith	18430	0.31	22.80	63288	6.98	77.20	80818	1.17
Rabigh	55304	0.92	60.07	36768	4.11	39.93	92072	1.33
AL-Jamoom	25601	0.43	27.76	66621	7.46	72.24	92222	1.33
Khulais	19331	0.32	34.10	37356	4.18	65.90	56877	0.82
AlKamil	3427	0.06	16.00	17992	2.01	84.00	21419	0.31
Khurmah	27032	0.45	64.02	15191	1.70	36.98	42223	0.61
Raniyah	21656	0.36	47.14	24286	2.72	52.86	45942	0.66
Tarabah	25937	0.43	49.02	18010	2.02	40.98	43947	0.64
Maysan	5227	0.09	8.26	58078	6.50	91.74	63305	0.92
Al Muwayh	8553	0.14	21.38	31459	3.52	78.62	40012	0.58
Al-Ardhiyat	7175	0.12	9.24	70438	7.88	90.76	77613	1.12
Adhaam	10484	0.17	21.97	37227	4.17	78.03	47711	0.69
Bahra	75213	1.25	77.97	21433	2.40	22.18	96646	1.40
<b>Total</b>	<b>6021431</b>	<b>100</b>	<b>87.08</b>	<b>893575</b>	<b>100</b>	<b>12.92</b>	<b>6915006</b>	<b>100</b>

## 1.5 PUBLIC SERVICES IN MAKKAH

### 1.5.1 EDUCATIONAL SERVICES:

#### First: Basic education

- » The total number of government boys' schools of different educational stages amount to 2170 school at 88% of the total number of boys' schools in the Region, while the remaining percentage represents the percentage of private boys' schools which equal to 297 schools.
- » Public girls' schools of different educational stages, however, amount to 2321 schools at 89.4% of the total number of girls' schools in the Region, while the remaining percentage represents the percentage of private girls' schools which equal to 274 schools.
- » The total number of boys' students in public schools at different stages amount to 487126 students at a percentage of 90.1% of the total number of boys' students in the Region, while the number of girls' students in public schools amount to around 456391 students at a percentage of 92.5% of the total number of girls' students in Makkah Region.

#### Second: Technical and vocational education

- » General Organization for Technical Education and Vocational Training oversees the colleges, technical institutes and vocational training centers in Makkah Region which reached 15 faculties, institutes and centres with a total number of students amount to about 16,636 students which been accommodated in 408 halls or classes with a density ranging from 12- 93 students per hall/class. However, the private technical institutes and centers amounts to 74 centers and institutes in Makkah Region, including 38 Computer and Commercial Sciences Institutes. 23 Institutes grant post secondary school diploma. However, there are other secondary institutes for technical studies and aviation science as well as industrial safety and security.

#### Third: Higher Education

The Ministry of Higher Education supervises many educational institutes in Makkah Region, which includes the main three scientific bodies represented by Umm Al Qura University in Makkah, King Abdulaziz University in Jeddah and Taif University, in addition to specialized scientific institutes affiliated to ministries and governmental departments.

### 1.5.2 HEALTH SERVICES:

Health services vary in Makkah between the government and private hospitals, health centers, medical aid centers and other bodies which serve the citizens, residents and pilgrims according to the following:

#### First: Government/public hospitals

Makkah Region has 37 governmental/public hospitals with about 7950 beds and employs 2913 doctors. These include 12 hospitals in Jeddah with 3077 beds, 9 hospitals with 2233 beds in Taif province and 7 hospitals with 2038 beds in Makkah city. The remaining hospitals and beds are distributed among the rest of the provinces with the exception of Al-Jamoom province, which has no governmental hospital.

#### Second: Governmental health care centers

- » There are 337 health centers at the level of Makkah Region at a rate of one center per 17 thousand persons, mostly concentrated in Taif Province (89 health centers), Jeddah (74 health centers), Makkah (72 health centers), Qunfudah (29 health centers) and Laith (22 health Centers), while for the rest of the provinces Khurmah province has the least number of health centers with only two centers whereas Al-Jamoom province showed the largest number which is 12 health centers. However, the best service rate at the provincial level is founded in Al-Kamil Province which has a rate of one health center per 2000 Persons, while the lowest rate is shown in

Jeddah which has a rate of one health center per 39 thousand persons followed by Khurmah province at one center per 19.5 thousand persons then Makkah at one center per 18.6 thousand persons.

- » There are 3 dental centers distributed in Makkah, Jeddah and Taif, as well as one tuberculosis center in Jeddah and two medical rehabilitation centers in Makkah and Jeddah.

### Third: Seasonal health services for pilgrims and Umrah performers

- » Makkah city has a number of additional health services offered in seasons of Hajj which are represented by the existence of 7 Seasonal hospitals in Holy Places, 5 seasonal health centers in Makkah city and 82 seasonal health centers in the Holy Places with 1350 beds in the hospitals of the Holy Places in addition to 813 beds assigned for emergency cases in Makkah city and 1284 emergency beds in Holy Places. Fourth: private health services
- » Makkah Region has 45 private hospitals with a capacity of about 4130 beds and employ 1699

doctors, including 30 hospitals with 3290 beds in Jeddah province, 8 hospitals with 470 beds in Makkah province and 6 hospitals with 274 beds in Taif Province, while the rest of the provinces have no private hospitals, except in Al-Jamoom province which has one private hospital with a capacity of 96 beds.

- » For other private health services there are 50 Clinics and 228 pharmacies in Makkah, 277 Clinics and 754 pharmacies in Jeddah, 19 Clinics and 110 pharmacies in Taif.

### 1.5.3 RELIGIOUS SERVICES

The Grand Mosque and the Holy Places are considered as the major religious services in Makkah Region and the Islamic world as whole. However, despite the special nature of Makkah city but the religious services offered by local mosques are considered as of essential services that must be provided to the population at the level of the provinces of Makkah Region.

**TABLE (2.5.10)**

Distribution of religious services in Makkah 1425 H/1426H

THE PROVINCE	MOSQUES	%	MOSQUES	%
Makkah	260	13.9	970	19.8
Jeddah	650	34.8	640	13.0
Taif	540	28.9	1510	30.8
Qunfudah	135	7.2	570	11.6
Laith	35	1.9	300	6.1
Rabigh	35	1.9	165	3.4
Tarabah	50	2.7	115	2.3
Khurmah	35	1.9	165	3.4
Raniyah	35	1.9	130	2.7
AL-Jamoom	30	1.6	220	4.5
AlKamil	30	1.6	60	1.2
Khulais	35	1.9	60	1.2
<b>Total</b>	<b>1870</b>	<b>100.0</b>	<b>4905</b>	<b>100.0</b>

### 1.5.4 SECURITY SERVICES

- » The Interior Ministry aimed at including all governmental departments concerned with security under one umbrella, in order to achieve integration, harmony and coordination among them, whereas

the system includes bodies such as the police, civil defense, roads security and Department of Licenses and Civil Status. The following table shows a brief overview of the services available at each department.

**TABLE (2.5.11)**

Distribution of the security services in Makkah

THE PROVINCE	THE NUMBER OF CITIES AND VILLAGES HAVING THE SERVICE				
	<i>Civil defense</i>	<i>Passports</i>	<i>Traffic</i>	<i>Administrative center</i>	<i>Police station</i>
Makkah	1	2	1	11	2
Jeddah	3	1	1	3	3
Taif	20	2	3	33	22
Qunfudah	6	1	1	11	11
Laith	2	-	1	13	5
Rabigh	3	2	1	6	4
AL-Jamoom	2	1	1	10	3
Khulais	1	-	-	7	2
AlKamil	1	-	-	4	1
Khurmah	2	1	1	3	2
Raniyah	2	-	1	7	1
Tarabah	2	-	1	7	1
Total of the Region	45	10	12	115	57
<b>Total KINGDOM</b>	<b>278</b>	<b>83</b>	<b>83</b>	<b>1350</b>	<b>463</b>

- » The high percentage of centers occupy rented premises, and in most cases the architectural design of these sites is not suitable with the nature and function of the civil defense centers, which limit their efficiency.
- » There are administrative centers which are almost totally deprived of civil defense services especially in remote areas such as Al-Kamil and Khulais provinces, which relies on the services available in nearby centers.
- » The lack of asphalted and paved roads connecting villages and hamlets in some areas, in addition to the obvious shortage in the telephone service, which makes civil defense task extremely difficult in terms of being available in cases of emergency.

## 1.5.5 SPORT, CULTURAL AND SOCIAL SERVICES

### First: sport services

- » Makkah Region includes many sports services, which are represented by sport cities, sport clubs, gyms and hostels which are spread in provinces and cities of Makkah Region:
  - » Makkah (the Holy City): Accommodates King Abdulaziz Sport City which includes many playgrounds and sports and cultural facilities, as well as there is a hostel with a capacity of 135 beds, besides it has Al-Wihdah Club, Hira Club in addition to special sport centers.
  - » Jeddah Province: includes King Fahad Coastal City, Prince Abdulla Al Faisal Stadium, covered gyms, Al Ittihad Club, Al Ahli Club, Al-Rabei Club in addition to other clubs. However, the province also includes a hostel with approximately 200 beds in addition to the fact that it includes many playgrounds, sports and cultural facilities.
  - » Taif province: it includes King Fahad Sport City and there are many playgrounds, sports and cultural facilities, as well as there is a hostel with a capacity of 160 beds. The province also accommodates both Okaz club and Waj club.
    - » Khurmah province: Has Al-Ghus club.
    - » Tarabah Province: Having Munif club.
    - » Raniyah Province: having Al-Aghar Club.
    - » Rabigh Province: having Al-Intisar Club.
    - » Laith province: having Laith club.
- » Current sports services rates are less than the required rates specially in rural provinces in Makkah Region.
- » The number of clubs in Makkah reached 12 clubs with a rate of 7.8% of the total number of clubs in the Kingdom which amount to 153 clubs. This percentage is not in line with the ratio of the population of Makkah Region compared to the population of the Kingdom.

### Second: cultural services

- » Makkah Region includes 5 Public libraries distributed

over Jeddah, Makkah, Taif, Qunfudah and Laith, but for the cultural palaces and literary clubs the data indicate the presence of 5 Literary clubs. However, there is a branch of Culture and Arts Association in each of Makkah, Jeddah and Taif. However, the existence of these few numbers of museums are indication of the weakness of attention paid to this aspect in Makkah Region which has the ancient heritage.

- » There are 4 museums belonging to the Ministry of Education in Makkah, Jeddah, Taif and Qunfudah, and there are 10 private museums in Jeddah and Taif. However, the existence of these few numbers of museums are indication of the weakness of attention paid to this aspect in Makkah Region which has the ancient heritage.
- » 8 newspapers and magazines used to be issued in Makkah, 14 newspapers and magazines in Jeddah city, while one newspaper in Taif.

### Third: Social services

Social services are provided in Makkah through the Deputy of the Ministry of Social affairs, which offer such services in all social aspects through the following centers and social institutions:

- » Care and Social Education House
- » Disabled children institution
- » Service and Social Development Centers
- » Anti-begging offices
- » Observation, guidance and social rehabilitation centers
- » Model Education institution in Jeddah

## 1.5.6 ROADS AND TRANSPORTATION

### First: Road network

The total lengths of road network implemented in Makkah Region, according to the statistics of the Ministry of Transport for the year 1422H, approximately reached 4611 Km. 1631 Km out of them are main roads and 2980

Km secondary and service roads as well as a number of 221 bridges, 16 tunnels and 878 tubular culverts, 1441 box culverts. However, roads under implementation reached approximately a length of 322 Km for main roads and 117 Km for secondary and service roads.

### Second: Ports, airports and railways

- » There are four coastal provinces along the coast of the Red Sea in Makkah Region in addition to Makkah province. However, there are small marinas in three of those provinces which are: Rabigh, Laith and Qunfudah provinces that are used exclusively for Border Guards and some small fishing boats. Nevertheless, Jeddah accommodate Jeddah Islamic Port, which serves the movement of goods and passengers, in addition to a port in Rabigh that belongs to Aramco beside another port in Ghodaimah.
- » There are two airports in the Region which are: Jeddah Airport and Taif Airport, and there is a runway for small agricultural planes in Qunfudah province, as well as an airstrip in Rabigh province belong to Aramco. Regarding the railway there are no lines in the Region currently under operation, and expected to run Haramain train during the few next years which connect Madinah with the cities of Jeddah and Makkah.

### 1.5.7 INFRASTRUCTURE NETWORKS

- » Integrated water networks are only available in the three main cities of Makkah, Jeddah and Taif, where water networks cover about 70% of the current urban cluster area of the city of Makkah in lengths of approximately 9960 Km, while water networks cover a percentage of 85% out of the current urban cluster area in Jeddah city in lengths of approximately 5460 Km, while in the city of Taif, the water networks cover about 58% of the current urban cluster in lengths of approximately 880 Km. These networks are considered provided with complete elements in terms of storage, pumping and transferring. Whereas for the rest of the provinces and cities,

and because of the absence of integrated transferring and distribution networks, water is distributed by using truck equipped with tanks for water transfer which carry well water to ground reservoirs built near to each building.

- » Based on the study of the sewage systems existing in urban clusters in Makkah Region, it has been found that there are no public sewage networks except in the cities of Makkah, Jeddah and Taif, while the rest of the provinces in the Region use septic tanks and trucks to get rid of sewage water.
- » Treatment plants connected to networks to collect sewage are only available in the three main cities that are provided with sewerage systems namely the cities of Makkah, Jeddah and Taif. The number of current treatment plants is eight stations distributed on these cities.
- » The current amount of electricity produced by power plants in the Region is around 5615 Megawatts, while the electricity produced from desalination plants that producing electricity is of approximately 1268 MW, and thus the total production is 6883 MW, while, the electrical loads recorded for the year 2004 in the cities of Makkah Region reached approximately 7627 MW. It is clear from the foregoing that the percentage of reduction between the total production (6883 MW) and the recorded loads is about %90
- » The annual statistical book of communication services focuses on the three main cities of Makkah, Jeddah and Taif, while not mentioned extent of coverage or the number of operating phones in the rest of the provinces and cities of Makkah Region. This shows how low is the telephone service, whether in terms of landlines or mobile in areas outside the three major cities, making a negative impact on development and even makes these cities repulsive for residents and reduces the chances of investment.

## Chapter 2

# DELIVERABLES OF THE COMPREHENSIVE REGIONAL PLAN FOR MAKKAH REGION - 1450H

The Regional plan of Makkah Region for the year 1450 H means the long - term perception of human efforts in the Region and their impact on the expected physical activities during this period, including expected distribution of Regional landuses, the structure of the population and employment, the sectors of economic development and distribution of Regional services, networks of infrastructure and public utilities in the Region, and what they requires in terms of policies and mechanisms to implement them until the target year.

## 2.1 PROPOSED DEVELOPMENT AND PLANNING CORRIDORS AND SECTORS

The study area has been divided as shown in Figure (2.5.2) into main development sectors and corridors based on the chosen option for the Regional Plan of Makkah Region, which has been build through compromising between the second and third options, which are: development corridors and development planning sectors. The feature of this can be summarized as follows:

- » **The first development planning sector (north - western coastal development corridor)**  
Includes Kamil, Khulais and Rabigh provinces and part of Al-Jamoom province, with a current population of 157.5 thousand persons. It is proposed that the size of the Region's population will reach up to around 340 thousand persons by the year 1450 at an annual growth rate of 3.12%, with the most important urban center represented by the city of Rabigh integrated with King Abdulla Economic City at its southern part. The main targeted economic activity is a kind of industrial, mining and offshore activity that based on the potential minerals abundant in the Region.

**FIGURE (2.5.2)**  
Proposed development planning sectors and development corridors



- » **The Second development planning sector**  
It features the pillars of current economic activity in Makkah Region, including Makkah, Jeddah and parts of Al-Jamoom province. Its current population is 4.3 million persons and considered as the highest development sector in terms of population density in the Region due to the availability of most basic services. Its population is expected to reach 7.8 million by the year 1450 H at an annual growth rate of 2.4%. The concept of development in this sector is based on urban integration and coordination between Jeddah and Makkah in addition to the city of Taif, while preserving the identity of each of them and confirm their growth as separate growth poles.
- » **The Third development planning sector (South western coastal development corridor)**  
It includes the provinces of Laith and Qunfudah, and has a current population of 351.3 thousand persons. The population is expected to reach 671.5 thousand persons by the year 1450H, which means that the average annual growth rate will reach up

to 2.625% per year. However, to reach this rate it is necessary to promote activities located in this economic development sector, which is primarily represented in maritime and related activities.

» **Fourth Development Planning Sector**

This development planning sector is represented by the western and southwestern parts of Taif province, which are the parts concentrated by most urban clusters and population. Its population, according to 1425H census, reached 854.5 thousand persons. It is targeted to reach around 1.42 million persons by the year 1450 H bringing the average annual population growth rate in this development planning sector to 2.1% per year. Taif is considered the main agricultural source in the Region because of its mild climate, fertile valleys and is also one of the most important traditional summer centers in the Kingdom because of its mild weather most of the year and the presence of the beautiful natural landscapes such as valleys, plains and very high mountains. It also contains housing and accommodation facilities of various degrees, besides the presence of many recreational areas, particularly in Al-Hada and Shafa areas. It is expected to develop the mountainous areas located on the shelf between them to provide high quality recreational areas for the local residents. It is also enjoy a large percentage of coverage of basic facilities such as sewage discharge and freshwater networks in addition to the highway and Regional roads networks passing through it. Agricultural activity and industrialization is considered as the hub of activity in the Region in addition to the touristic activity, especially domestic tourism.

» **Fifth Development Planning Sector**

It includes provinces of Raniyah, AL-Khurmah and Tarabah. Its current census population is about 126.1 thousand persons, and is targeted to reach around 225.13 thousand persons by the year 1450 at an average annual growth rate of 2.4%. This development sector contains some promising mining sites.

» **Sixth Development Planning Sector**

It includes the northeastern part of the current Taif which represented by Zalam and Al Muwayah AlJadieedah. This sector is one of the poorest areas of the Region in terms of economic resources, where it has only some small mining and agriculture activities as well as grazing activities though it has some arable lands if they have been subject to some improvements and provided with water. This development sector contains no large number of population because of the arid desert where the current census population amounted to about 34.2 thousand persons and expected to reach 60 thousand persons by 1450H.

## 2.2 PROPOSED REGIONAL LANDUSES

### FIRST: THE USE OF NATURAL LANDS IN MAKKAH

Natural elements include all mountainous areas and parts of volcanic stony areas (harat), marshes and streams of wadis. Such landuses most often considered as constraints and guidelines to development. However, desert often affected by development projects where most elements of development take place thereon. As for mountainous areas the Gradient level of 20% is considered the maximum level for acceptable development whereafter the cost of construction turn to be highly raised, with exception of some special projects such as touristic projects or building up of some roads. However, it is suggested to benefit from some tops of mountains such as Ahdab mountain in Missan as well as Mastabah and Daka mountains in Shafa and Al-Kar in Hadah, Taif Province as well as Hamanasir and Hadhab mountains in Kamil province besides some other highlands in the Region. Regarding the valleys the Regional Plan recommend to preserve them and prevent encroachment against the tracks of these Wadis and rights of way have been set for them to be suitable with the width and importance of each of them.

Marshes and salty lands are concentrated along the coastal strip of the Red Sea at the Western part of the Region. They are deemed as urban development constraints with possibility to be used as fish farms after conducting necessary studies. As for lava volcanic rocky areas (Harat) they have been benefited thereof as main source of underground water through build up of a series of deep wells on separated distances to collect water to take advantage of them in providing drinking water or

irrigate agricultural and animal production development projects in surrounding areas. Figure (2.5.3) explains the distribution of Regional landuses Makkah Region for the year 1450H. Pastures in desert areas represent about 65.8% of natural landuses in the Region. The desert areas are concentrated in Khomra and Raniaih Provinces. However, pastures are concentrated in Laith, Gunfudah and Rabigh Provinces as illustrated in Table (2.5.12).

**TABLE (2.5.12)**

Distribution of natural landuses in Makkah Region in 1450H

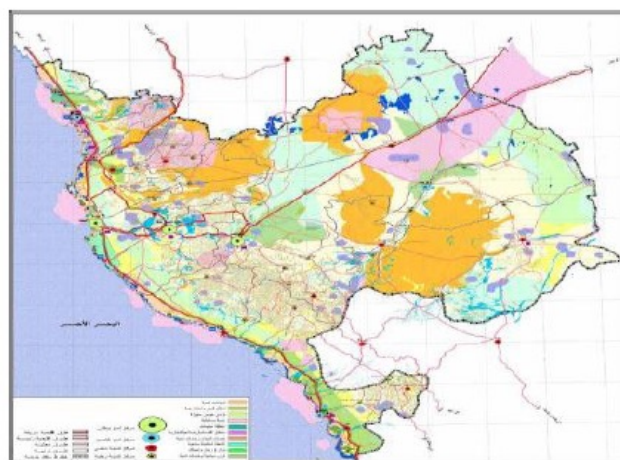
The province		Mountainous regions	Valleys	Herat	Marshes	Natural pastures	Desert areas	Total
Makkah	Area km 2	1118.53	239.2	0	65.68	1266.3	3212.48	5902.19
	%	19.0%	4.1%	0.0%	1.1%	21.5%	54.4%	100.0%
Jeddah Province	Area km 2	0	60	130.121	157.74	1500	1016.659	2864.52
	%	0.0%	2.1%	4.5%	5.5%	52.4%	35.5%	100.0%
Taif	Area km 2	1151.88	511.2	1711.2	101.94	1520.2	11632.4	16628.8
	%	6.9%	3.1%	10.3%	0.6%	9.1%	70.0%	100.0%
Al Muwayh province	Area km 2	0	726.8	6420.53	775.4	3179	10105.5	21207.23
	%	0.0%	3.4%	30.3%	3.7%	15.0%	47.7%	100.0%
Rabigh province	Area km 2	63.58	411.6	827.284	127.4	1300	1664	4393.86
	%	1.4%	9.4%	18.8%	2.9%	29.6%	37.9%	100.0%
Khulais province	Area km 2	110.13	202	872.488	0	679.88	1323.41	3187.9
	%	3.5%	6.3%	27.4%	0.0%	21.33%	41.51%	100.0%
AlKamil province	Area km 2	24.3	164.4	624.421	0	60.1	39.16	912.38
	%	2.7%	18.0%	68.4%	0.0%	6.6%	4.3%	100.0%
AL-Jamoom province	Area km 2	138.58	272	3644.346	0	556.1	1077.524	5688.55
	%	2.4%	4.8%	64.1%	0.0%	9.8%	18.9%	100.0%
Laith province	Area km 2	2321.41	512	0	302.94	2000	5998.9	11135.2
	%	20.8%	4.6%	0.0%	2.7%	18.0%	53.9%	100.0%
Qunfudah province	Area km 2	595.39	383	0	305.5	1800	3051.2	6135.1
	%	9.7%	6.2%	0.0%	5.0%	29.3%	49.7%	100.0%
Khurmah province	Area km 2	0	315.6	2478.95	95.36	675.3	8494.173	12023.38
	%	0.0%	2.6%	20.6%	0.5%	5.6%	70.6%	100.0%
Tarabah province	Area km 2	0	475.8	5180.87	0	114.7	1093.46	6864.83
	%	0.0%	6.93%	75.47%	0.0%	1.67%	15.93%	100.0%
Raniyah province	Area km 2	182.19	734.4	5222.8	0	250	12925.9	19315.3
	%	0.9%	3.8%	27.0%	0.0%	1.3%	66.9%	100.0%
<b>Total area</b>	<b>Area km 2</b>	<b>5705.99</b>	<b>5008.00</b>	<b>27113.01</b>	<b>1895.96</b>	<b>14901.58</b>	<b>616.34.77</b>	<b>116259.3</b>
	<b>%</b>	<b>4.9%</b>	<b>4.3%</b>	<b>23.3%</b>	<b>1.6%</b>	<b>12.8%</b>	<b>53.0%</b>	<b>100.0%</b>

Source: analytical studies of the Consultant of the project

## SECOND: URBAN LANDUSES IN MAKKAH REGION

Urban clusters in Makkah Region are characterized by been spread in a form of cities, villages and hamlets distributed along the sides of valleys and road corridors. However, such urban clusters have all elements of human use included into the composition of housing and living environments of the human and form the medium of social and economic interaction among individuals of the society. The cities in the target year represent around 74.0% of the total urban clusters space, and the rest percentage is distributed over the rural clusters at different levels. The reason of the relative rise in the total space of cities is due to the presence of the three large urban clusters in the Region which are: Jeddah, Makkah and Taif. Nevertheless, all these cities are with large population sizes that exceeded one million, and will continue to grow through the period of the Regional plan despite the development efforts in other provinces due to self growth of the development movement in these clusters.

**FIGURE (2.5.3)**  
2.2 Proposed Regional landuses



The estimated space allocated for the activities of mining as shown in table (2.5.13) is about 3663.2 Km<sup>2</sup> which account for about 2.6% of the total area of the Region and about 15.4% of the urban landuses space. This space is concentrated in provinces of Rabigh, Jeddah, Makkah, Khulais and Raniaih.

**TABLE (2.5.13)**

Distribution of urban landuses in Makkah Region in 1450H

The province		Urban Clusters	Agricultural uses	Mining activities	Nature reserves	Roads and Rialways	Other uses	Total
Makkah	Area km 2	1118.53	239.2	0	65.68	1266.3	3212.48	5902.19
	%	19.0%	4.1%	0.0%	1.1%	21.5%	54.4%	100.0%
Jeddah Province	Area km 2	0	60	130.121	157.74	1500	1016.659	2864.52
	%	0.0%	2.1%	4.5%	5.5%	52.4%	35.5%	100.0%
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	%	6.9%	3.1%	10.3%	0.6%	9.1%	70.0%	100.0%
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	%	0.0%	3.4%	30.3%	3.7%	15.0%	47.7%	100.0%

<i>The province</i>		<i>Urban Clusters</i>	<i>Agricultural uses</i>	<i>Mining activities</i>	<i>Nature reserves</i>	<i>Roads and Rialways</i>	<i>Other uses</i>	<i>Total</i>
Rabigh province	Area km 2	63.58	411.6	827.284	127.4	1300	1664	4393.86
	%	1.4%	9.4%	18.8%	2.9%	29.6%	37.9%	100.0%
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	%	3.5%	6.3%	27.4%	0.0%	21.33%	41.51%	100.0%
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	%	9.7%	6.2%	0.0%	5.0%	29.3%	49.7%	100.0%
Khurmah province	Area km 2	0	315.6	2478.95	95.36	675.3	8494.173	12023.38
	%	0.0%	2.6%	20.6%	0.5%	5.6%	70.6%	100.0%
Tarabah province	Area km 2	0	475.8	5180.87	0	114.7	1093.46	6864.83
	%	0.0%	6.93%	75.47%	0.0%	1.67%	15.93%	100.0%
Raniyah province	Area km 2	182.19	734.4	5222.8	0	250	12925.9	19315.3
	%	0.9%	3.8%	27.0%	0.0%	1.3%	66.9%	100.0%
<b>Total area</b>	<b>Area km 2</b>	<b>5705.99</b>	<b>5008.00</b>	<b>27113.01</b>	<b>1895.96</b>	<b>14901.58</b>	<b>616.34.77</b>	<b>116259.3</b>
	<b>%</b>	<b>4.9%</b>	<b>4.3%</b>	<b>23.3%</b>	<b>1.6%</b>	<b>12.8%</b>	<b>53.0%</b>	<b>100.0%</b>

## 2.3 ROAD NETWORKS:

The Regional Plan adopted the idea of achieving the link between the different parts of the Region and establishment of a road network characterized by hierarchy, and upgrading of the desert roads linking villages and urban centers. Therefore it is expected to increase the lengths of paved roads from 4913 Km in 1425H to around 8630 Km by the year 1450H. Table (2.5.14) shows the approximate lengths of the road network within the Region in 1450 H.

**TABLE (2.5.14)**

The approximate lengths of the road network within the boundaries of Makkah Region for the year 1450H

The type of the road	Length in km	Percentage
Highways (national)	1610	18.7
Main roads (Regional)	3956	45.8
Subsidiary and secondary roads (local)	3064	35.5
<b>Total</b>	<b>8630</b>	<b>100.0</b>

## 2.4 FUTURE AREAS OF EXTENSION ON THE COAST:

**TABLE (2.5.15)**

shows the structure of the proposed landuses for the coastline in Makkah Region Area (km 2)

Developed Area	Length (km)	Area (km2)		Main developed landuses in future	Development Area length (km)
		Developed	Future		
Rabigh province	304.4	216.5	87.9	Development of Rabigh port and fishing activities Distinctive tourism Eco - tourism and fish farms Future development	54.00 63.00 99.5 87.9
Jeddah Province	521.1	264.8	256.3	Touristic coastal expansions Future expansions	264.8 256.3
Makkah	128.1	128.1	-	Touristic resorts Internal tourism (Shoaibah)	83.2 44.9
Laith province	226.5	156.4	70.1	Services and facilities (desalination plant) Security uses Fish farms Touristic resorts and internal ecological tourism Future development	21.00 1.1 70 64.3 70.1
Qunfudah province	227.9	101.4	126.5	Distinctive tourism Qunfudah Port Development Future development	34.3 67.1 62.9 63.6
<b>Total</b>	<b>1408</b>	<b>867.2</b>	<b>540.8</b>		<b>1408</b>

## Chapter 3

# THE POTENTIALS AND CONSTRAINTS OF DEVELOPMENT IN MAKKAH REGION

### 3.1 POTENTIALS AND ELEMENTS OF STRENGTHS

Several developmental potentials and elements of strengths in different areas (natural, environmental, social, demographic, economic, urban, public services, infrastructure and utilities) have been identified through analytical studies of current situations in the Region.

### 3.2 NATURAL AND ECOLOGICAL POTENTIALS

- » The importance of the location of Makkah Region is based on several strategic considerations (religious, spatial and economic) at the local, Regional and international level. It goes without mentioning regarding the uniqueness of Makkah in terms of religious importance in the Islamic world, while the spatial importance is due to its location in the middle of the Islamic world and the western sector of the Kingdom of Saudi Arabia. However, Jeddah is considered the western gate of the Kingdom. The Region is also characterized as the convergence point of mobility and services, and at the same time the linking point between the north and south of the Kingdom. The economic importance thereof is because of being the main commercial and industrial center at the national level of the Kingdom.
- » Makkah Region enjoys relative advantages of the location where it has a waterfront along the Red Sea which extend for about 1400 Km (i.e. about 28.1 % of the total length of the coasts in the Kingdom) as well as important urban centers such as cities of Jeddah, Rabigh and Qunfudah which form a link between the Red Sea coast and the interior.
- » The diversity in topography of the Region led to the climatic diversity that is reflected in the diversity of agricultural crops and vegetation resources. This diversity has led to the existence of the touristic areas represented by the mountain tourism, beach tourism and safari tourism in the sand dunes, valleys and coral reefs. These characteristics represent promising development potentials in the future.
- » The investment in natural and environmental resources of the islands adjacent to the coast of Makkah Region represents one of the significant and available potentials due to the availability of investment elements in these islands in addition to the proximity of these islands to the coast.
- » The creeks existing at several locations along the coast line represent one of the possibilities that allow the establishment of a well marine protected ports and drydocks for repairing ships, especially in the deep creeks, while shallow creeks are suitable for the establishment of recreational touristic facilities or establishment of investment projects according to the available potentialities.
- » Solar and wind power on the coast represent renewable energy resources that can be exploited to produce electricity and operation of desalination plants in the future.
- » The Region has a large number of metallic mineral resources such as gold, copper and iron, besides non-metallic minerals such as basalt, marble, granite, quartz and Barite as well as other raw materials which are in adequate reserves that give the possibility of economic diversification in the Region in the future.
- » The paths of valleys scattered in the Region represent one of the available potentials, whereas the valleys sediments consist of a mixture of clay, silt, sand, gravel and boulders. These sediments constitute

the best reservoir of water because of their high porosity and permeability which make them one of the most important sources of underground water in the Region. However, the total area of the valleys in the Region accounts for about 37.4% of the total area of the Region. The deltas of such valleys on the coast also represent areas suitable for seasonal crops.

- » The Region includes many of the protected or proposed to be protected areas whether offshore or on land to be used to attract touristic activities, especially forests.
- » Mangroves spread in the southern and northern parts of the coast of the Region besides marine and terrestrial environments on the coast of the Region provide the potentials for the development of tourism activities in addition to fishing and aquaculture activities.
- » Large number of islands distributed near the coast of the Region can be used in several entertainment and security activities. However, the maritime sector, from Laith to the boundaries of the southern part of the Region is rich in natural and environmental resources such as coral reefs and mangroves, which can be utilized in a sustainable development to save the right of the coming generations in those resources.

### 3.3 DEMOGRAPHIC AND SOCIAL POTENTIALS

- » More than a quarter of the kingdom 's population are concentrated in the Region which constitutes a human base that provides various human resources necessary for the future development taking into consideration that human is considered as the ultimate aim of development and the means to achieve it, as well as human resources represent the market necessary for selling different products.
- » The community of the Region is considered a young society in which young persons constitute the vast majority of the population. Whereas the percentage of the population under the age of 40

years amounted to 78.6% of the total population. 35% out of them are aged 15 years and less. The Region is provided with acceptable level of social, educational and health services.

## 3.4 ECONOMICAL POTENTIALS

Makkah Region enjoys natural coastal resources, as well as other mining, human resources and commercial and service activities besides the existence of the Grand Mosque which is considered as a major hub of multiple business, touristic and industrial activities. However, hereunder we review the most important economic potentials of Makkah Region, which - If being properly exploited - shall push the process of development and help the next generations to benefit thereof.

### 3.4.1 TOURISTIC POTENTIALS

The Holy Mosque is considered as the main guidance of Makkah Region's economy and contributes mainly to direct investment towards infrastructure in general and hospitality services, and then towards the tourism sector in particular. The study of the current status of the Makkah Region has emphasized on the relative availability of accommodation facilities such as furnished apartments (58.7%) and hotels (41.3%). These facilities accommodate different levels of current arriving visitors. It has been noticed that the larger relative importance is directed towards two and three stars hotels with a total up to 92.7% of the total hotels in the Region and the remaining percentage is divided between five stars (5%) and four stars hotels (2.3%); in addition to expansion projects taking place in the Grand Holy Mosque, which shall have significant impact thereof on future in terms of increasing the accommodation capacity, which will definitely raise the Region's share in accommodation capacity compared to the rest of the regions of the Kingdom.

### 3.4.2 INDUSTRIAL AND MINING POTENTIALS

The Region includes 1381 factories which consist 23.1% of the total number of factories in the Kingdom with investments of 116.8 billion Riyals consists 18% of the total capital invested in the industrial sector in the Kingdom. Also the Region has a percentage of 24.9% of the total producing and licensed factories for the year 1432 H (2011) and a percentage of 26.9% of the total employment in the licensed factories in the Kingdom for the same year. The percentage of the Region's share of financing of the producing licensed factories in the Kingdom reaches to 21.1%. Also Makkah Region is characterized by industrial cities that support its industrial constituents and possibilities. The number of the industrial cities in the Region is five cities consisting 19.2% out of the total number of the industrial cities in the Kingdom, and 33.3% out of the total number of the future industrial cities in the Kingdom. The provinces of Makkah and Jeddah acquire a number of 616 factories in the five industrial cities of the Region. The percentage of the area of industrial cities in Holy Makkah province is 1.6% While Jeddah Province is taking the largest percentage of the industrial cities's area which is 98.4%.

In the field of the mineral resources the Region enjoys a mineral variety that representing a possibility to develop the mining activity in the Region. The Region contains the ores of Gold, Silver, Copper, raw materials needed for the manufacturing of cement, Iron ore, Limestone, Clay, Marble, Sandstone, and Braialit. The mineral wealth distributes over the Region provinces in Al-Khomrah, Taif, Aljamom, Khulais, Rabigh, Alardiat and Al Muwayyah.

### 3.4.3 AGRICULTURAL POTENTIALS

The data of the Ninth Development Plan and studies of the current situation of the Region indicate a relative weakness of the agricultural potentials of Makkah Region. It's occupies the lowest ranking among the regions of the Kingdom in the agricultural areas and agricultural production with the exception of the areas and production

of the vegetables, which occupies the third place in terms of area after Riyadh and Qassim, and fourth in terms of production after Riyadh, Qassim and Hail.

The Fisheries wealth represents another constituent added to the agricultural potentials of the Region. The share of the Region from the fisheries of the Red Sea reached nationally a percent of 23.3% and about 7.4% from the total fisheries in the Kingdom at the Red Sea, Arabian Gulf and international waters.

### 3.4.4 SOME OTHER VARIOUS CONSTITUENTS TO BE MENTIONED:

- » Location: It represents the western gate of the Kingdom by land and air, which supports the movement of trade between overseas countries and the Kingdom, as well as internal trade between the regions of the Kingdom.
- » Highways: A network of Regional highways is linking the North – West of the Kingdom and its South - West along the West Coast up to Yemen to the south on one hand, and the rest of the regions of the Kingdom to the East on the other hand.
- » Major projects: The Region embraces several major projects that will change the shape of the Region in future and strengthen the Regional integration with other regions, without confining to a specific field. We find the Al-Haramain Train in the field of transportation intended to increase the mobility's speed between Holy Makkah and Almedina Almanowara, and solving the problems of the traffic's accumulating during the pilgrimage season in particular, also we find King Abdulla economic city in Rabigh, as well as King Abdulla University of Science and Technology (KAUST) and the projects of Al-Qunfudah's Airport in the field of the Air Transportation, thereby supporting and contributing to the participation of the King Abdul Aziz Airport in Jeddah in easing for coming and departing passengers, especially in the periods of Hajj and Umrah seasons, and the port of Laith in the field of maritime transportation, and the subsequent

activation of the movement of foreign and domestic trade and taking some burden from the Jeddah Islamic port.

- » Development corridors: the Region now possesses the constituents of diversity in terms of directing the development. For example reflected the thought of constructing the economic cities has reflected on the Region, and thus contributed to open reliable hubs - to increase the probabilities of the development - in the future in finding many promising opportunities for the development, some of them is represented by the corridor of Jeddah/Rabigh in the North, Jeddah/Qunfudah/Laith in the South, and hence its contribution in distributing the development integrally with the main existing corridor of Jeddah/Makkah/Taif/Riyadh.

### 3.5 URBAN AND SERVICE POTENTIALS

- » The availability of undeveloped areas in the Region is considered a significant potential for settling of possible development projects and accommodate the expected population increase taking into account the environmental and natural constraints which represent strict limits to the future development and the distribution of Regional activities and landuses on them.
- » Studies, structure, local and indicative plans have been prepared for the most cities in the Region and constituting a national, Regional and local growth centers and considered a base for the urban development and future of these cities.
- » Some coastal areas and mountainous sites are one of the important resources for the development of urban tourism activities in the future, taking into account the providing of the infrastructure networks and ways to access them, and the development in the framework of controls and environmental requirements to preserve those resources for future generations.
- » The Region is characterized by a good level of various

central services and high level specialized services belonging to the urban centers.

- » Some of educational and training services which are necessary for development processes are available in the Region. These services provide part of qualified cadres which are technically and scientifically trained and necessary for development activities in the Region.

## 3.6 ROADS, TRANSPORTATION AND PUBLIC UTILITIES POTENTIALS

### 3.6.1 TRANSPORT AND ROAD NETWORKS

- » The Region is served by a good network of Regional and highways lead to connect the Region with the rest of the Kingdom.
- » The Region is characterized by the presence of Jeddah Islamic Port which is a key economic outlet which is handling 59% of the volume of goods through the ports of the Kingdom in addition to receiving the passengers movement. It's proposed to construct Al-Laith Port and a port in King Abdulla Economic City which will support the connectivity and stimulate international trade.
- » There are two airports in the Region; one of them is the international King Abdulaziz Airport in Jeddah and the other is a local airport in Taif. The establishment of Al-Qunfudah Airport is proposed. The international and domestic movement of the passengers and cargo in Jeddah Air Port represent more than 31% of the size of the movement in the Kingdom 's airports.

### 3.6.2 PUBLIC UTILITIES

- » The average share of water per capita in Makkah in 1434 H reached about 255 Liter/capita/day which

is higher than the share per capita in the Kingdom which is 235 Liter/capita/day.

- » The produced electric power covers the electrical loads of the Region. However, the coping with the electrical extensions of the urbanization is considered acceptable up to now, but the continuous coordination with the electricity company is a must to ensure the coverage of the expected urban expansions of electricity networks in terms of appropriate capacity and in a timely manner.
- » Due to the progress of modern communication technologies it's expected that the communications networks wont encounter obstacles in covering the centers and cities of the Region, neither in the landlines nor in the mobile phones' services, which positively affects the development, but the rural and remote areas and centres still need to be supported in this the field.

## 3.7 CONSTRAINTS AND CHALLENGES

Through analytical studies of the current situations in the Region many of the developmental constraints, challenges and the elements of weakness in the various fields such as natural and environmental, social and demographic, economic, urban and public services, and basic infrastructure and facilities have been identified and they are as follows:

### 3.7.1 NATURAL AND ENVIRONMENTAL CONSTRAINTS AND CHALLENGES

- » The prevailing continental climate in the Region represents one of the main challenges and constraints of human activities in the Region which is located within the zone of the arid desert Region that is characterized by high temperature degrees especially in the in-lands.
- » The phenomenon of the sand dunes' creeping is one of the real problems and challenges to the population

and development in the Region.

- » Some sites in the coastal parts in the southern sector are exposed to the phenomenon of the soil erosion due to surges occur by the acute floods of the valleys at distant and irregular intervals.
- » The presence of the scattered volcanic rocky areas (Harat) in the Region represent one of the constraints of the development in the Region because it's difficult to be developed besides the potential risks.
- » The sites of ground faults, folds and fractures - especially faults that are concentrated along the Red Sea coast and associated with tectonic movements causing the constantly expanding of the seafloor – represent regions of natural risks areas as they are seismically active regions or the occurrence of the earthquakes in these regions is expected, and that requires special care in the urban development's operations and specifications.
- » The mountainous shelf in Hijaz Range or Mountains series represents a strong constraint of the development as it causes the separation between geographical sectors in the Region, leading to the isolation of some urban clusters.
- » The spread of the local marshes and depressions with weak soil represent development constraints due to poor soil and its exposure to the phenomenon of swelling with water, which needs high costs to be processed in purpose of development in accordance with its environmental and natural characteristics.
- » Environmental degradation of the waters of the Red Sea beach and marine resources as a result of unplanned development of the coast, reclamation operations and the sewage operations of the urban clusters especially in Jeddah City, and the leakage of some oils from ships and the cleaning of the petroleum carriers represents a major development challenges in the Region.

### 3.7.2 DEMOGRAPHIC AND SOCIAL CONSTRAINTS AND CHALLENGES

- » The phenomenon of concentration of the population and services in a limited number of urban clusters.)

Jeddah, Makkah, Altaif) Represents one of the challenges of the development in the Region.

- » The increase of the population density in Jeddah to reach 756 Persons/km<sup>2</sup> similar to provinces of Renya, Al-Khomrah and Al-Muwayah.
- » The Region attracts a larger percentage of the population of non - Saudis compared to other regions of the Kingdom, it is equivalent to about 40.5% of the total population of the Region, which is a strong constraint when implementing development projects, in addition to the presence of a percentage of non-Saudis population living in an irregular manner and don't hold identities which is one of the pressing problems due to the security and social problems caused by this category.

### 3.7.3 ECONOMIC CONSTRAINTS AND CHALLENGES

Economic development is linked to many aspects that affect its performance and achievement, so its constraints or obstacles are not exclusive only to economic aspects, but they are applied to other dimensions we will review some of them as follows:

- » The shortage of the water needed for agricultural activity.
- » The need for operations of rehabilitation for the population's sector to respond to the requirements of development, and identifying the opportunities of the investment, setting, promoting and following-up mechanisms and defining the possibilities in more sophisticated manner that keep pace with the changes instantly.
- » Unemployment's rate rises in Holy Makkah to reach 13.3% in 1433H compared to the rate of unemployment in the Kingdom which is estimated to be 12.1% for the same year.

### 3.7.4 URBAN AND SERVICES -CONSTRAINTS AND CHALLENGES

- » There is a clear contrast in patterns and aspects of

human activities between each of the cities and their geographic context and rural areas, whereas the urban clusters especially the major cities (Jeddah, Makkah and Taif) are characterized by their wide urban area and the multiplicity of economic and service activities, while the rural clusters are characterized by their decreased urban area which is mostly limited to the residential activity and some farming and herding activities.

- » The scattered urbanization of small-sized rural clusters with population of each doesn't exceed 1000 persons.
- » Generally some parts of the Region are suffering from a shortage of road networks which indicates the isolation of those areas and the lack of their access to the main and local traffic corridors in the Region.
- » Studies indicate that the provinces of (Jeddah, Makkah, Taif) showed they accommodate about 87.2% of the total population in the Region in year 1431H compared to about 85.2% in the year 1425 H, which means the continuing exodus of residents from villages in favor of urban clusters, limiting the implementation of the national strategic urban orientations of publishing the development in a widespread and balanced manner.
- » Analytical studies indicate that there is a flaw in the distribution of the urban structure in the Region, whether at the urban level or rural sector level.
- » The populated area is about 4.9% of the total area of the Region, which requires pushing the development to the pristine and least developed areas in the Region.
- » A clear divergence in the level of provision of public services in terms of quantity or quality between the provinces and between the cities and villages compared to the applicable rates and planning standards in force in Saudi Arabia, and required to be achieved as well as compared to the international rates.
- » A high percentage of landuses conflicting with tourism and urban development on the shores of the urban centers and its waterfront especially in the

provinces of Jeddah and Rabigh and Al-Laith such as storage depots, power plants, oil refinery and fish farms and other security uses, as well as shooting arenas in front of the coast of Shuaiba, which represents a strong constraint to take advantage of marine resources in the Region.

### 3.7.5 CONSTRAINTS AND CHALLENGES OF TRANSPORTATION AND ROAD NETWORKS AND PUBLIC UTILITIES

- » There are caveats and cons to create a dry port in the city of Jeddah due to the generation of the trips for trucks carrying containers on the road network.
- » The presence of Jeddah Islamic Port within the urban cluster of Jeddah is considered of the most important obstacles due to the pollution caused by it to the beaches of the city of Jeddah in addition to the traffic problems on the main corridors.
- » There is no area of public transport system, especially within the major urban clusters with large population sizes resulting in higher car ownership rate in the Region to come in the first place among the regions of the Kingdom.
- » There is a clear disparity in the share per capita in water between the three major cities and the rest of the cities and provinces of the Region, whereas the allocation per capita of potable water for human use is decreasing to 30 Liters per capita per day in some provinces and cities, while the international average rate ranges between 300-200 Liter/capita/day, as there is no water networks in most cities in the Region, and there is no integrated contingency plan to provide water in the event of an interruption to the pump of desalination plants and the absence of the water's strategic storage system with the exception of Makkah, Jeddah, and Taif bear in mind that the size of strategic storage of waters in the three cities does not cover the real need required, in addition to that water networks cover about 60% of the urban cluster of the cities in the Region, most of them in the three major cities.
- » The provinces of the Region, with the exception of the cities of Jeddah, Makkah and Taif are, suffering from the lack of the sanitary networks, whether in the cities or villages, whereas they use septic tanks with open - bottom in the disposal of fluid waste, to be disposed of by self-efforts at intervals.
- » The Region is facing a number of problems regarding the disposal of solid wastes, including the non-compliance with keeping wastes inside containers and tampered with, as well as the lack of classification of solid wastes at the source furthermore the difficulty of getting rid of some wastes and its non-disintegrating nature when they are landfilled in addition to the lack of the plants of recycling of solid wastes instead of landfilling them causing environmental harms.

## Chapter 4

# VERTICAL INTEGRATION AND ACHIEVEMENT OF SUSTAINABLE DEVELOPMENT GOALS IN MAKKAH REGION

The National Spatial Strategy (NSS) explained that the spatial space of the Kingdom of Saudi Arabia has witnessed continuous developmental evolutions, during the past three decades since the beginning of the nineties in Hijri Calender (seventies in Gregorian Calender) sustained by government spending programs and successive five-year plans. The outcome of that have been:

- » Industrial development in the major cities such as Makkah, Jeddah and the establishment of new industrial cities in Aljubail and Yanbu.
- » The specialized education and health services are concentrated in a limited number of major cities such as Makkah, Jeddah, and Taif.
- » Rapid urbanization and continuous exodus of people from rural areas and small and medium towns to big cities.
- » The appearance of disparity in development levels between the regions across the Kingdom as well as at the level of the cities, provinces and centers of regions.
- » The appearance of the need to develop a comprehensive urban strategy.

### 4.1 BASIC PLANNING ISSUES OF DEVELOPMENT PLAN

In the light of the accelerated developmental evolution during the last four decades on the economic, social and urban level it had become clear that there is a disparity and developmental differences between the main regions of the kingdom in general as well as between the provinces constitute each Region as it is obvious in the Region of Makkah, whereas some regions and

provinces have managed to accommodate and make use of the accelerated development due to the availability of the potentials, equipment and human resources, necessary to development accommodation, while some other provinces failed to benefit or keep pace with the accelerated pattern of this development adequately since they haven't possessed the tools necessary for evolution and growth.

### 4.2 THE GUIDELINES FOR CHOOSING THE COMPREHENSIVE DEVELOPMENT PLAN IN THE REGIONAL PLAN OF MAKKAH REGION

The tremendous governmental investments during the last four decades in the framework of the five-years development plans of the basic infrastructure networks, and the enormous expansions at the Holy Mosque and Holy Places, that followed by huge investments in the private sector projects, and the establishment of modern industrial development centers in the cities of Jeddah and Rabigh, these efforts revealed an existence of clear determination and basis of spatial distribution and residential clusters system at the level of Makkah Region.

- » The spatial distribution of the resources and potentials of the development, such as the mineral raw materials sites, waters' sources, arable soil and water coasts appropriate for the coastal investments.
- » The steady growth of the cities of Jeddah and Makkah has reached the stage of the self-continuity and this growth can not be stopped in the favour of other cities in the Region, and no one benefit from that, because of the relative advantages that are available to them and their weight at the national

and international level.

- » The sophisticated road and transportation network which has been constructed during the period of the last five-year development plans, led to linking Makkah Region to the rest of the Kingdom's regions directly, no doubt that connecting the Regional road network inside Makkah Region and the rest of the Kingdom's regions and the outside world has added lot of relative advantages to the Region.
- » Jeddah and Makkah will remain essentially the economy engine of the Region as a whole, because of its comparative advantages that can not be overlooked when drafting the Regional development plan.
- » Despite the comparative advantages that are available to Holy Makkah and Jeddah, but its continuity in attracting people from small population clusters in the Region in accordance with the current rates, may exacerbate the problem of unwanted urban pattern which followed by the increasing in the disparities' gap between the provinces of the Region.
- » Developing the level of the required services and facilities in Holy Makkah undoubtedly will lead to improve the developmental power in the cities of the Region of all sizes.
- » The establishment and operation of the city of King Abdulla South of Rabigh is one of the most important changes that is expected to substantially direct and affect the pattern of the settlement and distribution of the industrial and investment activities in the Kingdom in general and the Region in particular.

#### **4.3 THE STANDARDS PROPOSED BY THE NATIONAL SPATIAL STRATEGY, AND CONSIDERED BY REGIONAL PLAN:**

- » The continuation of overpopulation in a limited number of cities -if not been addressed in the long run- will lead to the deterioration of the urban environment and might be reflected in congestion of the means of transportation, roads, environmental pollution and a rise in the unemployment rates with the associated social and security problems, in addition to the emergence of slums/unplanned settlements.
- » The continued concentration of the economic, services and production activities in a limited number of cities could lead to the marginalization of rural areas and small and medium towns.
- » The private sector, driven by the aim of achieving profits will continue tending to localize its activities towards the regions and cities which have integrated structures of infrastructure.
- » The diversification of the regions' economic base and work to finding new job opportunities requires adoption of policies and implementation programs to exploit the full resources in the regions that have not yet been exploited, the most important of them are the mineral resources and tourist potentials.
- » The transportation network, both actually existing and proposed for implementation in the coming period will continue to play a key role in facilitating the spreading of development outside the major cities.
- » The railways project and the expansion of their range in order to connect the East of the Kingdom with its West and its North with its South will facilitate the movement of the population, goods and commodities between the various regions of the Kingdom and will have a far- reaching impact on the full exploitation of the resources in many regions.

#### **4.4 TAKE INTO CONSIDERATION THE REGIONAL PLAN OF MAKKAH REGION (WHEN SETTING THE IMPLEMENTATION MECHANISMS FOR THE PROJECTS) FOR A NUMBER OF REQUIREMENTS SET BY OPERATIONAL FRAMEWORK OF THE NATIONAL SPATIAL STRATEGY, AS FOLLOWS**

- » Finding committees to follow up the translation of the strategic mechanisms to implementation programs and these committees should include in their membership officials from the related governmental and private sectors authorities.
- » Translating the mechanisms of the strategy into implementation and specific projects and should be arranged according to the priorities of the necessity of their implementation.
- » Identification of the prioritized implementation projects in the form of a balanced mix of developmental projects aiming to developing the infrastrucre structures and projects supporting the diversification of the economical base.
- » The bodies of coordination and follow up of implementation are responsible for including prioritized implementation projects in the Regional plan.
- » Choosing new sites for governmental activities in the small and medium towns and away from the big cities will allow the improving of the ability of these cities to accommodate the population increases in the future as to help achieving a balanced spatial development.
- » The locations of the universities and specialized institutes to be established, such as King Abdulla University for Technology in (Thuwal) area.
- » The locations of the services which are supporting the development such as airports, ports, railways stations and land transport, as is happening in Qunfudah province.

#### **4.5 NOTING THE LACK OF THE ROLE OF MAKKAH REGIONAL PLAN (SO FAR) IN NUMBER OF REQUIREMENTS SET BY THE OPERATIONAL FRAMEWORK OF THE NATIONAL SPATIAL STRATEGY WHICH INCLUDING THE FOLLOWING ASPECTS:**

- » Good identification of the needs of the private sector.
- » The lack of the quality of services, utilities and facilities required for the private investor and specify the means and methods of the work to be provided.
- » Providing the necessary incentives by modernizing administrative systems and facilitate obtain loans and exemptions.
- » Continuous exchange of information and dialogue between investors and decision - makers.
- » Modifying the priorities of the geographical distribution of public expenditure for basic equipment.
- » The development of the organizational and management structure at the level of the cities.
- » The provision of technical personnel necessary for the development of administrative and organizational structure for the cities.
- » Strengthening the role and management of the urban planning in the development centers through the necessary technical and financial support.
- » Offering programs and training courses for the personnel of the local departments on an ongoing basis to raise their efficiency and ensure their coping with the scientific development and the work in the field of the development and local administration.
- » Develop skills, local capabilities and expertise for the implementation of urban development policies.

#### **4.6 NATIONAL FIVE - YEAR PLANS AND**

## THEIR RELATIONSHIP WITH THE REGIONAL PLAN OF MAKKAH REGION

- » The four schedules for the process of activating the Regional Plan.
  - » The Ninth Five-Year plan (1431-1435 H)
  - » The Tenth Five-Year plan (1436-1440 H)
  - » The Eleventh Five-Year plan (1441-1445 H)
  - » The Twelveth Five-Year plan (1446-1450 H)
- » The objective of suggestion of the Ten-Year plan of services implementation (1430-1440 H)
  - » The study of the current situation of the services in the Region and estimating the needs and implementation's costs in the future, through the identification of the gap between the current situation and the supposed situation to be accomplished from the sectors (water/sanitary drainage/health/education).

## Chapter 5

# INSTITUTIONAL AND REGULATORY MECHANISM AT THE LEVEL OF MAKKAH REGION

The frameworks and institutions through which management of development processes in Makkah Region are carried out are divided into two main types, the first are the spatial frameworks which mean the hierarchy of the administrative spatial divisions in the Region, and the second are the frameworks or institutions which are managing and implementing the development's processes. Each of them shall be reviewed according to the following:

### 5.1 ADMINISTRATIVE AND SPATIAL FRAMEWORKS (UNITS) IN MAKKAH REGION

The Region System issued by Royal Order No. A 92/ dated 08/27/1412 H, and its amended version issued by the Royal Order No. A 21/ dated 03/30/1414 H- ruled that each Region administratively consists of a number of provinces of category (A) and provinces of category (B), centers category (A) and centers category (B), and taking into account the demographic, geographic, security, environmental circumstances and methods of transportation. The provinces are linked to the prince of the Region, and are organized by a royal decree based on recommendation by the Minister of the Interior, but a decision by the Minister of the Interior on a proposal from the Prince of the Region is issued regarding the centers' construction and linking.

#### First: Makkah Region (Emirate of the Region)

The spatial administrative units that are consisting Makkah Region are the comprehensive special framework which spatially represents the total area of the Region and its total area is approximately 140.1 Thousand km<sup>2</sup> and the Emirate of the Region oversees the whole area.

#### Second: the provinces of Makkah Region

- » From the administrative spatial units in Holy Makkah it is clear that the Region include (17) provinces in addition to the supervisory scope of the Emirate of the Holy Makkah. These provinces are: Holy Makkah - Jeddah - Taif - Qunfudah - Al-Laith - Rabigh - Aljmoom - Khulais - Alkamil - Alkhurmah - Raniyah
- » Tarabah, and five new provinces have been newly established in (1434 H) which are Al Muwayh , Maisan, Bahra, Adhum, Alardiat Figure (2.5.4) shows the Administrative Division of Makkah Region. Figure (2.5.4) shows the (17) provinces in Holy Makkah and (63) service Village centers.

**FIGURE (2.5.4)**  
the Administrative Division of Holy Makkah Region



**FIGURE (2.5.16)**

Table of the Provinces in Holy Makkah

The province	Urban / Cities population	(%)of urban/ Cities	Urban / Cities population	% Of the province	(%) Of villages	% Of the province	Total of Provinces	% out of the Region's area
Makkah	1534731	25.49	97.21	43991	4.92	2.79	1878722	22.83
Jeddah	3430697	56.97	99.26	25562	2.86	0.74	3456259	49.98
Taif	728121	12.09	82.31	156476	17.51	17.69	884597	12.79
Qunfudah	24512	0.41	12.58	170299	19.06	87.42	194811	2.82
Laith	18430	0.31	22.80	62388	6.98	77.20	80818	1.17
Rabigh	55304	0.92	60.07	36768	4.11	39.93	92072	1.33
AL-Jamoom	25601	0.43	27.76	66621	7.46	72.24	92222	1.33
Khulais	19331	0.32	34.10	37356	4.18	65.90	56687	0.82
AlKamil	3427	0.06	16.00	17992	2.01	84.00	21419	0.31
Khurmah	27032	0.45	64.02	15191	1.70	35.98	42223	0.61
Raniyah	21656	0.36	47.14	24286	2.72	52.68	45942	0.66
Tarabah	25937	0.43	59.02	18010	2.02	40.98	43947	0.64
Maysan	5227	0.09	8.26	58078	6.50	91.74	63305	0.92
Al Muwayh	8553	0.14	21.38	31459	3.52	78.62	40012	0.58
Al-Ardhiyat	7175	0.12	9.24	70438	7.88	90.76	77613	1.12
Adhaam	10484	0.17	21.97	37227	4.14	78.03	47711	0.69
Bahra	5213	1.25	77.82	21433	2.40	22.18	96646	1.40
<b>Total</b>	<b>6021431</b>	<b>100</b>	<b>87.08</b>	<b>893575</b>	<b>100</b>	<b>12.92</b>	<b>6915006</b>	<b>100</b>

## 5.2 INSTITUTIONS, STRUCTURES AND SUPERVISORY AUTHORITIES IN HOLY MAKKAH

There are several bodies and institutions in Makkah Region, as in the other regions of the Kingdom, which manage, regulate and assume the development processes within the Region, both through the implementation process of the projects or supervisory task over various

entities that perform other processes of the development. These administrative frameworks can be summarized in accordance with the following:

### Firstly: Emirate of Makkah Region

Headed by the Prince of the Region, who shall be appointed by a Royal Decree, and the Emirate is administered by the Ministry of the Interior in accordance with the

Region Law, and the Emirate oversees all the authorities and institutions operating within the boundaries of the Region, although the technical and administrative responsibility of the governmental authorities' works within the Region is subject to the laws and technical references of each ministry separately.

### Second: The Council of Makkah Region

- » Its Head Office is based in the AMANAH of the Region and consists of:
  - » Prince of the Region as president.
  - » The supervisor of the Project Development Authority of the region.
  - » The heads of the government authorities in the Region to be determined pursuant to a decision issues by the Prime Minister according to a directive of the Minister of Interior.
  - » A number of citizen, at least ten, of scholars, experts and specialists who are appointed by an order of the Prime Minister based on the nomination of the Prince of the Region and the approval of the Minister of the Interior, for a renewable office term of four years.
- » The Council of the Region is concerned with the study of all that would raise the level of services in the Region and entitled, in particular, to:
  - » Identify the needs of the Region and propose their inclusion thereof in the state development plan.
  - » Identify the useful projects in order of their priority and propose their adoption thereof at the annual state budget.
  - » Study organizational plans for the cities and villages of the Region and follow up their implementation after approval.

The Council may propose any public benefit work to the citizens of the Region, and encourage citizens to contribute to it, and submit it to the Minister of Interior.

### Third: the local councils in the provinces

- » They consist of the following:
  - » The mayor as president.

- » Heads of government authorities and their branches in the province.
- » A number of scholars, experts and specialists from residents of the province and its centers.
- » The Local Council of the province is concerned with the study of all that would raise the level of services in the province and entitled, in particular, to:
  - » Identify the needs of the province and propose their inclusion thereof in the state development plan.
  - » Identify the useful projects in order of their priority and propose their adoption thereof at the annual state budget.
  - » Study organizational plans for the cities and villages of the Region and follow up their implementation after approval.
  - » Follow up the implementation of what concern the province out of the development and budget plan and carry out the required coordination in that regards.

The Local Council of the province may propose any public benefit work to the citizens of the Region, and encourage citizens to contribute to it, and submit it to the Amanah and Council of the Region.

### Fourth: municipal departments in Makkah

Makkah Region distinguished from the other regions by the presence of three cities' Amanahs in the Region which are (the Amanah of the Holy Capital, Jeddah and Taif) in addition to the rural clusters, each city's Amanah represents a number of sub-municipalities distributed over the administrative boundaries of each city and village cluster, where the municipal services are processed, followed-up and supervised.

- » The Municipal departments tasks: The departments are concerned with all works regarding the organization, maintenance, and beautification of the Region and preserve the general health, comfort and safety. The fifth Article of the Municipalities and Villages Law issued by Royal Decree No. M/5 dated 02/21/1397 H which is based on the Cabinet's Resolution No. 130 dated 06/02/1397 H identified the tasks and functions

of the municipalities (including the Amanahs of the cities and municipalities) where this article stated as follows:

- » Organizing and coordinating the town according to a regulatory plan duly certified and approved by the appropriate bodies.
- » The license to implement the constructions, buildings and all public and private extensions and observing them.
- » Maintaining the appearance and cleanliness of the town, and creating the parks, squares, gardens and public places, as well as organizing directly or indirectly managing them, besides maintaining the safety of the citizens.
- » Protection of public health, filling the ponds and swamps, avert the threat of floods and creating walls of trees around the town to protect it from the sand.
- » Control food and consumables, supervision of the citizens' supplies and monitoring their prices and the prices of public services, control weights and measures in conjunction with the appropriate bodies and to keep the bookmark (stamp) on them annually.
- » Creating slaughterhouses and organizing them.
- » Establishing of the markets and identifying point and centres of sale.
- » Licensing the practises of crafts and professions as well as opening of public stores and monitoring them technically and hygienically.
- » Maintaining the safety and comfort, and in particular taking the necessary actions in conjunction with the relevant authorities to prevent the occurrence of fires and suppressing them, besides demolishing of ramshackle buildings or parts of them that are dilapidated, and establishing public shelters.
- » Specify the positions of hawkers, parks of cars and vehicles in agreement with competent authorities.
- » Organizing the internal transportation means and determine their fares in agreement with competent authorities.
- » Expropriation of properties for public benefit.
- » Identifying and collecting the fees, municipal revenues, fines and penalties imposed on violators.
- » Supervision of elections and the nomination of heads of trades and professions besides controlling their businesses and resolve the disputes that occur between them.
- » Protection of archaeological buildings in cooperation with competent authorities.
- » Encouraging of cultural, sporting social activity and contribute to it in cooperation with the concerned authorities.
- » Cooperation with competent authorities to prevent beggary and homelessness, and the establishment of shelters for the elderly, orphans, insane people and people with disabilities.
- » Establishment of the cemeteries and dead washing areas, fencing and organizing them, and facilities for burial of dead.
- » Avoiding the injuries of the toxic and brutal animals and prevent cruelty against animals.
- » Prevention and removal of the encroachment on their private properties, and public properties that subject to their powers.
- » Any other functions issued by a decision from the Cabinet.

#### **Fifth: Development Commission of Makkah Al Mukarramah and Mashaer**

Structurally and Administratively Linked to its president His Highness the Adviser of the Custodian of the Two Holy Mosques, Prince of Makkah Region. However, recently the supervisor of the Development and Projects Agency in the Emirate of Makkah Region has been assigned as the Secretary-General for the Commission, which has corrected the institutional administrative structure of the departments of Makkah Region and gave it a stronger administrative support.

The Commission of Development of Holy Makkah and Holy Places has been established in 1421 H, to tackle the task of upgrading and development of Holy Makkah through the preparation of the structure plan for the central area and updating the structure plan of Holy Makkah besides implementation of the major development's projects.

The development process of Makkah Al Mukarramah and Mashaaer has gone through different phases which enabled the Commission to set its strategies and bases for planning process of Makkah Al Mukarramah and Mashaaer. The Commission highlighted the strategic planning, regional and overall scheme of Makkah Al Mukarramah and Mashaaer which the Municipality of the Commission is working on activating it nowadays.

- » Tasks of the Development Commission of Makkah Al Mukarramah and Mashaaer (DCOMM)

The Commission develop and updates the structure plans for the city and the Holly Places in general, and the detailed plans for the central area, besides the implementation mechanisms in particular, and the coordination between authorities responsible for the planning and execution in Holy Makkah and Holy Places, as well as the Commission briefs the developers, investors and the owners about the approved plans, and currently it has been assigned a number of implementation and operational tasks for the projects.

#### **Sixth: Departments Related to the Ministry and Authorities that are structurally Linked to the Cabinet**

Most of the bodies which are responsible for the projects in Holy Makkah, whether in terms of services or investments, are associated structurally, administratively and technically with the ministries and bodies, they are independent in making their decisions, but they are coordinating in a “friendly” manners with the Emirate Deputy for Development and Projects in the fields of activation of the comprehensive plans including the Regional plan. Figure (2.5.5) illustrates the different bodies and their relationship with the Regional plan. Some of these bodies which affect the Regional plan and its activation are:

##### **1. The Ministry of Municipal and Rural Affairs**

It includes the Amanahs of three cities (Makkah - Jeddah - Taif) besides the rural clusters related to its administrative boundaries. However, the Amanah of each city has a governmental company working in the implementation of the mega investment projects

in the city, such as Al Balad Al Al Ameen company in Holy Makkah city which oversees the project of the public transport and trains of Holy Makkah and a number of mega investment projects in real estate like the King Abdul Aziz road.

##### **2. Ministry of Transportation**

Its branch in Holy Makkah is implementing pivotal regional road projects between cities, as well as a number of ring roads projects within cities. The rest of responsibility rest with the municipality in road design, construction and maintenance as these are becoming some of the municipal government functions of Amanat (Big municipalities)

##### **3. The Ministry of Finance**

Its branch in the Region is following up a number of vital and important projects such as the expansion of Al-Haram Al-Makki Al-Sharif and the squares and elements associated with it as well as the central public transport plans, and a number of major investment projects.

##### **4. Railways Authority**

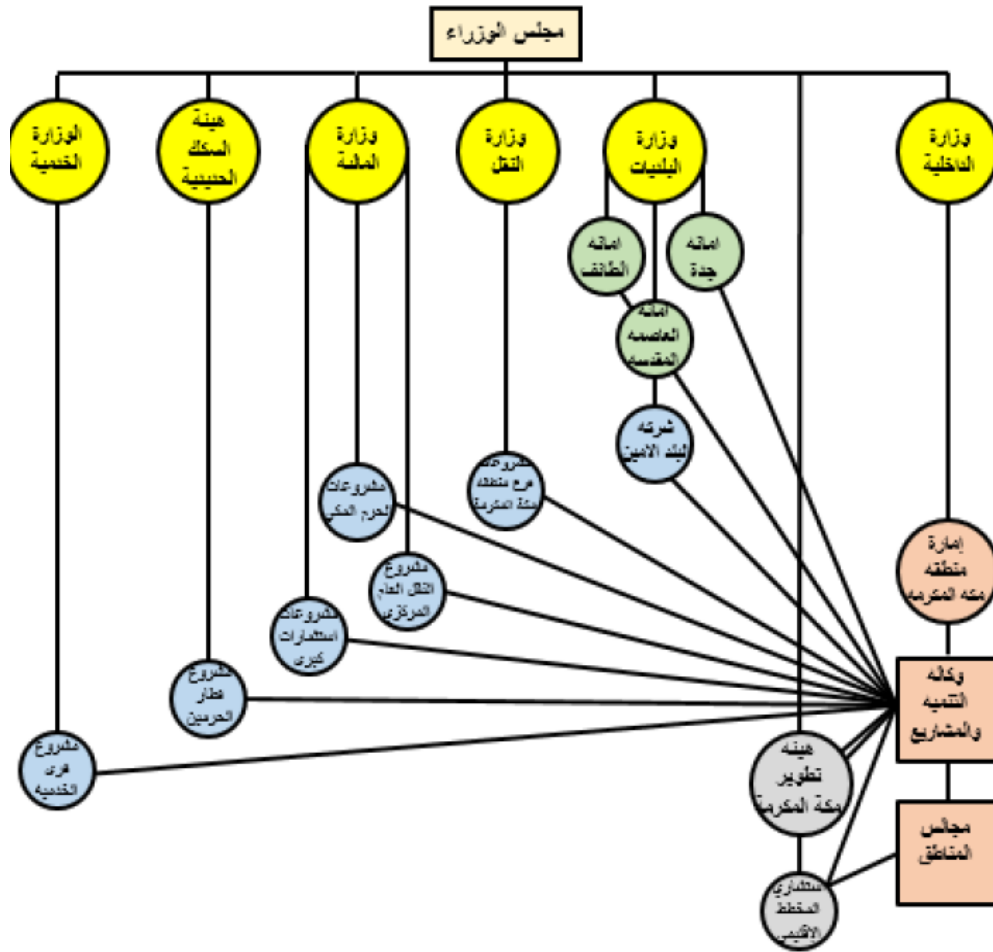
It is implementing the Train of Al-Haramain project that connects the city of Al-Medina Al-Munawra and Makkah Region.

##### **5. Service ministries**

Their branches in the Region are implementing the service projects that belong to them, such as (Health/Education/Housing/water and electricity...)

**FIGURE (2.5.5):**

The plan of structural, administrative and institutional relationships at the level of the Regional Plan of Makkah Region



## Chapter 6

# ACHIEVEMENTS IN MODERNIZATION AND ACTIVATION OF REGULATORY PLAN FOR HOLY MAKKAH REGION

## 6.1 TOOLS AND MECHANISMS OF ACTIVATION OF THE REGIONAL PLAN

### 6.1.1 THE ROLE OF THE EMIRATE OF MAKKAH REGION (THREE STAGES)

- » Based on the strategy of Holy Makkah Region titled (Building the Man and spatial development) and through the methodology of (Determination and Administration) his Highness Prince of Holy Makkah had directed, at the start of his first term at office of the Emirate, to start the preparation of the Regional Plan for Makkah Region and through the schematic and technical arm of the Emirate of the Region, the Development Commission of Makkah Al Mukarramah and Holy Places.
- » The Regional Plan had faced during its activation and implementation by the Development Commission of Makkah and Holy Places a number of constraints which led to the referral of the administration of the Regional Plan to the Emirate in cooperation with the Council of the Region. Some of these obstacles and constraints are:
  - » Lack of the administrative power to coordinate with the affecting bodies.
  - » The suffering of convincing the important authorities of the role of the Regional Plan in the overall development process.
  - » The lack of coordination at the national level (the National Spatial Strategy) and the Regional Plan.
- » After the administration amendment in the Emirate, and after the end of the first period at office of his Highness Prince Khalid Al-Faisal, the following administration held the view that the Regional Plan is not a priority of the Emirate of the Region, and thus was administratively referred again to the Commission of the Development of Holy Makkah, while the tasks of the Commission were limited to the administrative boundaries of the city of Holy Makkah only, disrupting the activation procedures during this period.
- » After his Highness Prince Khalid Al - Faisal assumed the second period of the Emirate of the Region, the Development and Projects Agency worked on the reactivation by giving a political and administrative support for the implementation of the recommendations of the Regional Plan, ensure the efficiency of the funds' distribution in a balanced manner, and following – up the difficulties and obstacles of the activation and updating the data, and that was through the following steps:
  - » Inviting stakeholders managers and their assistants to participate in the preparation and activation of the Regional Plan.
  - » Recommendation of starting the activation of the Regional Plan and turning them into concrete operational projects programs.
  - » Activating the role of the agency of the development in the Emirate in the process of modernization, activation and coordination with the stakeholders.
  - » Creating (Integration Development Center) between the private and public sector, to present projects to investors.

### 6.1.2 MONITORING THE SUCCESS'S CHALLENGES OF THE REGIONAL PLAN OF MAKKAH REGION

The most important challenge for the success of activating the Regional Plan of Makkah Region after its application, turned out to be focused in the continuation of the defect in the Regional Development Strategy through economic and population concentration in the major cities and the lack of balanced development. Some of indicators of that are included in the following:

- » Still 85.6% of the region's population is concentrated in the major cities (Jeddah - Makkah – Taif)
- » Still the economic concentration and projects' financing are for the major cities, for example as follows:
  - » Allocation of 23 billion projects' value (reconstruction of the city of Makkah) for improving the infrastructure of roads, public transport and the services of waters, electricity and sanitation and projects of some educational, health and housing facilities, as well as projects of gardens, parks and maintenance of facilities, besides projects of urban development and slums/unplanned settlements.
  - » The Ninth five-year plan has allocated 5.7 Billion and the Tenth Five-Year Plan 20.4 Billion for the reconstruction of the city of Jeddah. However, the projects of the city of Jeddah have got the percentage of 80% of the funds allocated, while the percentage of 20% had been distributed for the five provinces which are (Laith/Qunfudah/ Alkamil/Rabigh/Khulais).
  - » The output of the implementation of the reconstruction's projects of the city of Jeddah is an increase in its population to reach 1,104,170 (one million and hundred and four thousand and hundred and seventy) persons.
  - » 70% of the ten-year plan budget which amounts to 45.8 billion Riyals has been distributed for the city of Taif, while 30% of the budget was distributed for the rest of the provinces of the Amanah of Taif.

### 6.1.3 Identifying the basic elements of the process of activating the Regional Plan of Makkah Region

- » Setting out the institutional framework for the phase of the regional plan's activation and the roles' distribution in the fields of the guidance, supervision, coordination and following-up of the programs and projects of the Regional Plan of Makkah Region (Regional Council/Agency of Emirate for Development/Amanahs/Branches of Ministries/private sector).
- » Workshops were held between business partners to transform the Regional Plan's outputs to plans, policies and sectoral projects.
- » It has been taken into account upon preparing the financial sources of funding for programs to be governmental and from the private sector and civil society institutions.
- » The Development Integration Center (between the government and private sector) has been created for the implementation of joint projects.

### 6.1.4 COMMUNICATION AND FOLLOWING-UP WITH CONCERNED GOVERNMENTAL AUTHORITIES ON IMPLEMENTATION OF THE REGIONAL PLAN

- » Communications have been held with the ministerial stakeholders which are (Interior/Health/Education/Municipalities/Transportation/Electricity and Water) has taken place, based on the following-up from the Development and Projects Agency at the Emirate of the Region and through the municipal councils in the Region. However, these government authorities have participated in the annual budget preparation of implementation of the services through the recommendations of Regional Plan for Makkah Region and its implementation preset time programs.
- » A number of conferences, seminars and workshops was held with the participation and following-up of the Agency of the Development at the Emirate aiming to introduce the Regional Plan and its developmental issues with the participation of the majority of the

stakeholders (Government/private/civil society institutes).

- » Interactive communication with the stakeholders in charge of implementation and follow up what spatially have been done in the provinces or what have been activated out of the recommendations regarding investment aspects.
- » The meeting with specific bodies in the private sector to review the plans, recommendations and policies that required to be converted into developmental projects with the participation of the concerned governmental authorities.
- » The recommendations have been converted to sectoral projects and were distributed to five-year plans, and therefore the health services- as an example - were proposed and a coordination regarding their projects had taken place with the Ministry of Health to be linked to the projects' budget in the Ministry of Finance, and same applied to the rest of the projects which are related to the ministries and other governmental facilities.
- » Preparation of lists of proposed projects in the Regional Plan that are presented to the Province Councils, and the list contained the following illustrative elements: (project's Description/ location/supervising body/financing's type/five - year plans).
- » Preparation of a description card for each project of the action plans projects which contained the following:
  - » Project concept program
  - » Project location
  - » The expected investment opportunities and displayed as a marketing tool for private sector investors to encourage the climate of the investment in the Region, especially in the developmental hubs outside the main cities.

## 6.2 SOME SUCCESSFUL MODELS OF ACTIVATION OF REGIONAL PLAN'S DELIVERABLES

- » At the time of selecting (Thuwal) center to contain the King Abdulla University of Science and Technology (KAUST) the infrastructure and superstructure of the Thuwal village was almost non-existing, and by a follow -up from the Prince of the Region and the Development Agency an intended budget for the development has been approved to be a social, urban and investment extension around the university.
- » The Regional Plan considered the City of Qunfudah as one of the important developmental aspects to attract the investment and tourism, and proposed the establishment of Qunfudah's Airport and was linked to the budget. However, the studies of its implementation had then commenced besides a highway linking the regional lines had been proposed, as well as a path for the train on the Railways Corporation.
- » The experience of the development of (Albydaa) vallage and the carried out rehabilitation of the infrastructure and superstructure as well as the community participation, education and vocational training for the population and agricultural activities that have been reactivated in the village.

## Chapter 7

# POSITIVES AND NEGATIVES OBSERVED ON REGIONAL PLAN AND ITS ACTIVATION

### 7.1 STRENGTHS AND POSITIVES OF THE REGIONAL PLAN OF MAKKAH REGION AND THE STAGE OF ITS ACTIVATION

- » The contentment of His Highness, the Adviser of the Custodian of the Two Holy Mosques, the Prince of Makkah Region with the role of the Regional Plan to achieve equitable development's distribution throughout the Region, had a significant impact in supporting the study of the regional plan and its activation through the political power that he enjoyed and his persuading the leadership to allocating budgets for a number of development projects in major cities and in remote areas.
- » Adoption of the strategy of Makkah Region titled (Building the Human-being and developing the place) and its outputs that claiming the equitable development's distribution in the provinces and centers, has given a strong momentum for launching the Regional Plan, heading towards its activation and convincing the stakeholders about that.
- » The approval of the political leadership for one of the important outputs of the Region's Strategy which was the establishment of the Agency of Development in the administrative structure of the Emirate had a major role to give the political support toward activating the Regional Plan for Makkah Region and its following-up.
- » the involving of multiple levels of the heads of the concerned governmental bodies and stakeholders of the Regional Plan of Makkah Region and its activation was an important positive aspect, which made the change of the heads of the departments do not adversely affecting the activation and the following-up of the procedures because of the contentment of the assistants with Regional Plan's role.
- » The instruction of His Highness the Prince of the Region for establishing the Developmental Integration Center between the government and the private sector has made the investors in Makkah Region willing to be active partners in the developmental agenda at the level of the Region.
- » One of the indicators of the relative success of the Regional Plan's activation in Makka Region is the request of the concerned authorities and stakeholders to coordinate with the Regional Plan regarding their future projects (such as Transport and Health)
- » The issuance of the Royal Order to establish the King Abdulla University of Science and Technology (KAUST) in the administrative boundaries of the (Thuwal) center gave a major developmental boost to the rehabilitation of infrastructure and superstructure for (Thuwal) city and residential, commercial, educational and training, roads and attention to the Corniche area in the region.
- » Contentment of the political and financial leadership with the importance of the establishment of a third air port in the city of Qunfudah will lead to the activation of many developmental, economic, and tourism programs for this developmental axis.

## 7.2 WEAKNESSES AND NEGATIVE OF THE REGIONAL PLAN OF MAKKAH REGION AND ITS STAGE OF ACTIVATION

- » The administration amendment in the leadership of Holy Makkah had suspended the works of the Regional Plan's activation for one and half year because of the lack of non-satisfaction of the new administration with the Regional Plan as a priority for the Emirate of the region.
- » The inactivated local administration of the Regions has led to weakening the role of the administrative leadership of the Region in the process of activating the Regional Plan, in addition to the inability to adjust the distribution of the financial resources according to the priorities' table of the by Regional Development and therefore weakened its balanced and comprehensive role.
- » The absence of the legislation which is binding on all concerned parties to comply with the outputs of the Regional Plan and the necessity to be activated, has led to an imbalance of the fair and comprehensive development distributed over the remote cities and provinces.
- » It has been observed that there is a lack of focus of the Regional Plan of the Holy Makkah on the local, regional and international importance of the spiritual and global position of Holy Makkah given thereto according to the concept of the Qur'an, which is believed on by more than one billion Muslims in the world, which had a negative impact on the interest in the investing aspects related to the religious tourism and shrines of historical sites that making the Region famous worldwide.
- » In spite of the contemporary of the preparation of the Plan of Makkah Region and the stages of its activation to the preparation of the Comprehensive Plan of the Holy Makkah and the Holy Places that has been approved by His Majesty the King, yet, it is observed that the study of the Regional Plan has overlooked the referring to the aspects where it intersects with the Comprehensive Plan, as well as the mega projects that were part of its outputs, both on the level of the studies and preparation or the level of the activation of the Regional Plan of Makkah Region.
- » It has been observed that there is a part of defect in the action plans/priorities' table of the development regarding the sectors, due to the lack of focus on the regional, historical and global position of the Holy Makkah which receives about ten millions pilgrims and visitors every year pushed by their own will without any propaganda or incentive services, made some of the developmental aspects whether industrial or agricultural overwhelm the religious tourism and projects of hospitality, museums and historic sites which are considered the most important spiritual and investment features of the Region.
- » After years as of the beginning of the activation's phase of the Regional Plan of Makkah Region the gap still arising between the status quo and what was targeted in the Regional Plan's outputs, as well as compared to the global rates in most aspects of the sectors, services. Examples for that are as follows:
  - » **Water and sanitation sector**
    - » The infrastructure of water supply in the city of Holy Makkah achieved up to now about 40% of the target, 54% in Taif and 88% in Jeddah while it is completely absent from the rest of the provinces of Makkah Region.
    - » The infrastructure of sanitation achieved 18% of the target in Jeddah City, while achieved in Holy City of Makkah about 40% and around 65% in Taif.
  - » **Health Sector**

Deficiencies in medical services is still large, as what has been achieved in Makkah Region is 1.1 beds per thousand inhabitant with a difference from the average achieved in the Kingdom generally which is 1.25 beds for every thousand inhabitants, as well as with a clear and significant difference from the global rates, which is 4.3 beds for every thousand inhabitants.

» **Education sector**

- » Despite what has been accomplished in this sector by creating and replacing school buildings through the stages of the activation, but the imbalance is clear between what is achieved and the target, whereas still 44% of Holy Makkah's schools are rented premises and do not meet the most of the required local and global criteria, and the highest in this deficit is found in the Holy City of Makkah (241 schools) followed by the City of Jeddah (2360 schools) then the City of Taif (211 schools).
- » The ten-year plan for Makkah Region has targeted according to the data of the Regional Plan to cover the shortage in the school buildings which reaches 19% from the required to be achieved, which is a great rate requires an estimated cost of about (11) billion Riyals for the replacement's plan of the rented buildings, and 21 billion Riyals for the construction plan to establish the required school buildings according to population growth rates in the Region, and according to the current economic conditions providing budgets to cover such a big deficit is almost impossible, unless resorting to creative solutions in harmony with the methodology of the "national transformation" that the government is currently seeking.
- » Despite the relative simple success by starting over developmental projects in some small towns and villages such as Qunfudah, Thuwal, Baidahaa and Laith, but the remote provinces still lacking the development and the provision of the minimum of infrastructure works in most fields, which led to the increase of the population in the major cities (Makkah - Jeddah - Taif) and the main reason for that is the non-exploitation of the qualitative and relative characteristics of each province and converting them into investment opportunities that help bring financial resources for their residents and the state budget.
- » The absence of the criteria for identifying the development priorities in most of the Regional Councils in the provinces, resulted in the bias of the developmental opportunities to the higher voice for demanding the provision of services, while a lot of provinces and centers with the weaker voice remained far from achieving their developmental requirements.
- » The central planning of the budget in the Kingdom and its distribution to the sectors rather than to the regions, has weakened the role of the Administrative Governor of the Region and Local Councils responsible for achieving comprehensive developmental balance in the Region according to the outputs of the Regional Plan of Makkah Region.

## Chapter 8

# RECOMMENDATIONS

### 8.1 FIRST: RECOMMENDATIONS OF THE REVIEW OF THE STUDIES OF THE REGIONAL PLAN OF MAKKAH

**Due to the fact that several limitations and drawbacks stated in Chapter VII which had impacted the preparation of the studies of Makkah Regional Plan and ultimately led to the weakness of some of its deliverables, I strongly recommend review of the study through considering the following recommendations:**

1. It is recommended upon the preparation of the studies of Makkah Regional Plan to focus on the significance of the spiritual and international role of Makkah as center of attraction to more than one billion of Muslims throughout the world. It is essential to observe and include this standard in the implementation of the investment projects and their connection with the movement alignments to the historical and ritual sites across Makkah.
2. It is recommended, upon reviewing the study, to coordinate between the three planning levels (National Spatial Strategy, Regional Plan and Comprehensive Plans of the cities of the regions), fill the gaps between the three strategic levels and confirm the integration of the studies of the three strategic levels to ensure reach at deliverables that offer the welfare of the population of the region and the fair comprehensive and integrated distribution throughout the cities, provinces and centers of the region.
3. It is essential to consider the standard of protection of the poor and deprived residents within the cities and rural areas of the region upon preparing the studies of the urban and services investment projects at the level of the regions and main cities and rural centers.
4. It is essential to create the distinguished imprint of each main city, province or rural center to serve as a planning drive of all investment and services projects. It is possible through brainstorm workshops attended by the experts and VIPs to select one or more fields that represent their cities out of the following three appropriate fields of the future (Sustainable/Green/ingenious) cities.
5. It is crucial to ensure the organic link between the neighboring cities and provinces within Makkah Region in addition to the functional and service integration to benefit the investment projects in general with particular focus on the system of the religious tourism within the region.
6. It is essential to prepare the investment map of the cities and rural areas of Makkah Region according to the special characteristics of each city, province, village and center to ensure the achievement of the comprehensive and integrated view of the balanced development that consider the imprint selected by the cities, villages and centers of Makkah Region.
7. It is essential to consider the standard of "inspiration of the old heritage to plan the future" upon preparing the reviews of the study of the Regional Plan especially as Makkah Region is rich of historic and ritual sites as well as honorable prophet antiques and routes that must be preserved as major corridor at the level of the Regional Planning and the Local Planning of the cities, provinces and centers.

### 8.2 SECOND: RECOMMENDATIONS REGARDING THE WORKS OF ACTIVATING THE MAKKAH REGIONAL PLAN

**As the strengths and weaknesses stated in Chapter VII that were noted during the Stage of activating Makkah Regional Plan, I strongly recommend review of the following recommendations during the activation process to ensure enhancing the strengths and avoid weaknesses:**

1. The international planning experts recommend reviewing the programs of the regional planning each five years and to review the programs of local planning of the cities at least every two years and I propose scheduling the reviewing works accordingly.
2. According to the recommendations of the experts of the National Spatial Strategy (First Saudi Urban Forum held on March 2016 in Riyadh) it is essential to review and update the studies of the activation of the regional plans of all regions of the Kingdom of Saudi Arabia including Makkah Region starting from year 2016 to keep pace with the update and activation of the National Spatial Strategy through 2016-2018.
3. It is essential to arrange a contemporary regional debate at the level of the responsible executives of the branches of the ministries and the stakeholders and their deputy executives to evaluate the deliverables of Makkah Regional Plan and the priorities of its projects to guarantee reducing the existing great gap between the current situation and the targets stated in the deliverables of the Regional Plan to be further compared with the international rates in terms of sectors and services. This is expected to reduce the population and economic concentration in the key cities and to deal with the demographic defect raised due to the immigration of the rural population to the main cities and provinces.
4. To ensure achieving the sustainability of the deliverables of the Regional Plan it is essential to engage all stakeholders including public and private sectors as well as civil society institutions and organizations to obtain their opinions related to decision making, hence establish the methodology of the sustainability of projects.
5. It is essential to set up the criteria to specify the

priorities of the development by the concerned parties upon activating the Regional Plan to ensure impartiality of the development opportunities in favor of the demands of the influential parties and to achieve the fair distribution of the comprehensive development opportunities.

6. The weakness of attention towards environment protection and reservation within Makkah Region. This requires applying the governance of the works of environment protection and reservation during the process of reviewing the activation of Makkah Regional Plan; besides giving priority to the city of Makkah as a "religiously protected city" with specific characteristics for thousands of years.

### **8.3 THIRD: ECOMMENDATIONS RELATED TO THE MECHANISMS OF THE INSTITUTIONAL WORKS OF MAKKAH REGIONAL PLAN**

**The works of reviewing the poor conclusions of the activation of Makkah Regional Plan proved that the main cause of the weakness is the absence of governance in the works of the plan whether in terms of its management or upon carrying out the activation processes. Accordingly we recommend the following:**

1. It is essential to issue a resolution by the supreme authority to activate the role of the Administrative Governor of the Region represented by H.R.H. Prince of the Region and to expand the powers of the administrative and financial authorities of the Governorate to ensure the smooth streaming of the implementation of the decisions and deliverables of Regional Plan through the single administrative reference for all the public and private sectors and bodies that are concerned with the works and projects of the Regional Plan.
2. It is essential to amend the mechanism of the central planning of the budget on the national

level to be distributed through regions according to the deliverables of its regional and local plans instead of the of the current situation by distribution through services sectors belonging to ministries and departments that are not administratively linked to Makkah Governorate.

3. I recommend issuing the regulations and legislations on the national level to control integration and cooperation between the ministries in implementing the local regional plans until the amendment of the mechanism of supporting the role of the administrative governor of the region in addition to the mechanism of the central planning of the budget.
4. I recommend the significance of co-financing of investment projects by public sector and private companies belong to the local citizens of the region to ensure the popular support of the projects to materially benefit the citizens and to realize the principle of the required sustainability of projects besides support the establishment of a Development Center to effect integration between both the public and private sector as instructed by H.R.H. Governor of Makkah and the significant role of the central government to implement the investment projects within the region.
5. Table showing the possible options for addressing issue of the institution mechanism to activate Makkah Regional Plan

SN	OPTION	STRENGTHS	WEAKNESSES
1	» The Reference responsible for the Regional Plan of Makkah to be Makkah Governorate besides supports and provide the Development Agency with technical and planning team to carry out the tasks of study, supervision and follow-up	<ul style="list-style-type: none"> <li>» Reference to H.R.H. Governor of the Region (The Administrative Governor of the Region) has more administrative power through either activation or follow-up</li> <li>» Participation of the Council of the Region under the authority of the Governorate supports and activates the works of the Regional Plan.</li> <li>» The accumulated experience of the Governorate of the Region throughout the previous years in the management of the Regional Plan</li> </ul>	<ul style="list-style-type: none"> <li>» Unavailability of the budgets and the adequate technical teams at the current time for the purpose of management and follow-up of the works of the Regional Plan.</li> <li>» The need to issue a royal decree to enact administrative and financial powers to implement and monitor the public and private projects within the region.</li> </ul>
2	» The Reference responsible of the Regional Plan of Makkah to be Makkah Development Authority headed by H.R.H. Governor of Makkah Region but have to amend the scope of its works to include the whole Makkah Region and not only Makkah city as the current situation.	<ul style="list-style-type: none"> <li>» Reference to H.R.H. Governor of the Region (The Administrative Governor of the Region) has more administrative power through either activation or follow-up</li> <li>» Makkah Development Authority is considered as the technical arm of the Governor of the Region and it is furnished with the appropriate technical staff to run the works of activation and follow up.</li> <li>» Expanded financial and administrative powers on mega projects.</li> <li>» Participation of the Ministers of Finance and Hajj and the Municipal Authorities such the Board of Directors of Makkah Development Authority provide financial and administrative support to the projects of the regional plan.</li> </ul>	<ul style="list-style-type: none"> <li>» The need to issue a royal decree to amend the scope of work of Makkah Development Authority to include whole Makkah Region.</li> </ul>
3	» The reference responsible for Makkah Regional Plan to be the Municipal Authorities (AMANAHA of Holy the Capital+ AMANAHA of Jeddah + AMANAHA of Taif)	<ul style="list-style-type: none"> <li>» The existence of investment arms of each AMANAHA of the main cities within the region support the financing of the investment projects.</li> <li>» The legislative powers of the municipality authorities facilitate issuing permits for the projects of the Regional Plan.</li> </ul>	<ul style="list-style-type: none"> <li>» The existence of several references within the municipal authorities (AMANAHA of three cities) weaken the power of decision taking and may lead to bias of the development projects in favor of influential and stronger AMANAHA of any of the cities.</li> </ul>

By studying the three possible scenarios/options to address the institutional mechanism for managing and activating Makkah Regional Plan in accordance with the above table that showing the points of strengths and weaknesses of each possible option, I recommend the exclusion of the third option which shows that the administrative and activation reference of the Regional Plan to be bestowed on the municipal authorities, due to the special nature and conditions of Makkah as being the only region, the municipal services of which are distributed among the AMANAHS of three cities: (Makkah - Jeddah - Taif).

Hence the choice is limited between the First and Second Option each with its own strengths and weaknesses. But I recommend nominating the Second Option where the administrative reference of Makkah Regional Plan and its activation works shall be assigned to Makkah Development Authority upon issuing the royal decree to expand its work scope to include all Makkah region as the Authority is headed by H.R.H. Governor of Makkah, moreover the General Mayor of the Authority is the Head of the Development Agency within Makkah Governorate. However, as H.E. Minister of Finance is a member of the Board of the Directors of Makkah Development Authority gives it more financial support through the budgets of the projects of Makkah Regional Plan.

## OVERALL REVIEW OF THE PLAN VIS-À-VIS LESSONS LEARNT FROM INTERNATIONAL LEVEL

The regional plan of the Makkah Region provides the most comprehensive view on a region and its planning processes in Saudi Arabia. This begins with the Six Development Planning Sectors. These or not merely transport corridors but development corridors as part of the comprehensive development plan for the regions. The review includes detailed lists of potentials, constraints and challenges and - as it is common in

regional planning - each of them often affects several sectors and several levels of governance. Of course, it would be excellent if a description of a vision, strategy and KPI for each development corridor would be added. As it is described in the review the direction of the intended development remains vague. Do the corridors just indicate the geographic direction of further growth? Is there a functional aim linked to each corridor? Who is in charge of developing each corridor?

The review mentions coordination problems between different institutions in charge of different aspects of planning. Unfortunate as this is, it is at the same time a common reality in planning. Therefore, the description of coordination problems is demonstrating that the plan implementation is in progress and as part of this process it faces these challenges.

While in the Eastern Region oil extracting and petrochemical industries are main drivers of economic development the Makkah Region gives a more differentiated picture. Of course, due to the importance of the Two Holy Mosques services related to Umrah and Hadj are of very high relevance in the region. What may surprise planning experts is the insufficient coordination between the Emirate of Makkah Region and the Development Commission of Makkah Al Mukarramah and Mashaaer. While the first is in charge for regional planning in general the latter develops and updates the structure plans for the city and the Holy Places in general, and the detailed plans for the central area, besides the implementation mechanisms in particular, and the coordination between authorities responsible for the planning and execution in Holy Makkah and Holy Places. Seemingly the division of tasks reduces complexity and simplifies planning. As in the case of Jubail and Yanbu a group of important challenges and projects was separated to allow a more focused problem solving and development. Unfortunately, what may be appropriate from the simple point of view of project management it is not convincing from a perspective of regional planning. Concentrating pilgrims near the Holy Mosques not only generates new problems at these sites but it also keeps

pilgrims from getting to know the wider region or the entire country. In return it prevents the region from reaching out and from benefiting from the stream of pilgrims through the provision of services outside of the centres. It is likely that this further increases the attractiveness of the major cities (85 % of the region's citizens already live in Jeddah, Makkah and Taif). At the same time it may destroy any hopes of a more balanced development.

### **Policy Recommendations**

1. Considering the high relevance of both, the pilgrims during Hadj and Umrah and the overall regional development a coordination mechanism should be introduced. This might be a High Authority for the development of the Makkah Region. Its mandate should include coordinating all relevant regional development aspects. This would start similar to the joint department for spatial planning in Berlin and Brandenburg but it certainly would develop in its own way. Makkah has the unique functions related to the Two Holy Mosques and should use this influx of so many people to support the diversification of the economy.
2. The corridor development in the Makkah Region needs a better concept. Having in mind the diversification of the economy comparative advantages of each corridor areas should be analysed and developed.
3. Cooperation with other regions of Saudi Arabia along the Red Sea coast should be intensified. This cooperation may include a network of port cities. Yes, port authorities from different countries are usually competitors which may drive them apart. But at the same time there may be similar challenges for international ports at the the Red Sea which could be overcome by cooperation.
4. International planning cooperation especially across the Red Sea should be developed. This cooperation may also include city networks of Jeddah or Makkah with other cities in the world which have similar development opportunities and challenges.





PART 3

**POLICY  
RECOMMENDATIONS**



## 3.1 INTRODUCTION

### BACKGROUND

Regional planning as a policy field and as discipline gained relevance about one hundred years ago. The need for planning at a regional level emerged first in those parts of the world affected by industrialization and rapid urbanizing. For example, in England and Germany the growing industries and cities required capable transport systems and supply with water, energy and other products. Coping with growing demand required a cooperation of related municipalities and this became the nucleus for the first regional planning processes.

In the Kingdom of Saudi Arabia as it is known today was established in 1932. Region building was not priority at the beginning but already in 1939 a first Law of Governors marked the beginning of region building.

No structured and priority based planning existed in early decades of the young nation-state but oil-revenues provided opportunities to heavily invest and this was done mostly in the main urban centres – leading to a growing gap. The growing gap in the provision of development among regions as well as among urban communities has driven central government to produce strategic plans, with the aim of achieving a more balanced and efficient pattern of development. In 1970 the national government approved a first National Development Plan. In 1987 the first National Spatial Strategy (NSS) followed but regions still didn't play a major role. The first and until now only law of the regions was issued in 1992. Since this date Saudi Arabia is divided at the subnational level into 13 regions.

The next major period for spatial planning in the Kingdom began in 2001 with the second National Spatial Strategy (NSS). It is so important because it became the reference document for the first regional plans in all 13 regions of the country. These plans were developed on behalf of the Ministry of Municipal and Rural Affairs (MoMRA).

Unfortunately, regional plans were 'helicoptered', i.e. developed by external consultants without much cooperation with regional actors. In addition, they were approved without establishing at the same time authorities and funds for regional planning in all regions. Overlapping competences of Regional Councils, Amanahs and Governorates in the field of planning allowed mutual support and cooperation but did not generate a clear system of coordinated planning. Neither accountability mechanisms, monitoring and evaluation systems nor professional training were institutionalized in parallel to the new planning system.

### RATIONALE OF THE REVIEW

Due to high revenues from oil and gas there was not such a high pressure to make efficient use of limited resources. With oil and natural gas resources dwindling the country must look now for alternative sources of employment for citizens, revenues and a more effective coordination of development. Regional planning as a planning and coordination mechanism at the intermediate level can provide essential support on this path. Regional planning is used in most countries of the world to stimulate urban and rural development and to coordinate related processes because regional planning can be one of the enablers of economic growth, social cohesion and environmental protection. Thus, it is indispensable for sustainable development.

#### **The Review of selected national and international cases of regional planning**

The review of the regional planning is an initiative of MoMRA and UN Habitat in the framework of the Future Saudi Cities Programme. The team carrying out the review was composed by Dr. Ayman ElHefnawi, Dr. Adel Al Dosary, Dr. Anas Almughairy, the late Dr. Hatim Bin Omar Taha, Hatem Al Khathlan and Dr. Ulrich Graute, the author of this report.

The objective of the review was

- » Identify achievements
- » Discuss lessons learnt and
- » Formulate policy recommendations for the next generation of regional plans in Saudi Arabia

To achieve these objectives the following activities were carried out between September 2015 and February 2016 by the consultant:

- » Review of regional plans in KSA
- » Review of international cases of regional planning
- » Literature review, meetings with MoMRA, Ministry of Economy and Planning, the Deputy Governor of Madinah Region, the mayor of Madinah, Regional Council of Qassim, ADA and other experts.

The following cases have been reviewed:

Saudi Arabia	Riyadh
Saudi Arabia	Makkah
Saudi Arabia	Madinah
Saudi Arabia	Qassim
Saudi Arabia	Sharqiya
Germany	Berlin and Brandenburg
South Korea	Seoul
Malaysia	Iskandar
South Africa	Northern Cape
Canada	Greater Golden Horseshoe

The combination of the review of selected national and international cases does not aim to substitute an academic analysis or evaluation of regional planning around the world. Regions and their development defer considerably around the world. There is no case in which the context and development of one region matches exactly the context and development of another region. Therefore, the following policy recommendations are mainly intended to stimulate a dialogue and renewed thinking about the role and potentials of regions and regional planning in the Kingdom.

## 3.2 POLICY RECOMMENDATIONS GATHERED FROM INTERNATIONAL CASE STUDIES

### 3.2.1 COMMON FEATURES OF REGIONS AND REGIONAL PLANNING

The five cases from Germany, South Korea, Malaysia, South Africa and Canada provide a vivid picture of the diversity of regional planning around the world. It ranges from the predominately rural and arid province of the Northern Cape with its highly elaborated regional spatial plan to the megacity of the Seoul Metropolitan Area that still lacks an integrated and sustainable coordination of its regional development. It includes also Berlin-Brandenburg as an example for joint regional planning of two otherwise separate regions. Last but not least, this report reviews also the South Johor Economic Region and the Greater Golden Horseshoe as two different regions. Regional planning in both of these areas have a very different governance structure but both apply integrated planning of economic, social and environmental development as key to foster economic growth.

Common features of all cases include the following:

- » **Space matters.** At the beginning of the digital revolution there was the idea that from now on space would not matter anymore. But soon it was realized that while business can be transferred to a 'cloud' on the internet, territories and people cannot. The space, its natural resources and build fabric, and the people are the asset of each country. Disregarding them is no option.
- » **Regions constitute an indispensable intermediate level between the national and local level.** The size, constitution and purpose of regions vary considerably. For instance, among the international case studies analysed as part of this project are
  - » Administrative entities as subdivisions of nation

- » states (e.g. Northern Cape in South Africa),
- » Administrative associations of local entities within one region (e.g. the Greater Golden Horseshoe within Ontario, Canada) and
- » Voluntary associations of particular regions facing common challenges (e.g. Berlin and Brandenburg in Germany).
- » In some countries including Saudi Arabia, Germany and Malaysia there is **more than one layer of regions acting as inter-mediate** between the national and the local level. In Korea the metropolitan area of Seoul emerged long before it was formally established.
- » In all regions there is an **acknowledged need for regional planning** in spite of difficulties to predict development. Planning at the regional as much as at the national and local level is a necessary effort to better coordinate longer-term economic, social and environmental development of a given sub-national territory. This includes also the Seoul Metropolitan Area where the national government only recently turned to regional planning after it tried for five decades to steer population and business development through national sector policies.
- » It is likely that the number of formal and informal planning tools applied by regions will further growth in future and there is **no limitation in adapting these planning tools to the specific context**. All regional plans provide a regulatory framework for planning in the region but the extend to which they use formal and informal tools, normative rules or incentives to cope with the same kind of problem may defers considerably.
- » An important aspect of planning in all regions is **participation of stakeholders**. Overall, the need for more stakeholder engagement is acknowledged. Building an infrastructure that does not meet the demand is as much as a waste of resources as setting up rules and regulations that choke the dynamic of the development of economy and society. Therefore, giving a voice to citizens, non-governmental organizations and the private sector during planning

processes is increasingly understood not only as democratic requirement but also as a mean to increase the quality of the planning process and its outputs and results.

- » All regions are aware that the world outside of their own region does matter for their own development. Therefore, all regions understand their territory as an entity interrelated with the outside world. Cross-border and interregional cooperation in regional planning and development is common among reviewed regions.

### 3.2.2 POLICY RECOMMENDATION RELATED TO SPECIFIC INTERNATIONAL CASES

#### 3.2.2.1 Regional Planning in Germany: The case of Joint Planning in Berlin/Brandenburg

Germany as a federal republic has allocated most responsibilities for regional planning at the level of the regions states (Länder). The joint planning of two of these regions (Berlin and Brandenburg) is of interest because both regions together constitute the metropolitan area of German's capital. In addition, Brandenburg and the Eastern part of Berlin belong prior to the German unification to a different country than the Western part of Berlin. Thus, over the last 26 years the regions and their planning system faced an enormous amount of dynamic challenges and managed to live up to these challenge.

## CONCLUSIONS AND RECOMMENDATIONS FOR REGIONAL PLANNING AND DEVELOPMENT

- » **Administrative borders of regions and the borders of planning regions may but they do not necessarily have to be the same.** Berlin and Brandenburg decided to establish a joint planning for the metropolitan regions but otherwise the two regions remain independent. Thus, Saudi Arabia can focus on its regions as planning regions but the Kingdom may also consider to set up specific planning regions e.g. along corridors or the Red Sea to assure a comprehensive planning for these areas.
  - » In addition, a region may have an **'identity' composed out of several layers.** Berlin is part of the Berlin-Brandenburg metropolitan area, the city cooperates within the Baltic Sea Region as is active in the Central Europe regional development programme of the European Union. And **all these layers can stimulate regional development.** In a similar way, e.g. spatial planning in Saudi Arabia should think across borders and consider cooperation.
- 
- » **Joint Planning** of two or more regions is an alternative to separate planning in each region. Like Berlin, the metropolitan area of Riyadh is not limited to the Riyadh Regions. E.g., due to high commuter rates between Buraidah and Riyadh at least parts of Qassim can be considered as part of the Riyadh metropolitan area. A joint planning and subject as appropriate could be the appropriate response to joint challenges like the rate of high commuter. Transport corridors and seashores are other examples where challenges are shared between regions or even nations and where planning cooperation should be considered.
  - » **Focus Areas** can be as small as the section of a town. Their unique feature is that they are not planned like a business park or a university or a transportation hub. Instead Focus Areas are **based on the comprehensive planning of the area with all aspects significant to enable the development of an area according to an identified development priority.** For instance, a focus area 'Technology park' would include space for technology firms and research facilities but at the same time planning authorities are working to provide the entire community infrastructure including space for professional training, housing, schooling, shopping, pastime etc. which meets the demand of firms and people working in the field of technology.

### 3.2.2.2 REGIONAL PLANNING IN SOUTH KOREA: PLANNING IN THE SEOUL METROPOLITAN AREA

The Seoul Metropolitan Area was established by presidential decree. Until recently, the area was governed by direct interventions of the national government. During this time of central planning it turned into one of the mega-regions of the world: 22,5 m inhabitants, i.e. 48% of the national population, 47,7% of the GDP, 45,6% of firms and 49,6% of the employment.

## CONCLUSIONS AND RECOMMENDATIONS FOR REGIONAL PLANNING AND DEVELOPMENT

- » Difficult as the situation is in Seoul Metropolitan Area **the existence of natural barriers/green belts proves to be both a challenge for preservation and an opportunity for a more balanced development.** It should be investigated in how far natural barriers or man-made green belts could help to establish a more balanced in Riyadh and other cities of the Kingdom.
- » **The outreach of top-down planning is limited even if the central government is situated in the middle of the region.** It took the national government for South Korea about 50 years of national interventions to understand that to divert further concentration of housing and business in Seoul requires more than national sector policies. Only recently the government changed its approach. Instead of interventions by the national government a stronger role is now given to regional comprehensive planning by local authorities and a regional cooperation process. In Saudi Arabia, e.g. the recently established Eastern Province High Development Authority seems to be a good tool to manage the regional development instead of the national body of MOMRA. However this requires merging the Provincial council with the Municipal Council (an idea currently being given some thought by the recently established Economic and Social Affairs Council headed by the Vice Vice Roy, Minister of Defence prince Mohammad Bin Salman). This could help to avoid any polarity in the regional development administration.

### 3.2.2.3 Regional Planning in Malaysia: The South Johor Economic Region (SJER)

Located at the southern-most tip of Peninsular Malaysia and mainland Asia, South Johor has long played an important and strategic role in the history and development of Malaysia and its surrounding region.

Johor draws natural advantages from proximity to Singapore. Spill over from Singapore with its population base of 4.2 million and its trading, services and logistics hub has been significant. Johor Bahru, the capital city of Johor and its surrounding areas, has grown to become the second most important economic conurbation in Malaysia.

## CONCLUSIONS AND RECOMMENDATIONS FOR REGIONAL PLANNING AND DEVELOPMENT

- » **New regions in addition to traditional regions.** SJER was established in 2006 based on a needs assessment by the government and for the purpose to achieve defined goals. In contrast to this the states of Malaysia have a longer history and they form a level of government covering the entire country. But, functional as the states are as administrative entities they don't serve all needs and goals of regional planning and development. Saudi Arabia should carefully analyse if the regions as they exist can cover all needs of coordination, planning and development at a level between the national and the local.
- » The Saudi government has created some special Economic Cities and some Special Economic Zones based on a concentration of an industry or service or energy cluster. These were given some form of autonomy to deliver their own charter, (eg. Jubail Industrial City ). These may serve as a model for other areas in the country. E.g., where a corridor as listed in the National Spatial Strategy is understood not only as a transport link but as an area for comprehensive, sustainable development there might be a coordination gap if regions along the corridor do not coordinate planning.

- » **Reframing Regional Planning in response to globalization.** What Saudi Arabia could learn from Malaysia is to carry out an analysis with respect to its regions and their regional planning. Arriyadh, Sharkiah, Maccah and Madinah are among those regions which depend on international trade, pilgrims etc. Regional planning should include an international positioning of each region and describe in the plan related requirement and the establishment of international cooperation in the field of spatial planning. This may lead or not to international cooperation but it certainly will support a better understanding of strengths and weaknesses, opportunities and challenges of the own region in a wider (international) context.

#### 3.2.2.4 Regional Planning in South Africa: Planning in the Northern Cape Province

The Northern Cape is located in the north-western corner of South Africa, it is the largest of the nine provinces of South Africa – it covers approximately 372 889 km<sup>2</sup> and

its population was estimated in 2005 at 991 919. With 2,9 persons per km<sup>2</sup> in 2007 Northern Cape has the lowest density in the country. In addition, it is a predominately arid region with annual rainfall which varies between 50 mm and 400 mm per year.

### CONCLUSIONS AND RECOMMENDATIONS FOR REGIONAL PLANNING AND DEVELOPMENT

- » **There is no part of the country which should be excluded from regional planning and development.** Saudi Arabia has a number of regions with similar climate conditions which limit their development. Even desert regions should be included to regional planning: Be it to develop resilience against further desertification and climate change or be it to search, develop and implement ideas on how to make better use of what otherwise seems to be just empty and useless.
- » **Rural provinces/regions need comprehensive planning.** Northern Cape with its less than 1 million inhabitants developed its spatial plan as a highly integrated and sophisticated document. Apparently, decision-makers of the region see a high value added in planning the future of the region in an integrated manner. Saudi Arabia has several regions with a similar settlement structure, climate etc. Before reviewing the regional plans of these regions the example of Northern cape should be studied in more detail. It may provide guidance and inspiration for comprehensive planning in Saudi Arabia.

#### 3.2.2.5 Regional Planning in Canada: Planning in The Greater Golden Horseshoe

The Greater Golden Horseshoe (GGH) is currently is home to approximately 9 million people and it is one of the fastest growing regions in North America. The

people in this area represent two-thirds of Ontario's population. GGH is expected to grow by an additional 4.4 million people by 2041, increasing the demand on transit, roads, sewers, drinking water, energy and other infrastructure and services.

## CONCLUSIONS AND RECOMMENDATIONS FOR REGIONAL PLANNING AND DEVELOPMENT

- » The region doesn't bear the name of the famous metropolitan city (Toronto). Instead, its own name is at the forefront demonstrating a regional identity. In regional development of the GGH regional planning is an integrated element and instead of a separate pillar with an own agenda and lack of vertical and horizontal coordination with other policies. The region is not driven by the government or by any other single actor. Instead, many actors are engaged with different ideas, roles and approaches. Compared to the GGH, regions in Saudi Arabia are merely existing and dependent on a very limited number of stakeholders not to mention the insufficient administrative capacities of regions. Saudi Arabian regions should study examples like GGH as a stimulus to discuss the vision for their own region.
- » The Growth Plan for GGH is an excellent example demonstrating that regional planning is not the engine for economic development but that its comprehensive planning approach provides the community infrastructure indispensable to enable sustainable economic development. It aims to:
  - » Revitalize downtowns to become vibrant and convenient centres.
  - » Create complete communities that offer more options for living, working, learning, shopping and playing.
  - » Provide housing options to meet the needs of people at any age.
  - » Curb sprawl and protect farmland and green spaces.
  - » Reduce traffic gridlock by improving access to a greater range of transportation options.
- » **It's good to allow amendments to a plan, but it is better to start with a realistic plan at the first place.** The relative young history of the GGH Growth Plan demonstrates how important it is to be able to update a given plan. Unfortunately, it also demonstrates that the development prognoses of the plan and/or the modes of implementation were not realistic and thus required two major updates just a few years after launching the plan. Saudi Arabia should take care that the new generation of regional plans in the Kingdom will be based on sound baseline studies, realistic goals and an appropriate enabling environment for implementation. This would reduce the likeliness that amendments of plans will be necessary due to wrong prognoses by the government.
- » **Develop and review of the Growth Plan with a multi stakeholder approach.** The review scheduled by the government of Ontario is not simply a top-down review. Instead, the Ministry of Municipal Affairs and Housing issued a discussion document for the 2015 co-ordinated review to stimulate a broad participation. As the example of the York region of the same province demonstrates, the review is in part carried out in a decentralized fashion engaging many stakeholders e.g. through town hall meetings. Saudi Arabia should consider for its own review of regional planning in the Kingdom a similar approach which combines a review by governmental authorities, independent reviewers and a public discussion process.

### 3.3 REGIONS AND REGIONAL PLANNING IN SAUDI ARABIA

Ibn Saud founded the Kingdom of Saudi Arabia in 1932 in an area which formerly consisted of five distinct regions: Hejaz, Najd, the Northern region, parts of Eastern Arabia (Al-Ahsa) and Southern Arabia ('Asir). Today the Kingdom is divided into 13 regions (مَينِرااا قِطانم; manātiq

idāriyya, sing. مَينِرااا قِطانم; mintaqah idariyya). The size of the regions ranges from 15,000 km<sup>2</sup> for Albaha to 710,000 km<sup>2</sup> for the Eastern Province. Each region is subdivided into governorates (مِناظفاحم; muhafazat, sing. مِناظفاحم; muhafazah) and sub-governorates (marakiz, sing. markaz) but some sub-governorates report directly to the regional capital rather than to one of the governorates. Regional capitals themselves are not included within any governorate but instead they are

governed by municipalities (amanah) and headed by a mayor (amin).

**The review** of regional plans in five regions in the Kingdom (Arriyadh, Makkah, Madinah, Sharqiya and Qassim) but also the comparison with international case studies carried out for Germany, South Korea, South Africa and Canada **provided evidence that regional planning in Saudi Arabia is not in all regions fully operational. There are deficits in the institutional and regulatory framework, funding and human resources. In addition, regional plans are not based on clear visions and strategies for the specific region and they don't provide KPIs essential for monitoring and evaluation. In addition, the implementation is usually done without citizen information and engagement. Thus, it can only be speculated to what extent citizens are satisfied with services provided and ready to supported plan implementation voluntarily.**

In spite of the still limited insight a review of selected plans can offer the reviewer got the impression that **a prevalent feature of planning in the Kingdom is not comprehensive and integrated planning along NSS and regional plans but a case-by-case development and implementation of single programs and projects.** The case-by-case approach in regional planning wouldn't be a problem if at some point in the planning process it would be assured that planned developments are indeed supportive to the strategy, goals and objectives behind regional planning. In addition, it should be compared which of the proposed initiatives would use financial resources of the government in the most effective and efficient. With the case-by-case approach alone this cannot be achieved. Worse, it cannot be excluded that different measures add up to a zero-sum-game or even a negative development. A country with unlimited resources may afford this, because enough money remains to finance later what is missing. **A country interested in making economic use of its resources needs integrated planning mechanisms to select the most promising, effective and efficient developments in the first place.**

**At the same time, the review provided evidence that regional planning is developing and in some regions even maturing. This is the case in Madinah, Sharqiya and Makkah while the impact of regional planning is very limited in Riyadh and not at all visible in Qassim.**

**In Qassim (Alquassim) there is an urban observatory linked to the administration of Bureidah. Thus, it would be wrong to state that Qassim has no expertise at all. Unfortunately, regional planning is an add-on and doesn't change the primary mandate to develop the city. As it is stated in the review report on Alquassim:** "The Province of Alquassim has numerous potentials to achieve sustainable regional development. Its location near to the capital city of Saudi Arabia makes policy makers think twice before suggesting any development policy that conflict with this fact. The regional plan of Alquassim was developed in 2005, three years after drafting the National Spatial Strategy (NSS) for the country. The regional planning team was aware of this and used NSS to guide the regional plan making processes. However, the team faced challenges of collecting data with similar time base. It seems that some data have credible sources such as Saudi Census and MOMRA, while other data collected originated by the regional planning team lack credibility.

Principally, Alquassim regional plan focuses on spatial organization of urban centers and development corridors (road network). Other parts of the plan such as economic development strategy, environmental conservation policies, and regional governance system lack clear direction. For instance, the regional plan invested efforts in describing current regional governance system with minimum focus on future regional governance system for produced regional plan. Roles and responsibilities were not described for future regional governance arrangement. As a result, regional plan of Alquassim (content and development policies) need to be thoughtfully revised and adjusted to complement development policies in the national spatial strategy." It should be added that the revision of the plan as a document should follow the development of and overall vision and strategy and as

part of it the relation to the not too far away metropolis of Riyadh should be described.

The lack of an impact of regional planning is a disadvantage also for Riyadh. The outline of a regional vision based on five 'polarized areas' instead of just the metropolis of Riyadh either missed totally the interest of major institutions and the people or it was just not taken seriously. At the Saudi Urban Forum many presentations were related to the development of Riyadh but the larger metropolitan area was mentioned only occasionally. This is not really a surprise because the city of Riyadh due to its size and role for the country is so dominant that most people don't even ask how the rest of the region is doing. In some presentations at the Saudi Urban Forum (e.g. the one by Eng. Ahmad Alsubail, Director General of Strategic Planning, High Commission for the Development of Riyadh) it seemed as if the region around the city has little value of its own except as provider of land for further urban expansions. We do not really know what services the wider region provides to the capital city (water, food, building material, recreation...) and what services the city in return provides for the wider region (access to institutions of higher education, hospitals etc.). From a planning point of view and from the perspective of an economic use of limited resources this is a pity because major opportunities for synergy and development may be overlooked. As international cases demonstrate (e.g. Berlin in Germany and South Johor in Malaysia) metropolitan cities and their surrounding regions are in a specific and usually very close relationship and this requires more attention.

Compared to Riyadh, Madinah is advantaged because it has a regional and urban planning observatory. In the plan review (see Part 2) this reads as follows: "MADINAH Area Regional Plan is considered as the most complete one in virtue of the fact that the drafting thereof has commenced earlier, on one hand, and by virtue of what followed the preparation of the plan in terms of following-up of the implementation process which continued during a period of eighteen years, on the other hand;..." Madinah in deed has the advantage of starting earlier and it developed

an impressive database. This database helps to identify projects to be funded in future. The limitation begins with the fact that the database can tell you how many children are calculated for a governorate before is reached the threshold for an additional school. What the database cannot deliver is to implement a vision and strategy and the latter does not seem to be part of the plan. Instead, in Madinah in general projects seem to be approved on a case-by-case basis using the database but without forward-looking comprehensive coordination of planning processes. The observatory supports the decision-making but does not supervise and monitor the implementation process.

Sharqiya was the fourth region included to the review. The Eastern Region was not - like Madinah - an early bird in the field of regional planning but the region caught up. The Resolution of the Council of Ministers No. 64 dated 02.02.1436 H has been issued to establish the High Authority for the Development of Eastern Region, which aims to contribute to the comprehensive development of the region in the urban, economic, social and cultural fields as well as environmental management and protection field and the provision of the needs of the region such as public utilities and services according to the following organizational arrangement.

The proposed organizational structure of the Authority includes five specialized centers in addition to the administrative and financial affairs in order to keep track of all aspects of development in the region. However, the proposal detailed the tasks required of each center. This proposal currently awaiting the approval of the financial support in order to be activated. The High Authority for the development of the Eastern Region is expected, upon activation, to provide a regulatory tool for effective participation in the development of the Eastern Region based on two important elements that are not available today in the local government departments which are the powers and budget that are independent of the Emirate/AMARAH, AMANAH and all other government departments in the region. These two factors will guarantee avoiding deficiencies

in management of development in current departments which may lead to the setting of a new suitable and practical alternative to the Council of the region. In other words, the Eastern Region already learned from its early history where regional planning wasn't organized well and lacked the necessary enabling environment.

The Eastern Region is also crucial because this is the region where the dwindling of the oil and gas boom will leave its footprint on the territory. Industrial sites and cities with a currently petrochemical focus have to adapt to a changing environment. Of course, an advantage of the region again is its experience in economic development. During the oil and gas boom the Eastern Region not only extracted and exported oil but build up several petrochemical cities and technology centers. Together with its universities it has the chance to be proactive in developing new visions, carry out necessary research and to implement pilot projects. Regional planning could be instrumental in supporting the longer-term coordination of this process.

Among the positive lessons learned the review of the Eastern Regional also states: The Royal Commission for Jubail and Yanbu as a semi-autonomous government establishment for the management and implementation of development in two fully planned cities that have been managed independently of all ministries and other government agencies which can be used as a model for successful management and follow-up of implementation of sustainable and balanced development at a distinctive international-class standard. As in the case of international cases discussed in part 1 of the report Saudi Arabian cases of the past and present - like Jubail and Yanbu - may not provide blueprints but certainly they offer inspiration and rich experience.

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constraints and challenges and - as it is common in regional planning - each of them often affects several sectors and several levels of governance. Of course, it would be excellent if a description of a vision, strategy and KPI for each development corridor would be added. As it is described in the review the direction of the intended development remains vague. Do the corridors just indicate the geographic direction of further growth? Is there a functional aim linked to each corridor? Who is in charge of developing each corridor?

The review mentions coordination problems between different institutions in charge of different aspects of planning. Unfortunate as this is, it is at the same time a common reality in planning. Therefore, the description of coordination problems is demonstrating that the plan implementation is in progress and as part of this process it faces these challenges.

While in the Eastern Region oil extracting and petrochemical industries are main drivers of economic development the Makkah Region gives a more differentiated picture. Of course, due to the importance of the Two Holy Mosques services related to Umrah and Hadj are of very high relevance in the region. What may surprise planning experts is the insufficient coordination between the Emirate of Makkah Region and the Development Commission of Makkah Al Mukarramah and Mashaer. While the first is in charge for regional planning in general the latter develops and updates the structure plans for the city and the Holy Places in general, and the detailed plans for the central area, besides the implementation mechanisms in particular, and the coordination between authorities responsible for the planning and execution in Holy Makkah and Holy Places. Seemingly the division of tasks reduces complexity and simplifies planning. As in the case of Jubail and Yanbu a group of important challenges and projects was separated to allow a more focused problem solving and development. Unfortunately, what may be appropriate from the simple point of view of project management it is not convincing from a perspective of regional planning. Concentrating pilgrims near the Holy Mosques not only generates new problems at these sites but it also keeps

pilgrims from getting to know the wider region or the entire country. In return it prevents the region from reaching out and from benefiting from the stream of pilgrims through the provision of services outside of the centres. It is likely that this further increases the attractiveness of the major cities (85 % of the region's citizens already live in Jeddah, Makkah and Taif). At the same time it may destroy any hopes of a more balanced development.

### 3.3.1 ARRIYADH, MAKKAH, MADINAH, SHARQIYA AND QASSIM – SUMMARY OF FINDINGS PER REGION

Aiming at providing an overview on the diverse and rich findings of the review the following pages include a one-pager for each region covered by the review: Arriyadh, Makkah, Madinah, Sharqiya and Qassim.

### 3.3.2 PLANS WITHOUT PLANNING - REGIONS AND THEIR DEVELOPING ROLE IN THE NATIONAL SYSTEM OF PLANNING

Governors, their deputies and Regional Council are involved in the selection process of proposed investments. Where the Governor demonstrates strong leadership in favour of regional planning and has access to planning expertise at the regional level (e.g. in Madinah) the regional level can generate considerable influence and provide support which helps to get national consent and assure funding. Active Regional Council can contribute with their views to the promotion of those initiatives considered by represented stakeholders to be best for the region. However, **overall it seems that the weight of regional actors is still limited and sometimes it does not exist at all. The main reason for this is seen in both an insufficient political will and leadership and the lack of technical and administrative planning capacities at the regional level, though these deficits vary between regions.**

There are regional plans but only a very few regional planners, others experts and decision-makers who work with these plans. Because of this regional planning is kind of virtual in most regions and thus, it cannot play its role as an intermediate between the national and local level and as enabler of regional development. In addition, the 13 regions are relatively young administrative entities and thus, **most regions still seem to struggle developing their profile and finding their place in multi-level governance of the country** due to many organizational and government, national, economic, or security priorities. At least until the 1970 plans and programmes of the national government used only the specified names of the five traditional provinces: Central, Western, Eastern, Northern and Southern Provinces. The National Spatial Strategy (NSS) of 1987 used these five provincial names but added occasionally their subdivision into 14 (today 13) emirates. The adoption of the Law of Provinces in 1992 established the current structure for sub-national governance and consequently, the NSS of 2001 refers for the first time to the 13 regions as they exist until today. Nonetheless, the reference to these regions is not elaborated and the strategy does not specify any development goals for each of the regions. It also does not provide a strategy for the institutional framework, financing and capacity building for planning at the regional level. The later is lacking until today and therefore, it does not surprise that regional planning either did not develop at all or only according to the dedication demonstrated by individual regional actors including governors and deputy governors. The national government and especially MOMRA owns the merits for developing NSS and regional plans for all regions. In doing so MOMRA stimulated regional planning. Unfortunately, the government didn't establish the enabling environment in the regions which would be necessary as fertile ground for the seeds to grow.

### 3.3.3 CAPACITY BUILDING FOR REGIONAL PLANNING

To act as intermediate between the national and local level of planning and to enable **planning at the regional level** it needs regional institutions sufficiently staffed with qualified personal. Qualifications required include the following:

- » Excellent knowledge of national sector and planning policies;
- » Excellent knowledge of the strengths, weaknesses, threats and opportunities of their own region including knowledge about comparative advantages and disadvantages of their region compared to other territories inside and outside of the Kingdom;
- » Excellent knowledge in applying tools for data compilation, analysis and planning;
- » Experience in managing comprehensive planning processes across levels and with all relevant stakeholders.

**Regional planning capacities should be supported by national service delivery.** In addition to data and information provided by national statistics it would be of advantage for regional planning if MOMRA would further strengthen the **national observatory for spatial planning and development**. This observatory could provide MOMRA, other ministries, regional and local authorities with data and information about national trends relevant for spatial development. In addition, it could support regions with respect to opportunities for spatial development cooperation with neighbouring countries.

Regional planning already receives support from local authorities and especially from urban observatories. As a matter of fact, since most regions do not possess own planning capacities at the regional level, urban observatories (e.g. in Qassim) and development agencies (e.g. in Riyadh) step in and provide planning services to regional authorities. In future **local authorities should be able to focus again on their local mandates but feed local data and information also into regional planning**

**processes. Currently, local planning institutions seem to have no sufficient capacities to cope with related tasks.**

It could be an ideal if the **national government, regional and local authorities would develop together with universities and other Higher Education institutions (HEI) a strategy for the training of experts.** A process, which currently underway in the ministry, will be formally initiated very soon, once the needs assessment nationally is carried out.

If regional planning authorities will need a staff of 10, 30, 100 or even more is difficult to suggest. Certainly, it will depend on regional criteria like the size of the respective region and on future mandates for regional planning. It will also depend on the cooperation with and services provided by local, other regional and by national authorities including the above-mentioned national observatory. The needs assessment exercise, however, will determine the type, level and size of the regional planning staff, and therefore will design the required training program and training kits to achieve that. As a general recommendation, the needs assessment of the capacity building by province or (Planning Region as we will suggest later on), should be determined through a nationwide exercise, preferably by MOMRA or ant proxy on its behalf. Another equally important exercise would be to survey all capacity building institutions and entities capable of training and provide this service throughout Saudi Arabia, and the region. A gap assessment would then be carried out between these two exercises to determine the roles of the local institutions and universities in providing this capacity building and identify their clear roles in supporting the newly established MOMRA Training Center. A specific institute or a short list of institutes nationwide should then be contracted to develop the required training programs and develop the associated training kits to start the national capacity-building plan based on the gap assessment identified earlier. A detailed TOR and SOW for this initiative / project should be provided later once this recommendation is approved.

### 3.4 THE NATIONAL INSTITUTIONAL AND REGULATORY FRAMEWORK FOR REGIONAL PLANNING

Regional planning is no closed system on its own but one level of the multi-level system of planning in the Kingdom. As part of a national planning system it requires specified mandates defining the purpose, institutional framework and procedures of regional planning in relation to national and local spatial planning and with respect to other domains of planning including the National Development Plan. The documents most important to frame spatial planning included the following:

- » A national **Planning Act** is needed to set the institutional and regulatory frame for spatial planning and development in the Kingdom. The planning act does not define spatial policies. It should define e.g. the role, functions and financing mechanisms for regional planning and related regional and local authorities as part of the national planning system. It also defines the relationship between national ministries (e.g. MOMRA) and regional authorities.
- » The first **National Spatial Strategy (NSS)** was produced in 1987 followed in 2001 by the currently still valid second NSS. The NSS should always be the central policy and guidance document for national, regional, local and also for cross-border and transnational spatial planning. It defines the vision, substantive goals and intended long-term achievements of spatial planning. In future it may also describe spatial development in an international context and pave the ground for international cooperation on spatial development.

The NSS should describe national goals for specified areas in the Kingdom without entering the micro-management of planning. It should address single projects for planning and development only if they are of national relevance. The NSS should describe goals for coastal zones, mountain areas and deserts within the Kingdom or for spatial cooperation in the area of the Gulf Cooperation Council. Already the NSS of 2001

proposes a list of national development corridors but did not really define the goals in a way instructive for regions along these corridors. Without clearly defining what is understood by corridor development and without describing the intended deliverables, results and impacts of a corridor an NSS is not really a strategy document.

Overall, the current NSS resembles more an inspiring document or a shopping list on what could be done. If one wants a “balanced spatial development of the population”, a shifting of “investments away from fast growing urban centers” to medium and small towns or in the opposite direction an “enhancing” and “upgrading levels of growth centers” the list of objectives (chapter 3) of the NSS is open for almost anything. Sometimes openness is a strategic choice but in case of Saudi Arabia it didn’t help much to better coordinate planning and development. The list of objectives makes it easy to argue for almost any investment that it is in line with at least one of the objectives of NSS.

The review gave no indication that the current NSS was instructive or had a significant impact on regional and local planning. It rather seems to be the case that several of the few regional planners not even have access to a full copy of the NSS document (for example, Qassim, Sharqiyah, etc..)

To achieve a better vertical integration of planning it certainly needs a National Spatial Strategy which is more strategic. The NSS should not try to micro manage planning and development. Regional experts and decision-makers usually are more close to a development and have more detailed, comprehensive and updated information. Instead the NSS should give general directions and national planning should coordinate its application.

- » A **National Urban Policy (NUP)** should set the national policy frame for urban policy and development in line with the NSS. Saudi Arabia has a high level of urbanization and in the Eastern Region it reached already 96 %. The capital city of Riyadh is currently categorized as one out of five ‘polarized areas’ by the Strategic Plan for the Arriyadh Region

SPAR which aims at a more balanced development. In reality, the country is concentrating more and more mega developments in its capital including the Kind Abdullah Financial District and the first metro system in the country. It is expected that these investments will further foster the national and international role of Riyadh as a metropolis. What urban system does the Kingdom strive for and what measures will be applied to achieve respective objectives? A NUP should define the respective framework.

- » Based on the framework as defined by national policies including NSS, NUP, Planning Act and National Development Plan (Five Year Plan) each region would launch **Regional Planning** and this should include the following:
  - » Establishment of the enabling environment for regional planning including the definition, financing and development of institutional and human capacities necessary; as well as the required management reform in the planning governance and organizational structure change in the councils and bodies that control development in the region and province.
  - » Initiating and facilitating of a regional dialogue on the development needs, potentials of the region, e.g. in form of a Regional Development Conference (RDC); establishment of Public Participation in the local, and regional development control Decision Making process, and public hearings, etc.
  - » Development of a vision for regional development and its contribution to national development; through national and provincial development control bodies and well as local councils, provincial councils, universities and other public institutes of higher learning, and local schools, media critics and icons, and public hearing, while keeping an eye on regional benchmarking with neighbouring countries in the region.
  - » Development of a regional development strategy and action plan (Regional Plan) and extracted from the previous 3 efforts above and in consultation with local, regional, national and international experts.

- » Implement the Regional Plan, through a standard interactive segmental process run by the local and provincial planning and development control authorities and monitored and audited by local and provincial councils.

### 3.3.5 SPATIAL PLANNING BEYOND ADMINISTRATIVE BORDERS BY USING SUB-NATIONAL SCALES AND SUPRA-NATIONAL PLANNING

As stated above, there is no indication that the division of Saudi Arabia into 13 administrative regions would be wrong or out-dated. Nonetheless, a sub-division of the entire country into a certain number of regions does not exclude that in addition there are specific development needs or opportunities which can be better addressed by a planning and development area which may defer from existing administrative borders.

The approach of defining planning areas and their enabling environments independent of existing administrative borders is well known from local and national projects. Among the more outstanding examples is the Kind Abdullah Financial District as a construction and development project covering just that portion of the city of Riyadh dedicated to the new district. A second example is the Royal Commission for Jubail and Yanbu (RCJY) established in 1975 as an autonomous organization of the Saudi Arabian government to plan, promote, develop and manage Petrochemicals and Energy intensive industrial cities. While these two examples are at the end local investments it is possible to cooperate, plan and invest also in larger areas. Such a large area may be a corridor covering sections of different regions, the entire coastal zone at the Red Sea or it could also be the Riyadh metropolitan area.

Of special interest is the Riyadh metropolitan area covering the capital city and at least its surrounding governorates. Considering the closeness and high commuter numbers between Buraidah in Qassim and

Riyadh a new metropolitan planning area may also cover parts of Qassim. In principle, such a metropolitan area could be set up as a substitute for current regions, but as the international case studies demonstrate it might be more effective to just establish a new metropolitan planning area in addition to and overlapping with the existing administrative division of regions. If instead, preference should be given to the current approach of promoting not one but five polarized areas in the Arriyadh Region another major policy shift would be necessary. In this case the national and regional administration would have to take effective measures to shift away investment from the city of Riyadh. Worse than that is only the current SPAR planning strategy which suggests a more balanced development while the same idea seems to be completely ignored in practice and certainly not achieved by the development on the ground.

### 3.3.6 STANDARD COMPONENTS OF REGIONAL PLANS

Each region has its own strengths and weaknesses, opportunities and challenges and due to different policy frameworks and objectives their regional plans are different. Nonetheless, based on the international cases reviewed it can be concluded that the following elements should constitute a standard element of regional plans:

#### **Institutional and regulatory framework**

The legal framework for regional planning is usually defined through different laws and regulations (planning act, national spatial strategy, law of regions etc). Nonetheless, the regional plan should include a description of relevant laws and regulations framing regional planning.

Further on, the regional plan should include a description of the organization of regional planning and of standard planning processes (including decision-making). Where appropriate the plan should include also financial provisions for regional planning.

#### **Substance of the plan**

The substance of the plan is usually composed of textual (text and data) and visual parts (maps). The substantive part of the plan should cover especially the following elements:

- » Vision for the region
- » Objectives of the plan
- » Maps indicating baseline (situation at the time the plan is approved)
- » Maps describing future land-use (what's not in the map is not planned)
- » Action plan for implementation of regional plan
- » Benchmarks, KPI or similar indicators

Policies to be addressed should include especially the following:

- » Demographic development, migration
- » Urban development
- » Rural development
- » Public services, basic services
- » Economic development, including agriculture and fishery
- » Social Development
- » Environment and nature protection
- » Transport infrastructure, accessibility and mobility
- » IT infrastructure, e-commerce etc.
- » Health
- » Education
- » Tourism
- » Culture and sport

In each region these policies generate many projects and programmes for action; which supports the implementation of the regional plan policies and strategies. This may or may not be correct. Of course, each project contributes in some way to the development of the region but there are situation where an environmental and an economic investment end in a zero-sum-game because the positive impact of the may be balanced by the negative impact of the other.

And here comes one of the major values added of regional planning into play: by not only approving projects one-by-one but by looking at the all scheduled projects and their mutual impacts it is easier to identify risks, to support projects in line with the regional vision and strategy for the territory. In other words: regional planning is not a simple approval but a coordination mechanism. Without it projects can be approved one-by-one or en-block but it would remain a matter of chance if common goals for the region would be achieved. Therefore, it is so important to recall that it needs a sustainable meaning an integrated economic, social and environmental planning. If this is done regional planning is not an administrative level of bureaucracy but a producer of added value.

#### **Further provisions for plan implementation**

Plan implementation doesn't happen over a short period of time, nor is implemented by a single entity. Process management in regional planning is a long-term task involving many stakeholders. Therefore, it needs

- » Engagement of stakeholders in general and more specifically the
- » Engagement of the private sector and the
- » Engagement of youth and women
- » National and international cooperation on regional/ spatial planning

In addition the policy environment may change due to emerging issues like economic crises, natural disasters, major delays or complications in plan implementation etc. Therefore a constant monitoring, regular evaluations and the possibility to revise the plan are necessary

- » On-going monitoring
- » Evaluation of plan implementation
- » Procedure to review and change the plan

### **3.4 THE WAY FORWARD - REFORMING REGIONAL PLANNING AS PART OF THE NATIONAL PLANNING SYSTEM**

The review undertaken concludes suggesting that regional planning needs to be reformed and this should be done together with the review of national system of planning. Only a comprehensive reform can assure the development of a coherent planning system. The current lack of a real strategy for the development of the national territory and the lack of a functional vertical and horizontal integration of planning levels prevents a successful coordination of spatial development in the Kingdom.

Regions should carry more responsibility for identifying and developing economic opportunities within the framework of a national strategy. The national government should enable regional institutions through respective funding and other forms of support to promote a broad range of activities related not only to classic regional plan development but in a more general sense to regional economic development, social inclusion and environment. In doing so regional institutions bear in mind the necessary contribution of regional development to the national development and cohesion in the Kingdom.

The following table gives a summary of suggested next steps to be taken.

## RECOMMENDATION ON NEXT STEPS

Organize a national dialogue on the future of regional planning in the Kingdom. This dialogue should include also discussion meeting at the regional level.

Establish the engagement of stakeholders including the private sector, youth and women

Based on the national dialogue and dialogue in regions define the vision and objectives of spatial planning in the Kingdom (NSS)

Define the institutional, regulatory and financial framework for planning in the Kingdom (Planning Act)

Set the stage for regional planning by defining planning regions, their purpose and define competences and responsibilities (Law of Regions / Royal Decree)

Support regional planning through data and information, studies and capacity building

Organize the exchange between planning authorities in the Kingdom and initiate and support spatial development cooperation beyond the borders of the Kingdom

Monitor and evaluate regional planning

Review and revise the vision, objectives, framework and implementation of NSS every 5-10 years

The way towards these aims requires a number of immediate and further actions as described in chapter 4.1 and 4.2.

### 3.4.1 IMMEDIATE ACTIONS REQUIRED

- » **Evaluation of progress made during planning processes in recent past** The present review carried out as part of the Future Saudi Cities Program of MOMRA and UN Habitat provides important insight to the system of regional planning, its functioning and dysfunctions. It concludes with the suggestion to reform the system of regional planning and it provides in the following of this report a proposed outline of the future institutional setting for regional planning. Nonetheless, the review was limited to five out of thirteen regional plans and of five international case studies. Therefore, it cannot be excluded that a continued review of other regional plans and especially the evaluation of at least a sample of already executed planning processes would generate important additional information. Although, these 5 regions were the major ones in the country, we expect to discover more planning disparity issues with the remaining regions since their setting are different and may give rise to other planning needs and problems, which may call for different sets of planning reforms.
- » **Building capacities for planning and the role**

**of universities** in Capacity building, as we stated earlier, should be discussed and developed as a joint effort of planning authorities and academic and other training institutions. The building of further human capacities for planning needs to be launched immediately because it takes time. It will be an on-going challenge but in the ideal case additional capacities should be available already for the preparation of future plans. In principal, capacity building is a major and delicate matter. A national needs assessment, as we outlined earlier, is necessary before a strategy should be defined. The needs assessment exercise helps to identify the appropriate size, number and type of regional planning staff, and hence the design for the required training programs, both at the MOMRA level and at the regional level. Local levels many not be critically needed at this time. Local Higher Education institutions and universities will shoulder a higher responsibility to undertake this capacity building initiative. Ideally as we said earlier, the needs assessment of the capacity building by province or (Planning Region as we will suggest in section 4.3), should be determined through an

organized nationwide project, by MOMRA. Another equally important exercise would be to survey all capacity building Higher education institutions and universities capable of training and provide this service throughout Saudi Arabia, and the region. A gap assessment between these two exercises should then be carried out to determine the roles of the local institutions and universities in providing this capacity building and identify their clear roles in supporting the newly established MOMRA Training Center. A specific institute or a short list of institutes nationwide should then be contracted to develop the required training programs and develop the associated training kits to start the national capacity-building plan based on the gap assessment identified earlier. A detailed TOR and SOW for this initiative / project should be provided later once this recommendation is approved.

- » **Improving the Information Base** Regional planning needs actual sets of data and information reflecting all developments relevant for spatial development. Also needed are new or updated baseline studies and needs assessments addressing the future development potentials of each region. Without a better data base, indicators and tools to monitor and evaluate regional planning future discussions and decision will not be evidence based and thus, they would be dependent on assumptions and guess work. This would increase the risk of misjudgement and failed investment. The nationally and regionally adopted urban observatories Key Performance Indicators (KPI's), are a good start for such data and indicators of urban development. This may include NGO'S as well.
- » **Continue the review and other analytical work** At this point it is important to recall that these policy recommendations are based on the review of five international and five national cases only. Therefore, it is suggested to continue this review process on other regions. In Saudi Arabia, all regions should be included in the review. Additional international cases should be added especially if they provided lessons learnt which are relevant for Saudi Arabia

but not already covered by the five initial cases.

- » **National dialogue on regional development perspectives and planning** Regional planning is executed by planners and governed by decision-makers of the government but at the end regional development depends on many more actors including other ministries, private sector representatives, youth and women. Local authorities and their structure plans for local development are also important contributors.
- » On-going dialogue with stakeholders at all levels is a way to take them on board and to inspire their engagement for and in the region. In addition, planning authorities get a more comprehensive picture of needs, demands and opportunities. National dialogues e.g. in form of National or Regional Development Conferences are not only talks about planning. Rather, they make a significant contribution to the planning process itself. Thus, they are tools of a participative planning itself and this way it can contribute to strengthen national cohesion. As stated earlier in this report, we need to have all possible channels of communication with local, regional and national planning bodies, planners, government institutions, agencies, ministries, NGO's, universities and interested public in local councils or even provincial councils, converge their views to shape the national, regional and local plans. A two-way communication channel can be established well through the regular public participation in the decision-making and in local and national gatherings or conferences.

### 3.4.2 SAUDI ARABIA'S SPATIAL STRATEGY AND THE NATIONAL FRAMEWORK FOR REGIONAL PLANNING

Evaluating planning processes of the past, capacity building, improving the information base and a national dialogue as described under 4.1 are four important steps providing a sound information basis and at the same time practically preparing the ground for a decision-making on

the future generation of regional plans, their institutional framework and procedures for plan implementation.

Chapter 3.3 of this report already discusses the importance of nationally defined institutional framework and mandates for regional planning. While the purpose of 3.3 is to stimulate a discussion, final outlines and decisions about the mandates should be taken in the ideal case only based on the immediate actions recommended in chapter 4.1.

The steps to be taken include especially the following:

- » Elaboration and approval of a new Planning Act for Saudi Arabia, which will allow for a clear mandate and responsibility for the local, regional and national
- » Elaboration and approval of a new National Spatial Strategy (NSS), which will provide substantive guidance for national spatial policy and for respective spatial planning at the regional and local level.
- » Elaboration and approval of a National Urban Policy. While the NSS covers the entire territory of the Kingdom, the National Urban Policy specifies all relevant aspects of urban development from a national perspective.

## PROJECT IDEAS IN SUPPORT OF THE WAY FORWARD

*The following list of ideas was compiled by the international consultant. It aims at giving an impression on how the way forward can be supported.*

### 1. Extending the review of regional plans in Saudi Arabia to cover all 13 regions

#### 2. Production of a White Book 'Regional Planning in Saudi Arabia

- » It could provide an overview on regional planning and scenarios for its future development in the country.
- » Overall aims of the White Book could be:
  - » To provide information on regional planning and development in the country
  - » To provide information on regional planning in four other countries
  - » To stimulate discussion among national, regional and local authorities and with stakeholders in the country, including youth, women and private sector.
  - » The White Book should be used as part of an information sharing strategy developing and exploring viable methods of dissemination of information between the regional authorities in KSA

### 3. Vision and Strategies for spatial development in Saudi Arabia 2050

This flagship initiative under leadership of MoMRA and supported by UN Habitat should formulate the spatial vision and strategies for the implementation which after adoption would become a reference document for NSS and regional plans.

### 4. Capacity building strategy and programme

Together with academic institutions a capacity building programme for regional planners should be developed and carried out in 2016 and 2017

### 5. Saudi Arabia should stimulate a dialog on cooperation in the field of spatial development in the Gulf Countries Cooperation area.

Monitoring spatial development in other countries and cooperating with international partners can help to develop cutting edge spatial planning in the Kingdom.

### 6. New baseline studies should be launched for all regional planning regions

### 3.4.3 INSTITUTIONS FOR REGIONAL PLANNING

The national dialogue on regional development perspectives and regional planning could generate the full range of thinkable reform proposals: From a commitment to the regions as they exist, to the proposal of a complete revision of the system of regions and to the out of the box thinking about additional specified planning areas. The results of the review undertaken suggest that this would generate an important and inspiring discussion but that the real challenge for regional planning and development is somewhere else

The real challenge for spatial development in the country is the existence of regional imbalances. The development in the metropolitan area of Riyadh progresses with a very different speed and the complexity to be faced is very different compared to less urban regions. Interestingly, the review identified that the challenge met on the ground is mirrored by the attitude towards planning. The biggest attention is given to regional planning in those regions which are more densely populated and where urban, rural and other development trends generate more conflicting uses. It is therefore not surprising that Arriyadh, Makkah, Madina and the Eastern Province demonstrate the biggest interest in planning as a mean to better coordinate development.

While the engagement demonstrated currently varies between regions the Kingdom should continuously aim at regional planning in all of the regions. Nonetheless, considering the lack of leadership in some regions, a sufficient number of qualified planners and planning institutions it is unlikely that an excellent system of regional planning could be built up within short in all thirteen regions at a time, to the same level of quality, efficiency and effectiveness.

Instead this review suggests in the flexible approach offering three different options for the institutional framework of regional planning.

Alone the proposal of different options can stimulate thinking in each region and generate a regional dialogue on the value on future expectations for the own region. In addition, this approach makes it more likely that regional authorities later take ownership of regional planning, the institutional framework and make active use of the option selected for their region. The proposed three options for the organization of regional planning provide a variation and room for flexibility in implementing this approach successfully.

In the following three options for the institutional setting for regional planning are discussed:

- » **Option I: Advanced Regions**
- » **Option II: Planning Corridors**
- » **Option III: Current Approach**

#### OPTION I: ADVANCED REGIONS

In context of regional planning an advanced region is understood as a driver of regional development and which contribute considerably to the implementation of the National Spatial Strategy. Advanced regions are actively engaged in the field of planning, have established planning authorities and coordinate planning processes at the regional level in cooperation with stakeholders. They monitor territorial development and develop, implement and revise regional plans. In addition, they coordinate planning with local authorities, other regions, the national government and international partners.

As regional planning authority a High Commission for Regional Development (HCRD) to be chaired by the Governor of the region would be set up by a decree of the Cabinet of Ministers. To allow informed decision-making the Commission should be supported by a Regional Development Authority (RDA). The RDA would monitor spatial development, draft the regional plan and submit it to the High Commission. The approved plan would be submitted to MOMRA for final approval. It is important that the RDA has a regional mandate and

reports to the HCRD and the Governor. It would not be sufficient to add the regional mandate to a national or local authority authority. The latter is currently the case with respect to the Arriyadh Development Authority with its primary focus on the city of Riyadh. Such mixed responsibilities bear the risk of conflicts of interests between the region and municipality. Nonetheless, where there is an experienced and well-resourced regional Amanah the follow-up of project implementation could be delegated to the Amanah.

In case of the already existing HCRD for the City of Riyadh option it is suggested either to establish a separate HCRD or to revise the current mandate towards a more regional orientation of its work.

The region of Qassim is relatively close to the Riyadh metropolitan region and as a matter of fact it already may be part of the metropolitan area of the capital. If this would be confirmed by further study a special partnership should be established between the two regions to execute regional planning jointly where appropriate. In this partnership either the entire regional planning might be merged (see Option III below) or only those aspects would be closely coordinate which are essential for the metropolitan area.

The proposed group of advanced regions may include the following:

This option 1 is suggested for Arriyadh, Alsharkiyah regions and should be also considered for Makkah and Madinah regions. In each case the institutional setting is incomplete. Either the High Council is missing, not operational with respect to regional planning or the region is lacking a support body for monitoring and follow-up of planning processes.

## OPTION II: PLANNING CORRIDORS

In context of regional planning a planning corridor is understood as a planning area where more than one

region of the country establish a joint system of planning with a High Commission for joint planning and a Planning Office as support body for regional planning in the entire area.

There are several reasons why a planning corridor can be established:

Firstly, it may be a resource effective approach. Instead of establishing a High Commission and a planning office of regional development agency in each region one structure would be established covering several regions.

Secondly, where neighbouring regions face common development challenge a joint planning may turn out in anyway as the best approach to overcome joint challenges.

As regional planning authority a High Commission for Regional Development (HCRD) to be chaired by the Governor of the region would be set up by a decree of the Cabinet of Ministers. To allow informed decision-making the Commission should be supported by a Regional Development Authority (RDA). The RDA would monitor spatial development, draft the regional plan and submit it to the High Commission. The approved plan would be submitted to MOMRA for final approval. It is important that the RDA has a mandate covering all participating regions and reports to the HCRD and the Governor. It would not be sufficient to add the regional mandate to a national or local authority authority.

Nonetheless, where there is an experienced and well-resourced regional Amanah in a planning corridor the follow-up of project implementation could be delegated to the Amanah.

The following planning corridors are suggested for further consideration:

1. Aseer, Albaha, Jazan, and Najran regions. (Southwest Planning corridor), with a Regional Planning Office in Abha.
2. Aljouf, Northern Borders, Hail, and Alqassim regions. (North Planning corridor) with a Regional Planning

Office in Qassim. If Qassim joins Arriyadh under Option III, then the office will be in Hail

3. Makkah Almukarramah, Almadinah, and Tabuk regions. (North West Planning Corridor) with a Regional Planning Office in Makkah and Data Analysis centre in Madinah.

Other possible options include a planning corridor for the entire coast including all regions along the Red Sea or the possible establishment of a joint planning for the Riyadh metropolitan region including all or parts of Quassim.

### OPTION III: CURRENT APPROACH

In context of regional planning the currently widespread approach is that of a minimal interest in regional planning and a strong focus on local planning.

The second option represents basically the current system with the Governor (and his deputy) and the Regional Council being the key actors at the regional level. They would have no institutional support for Regional Planning at the regional level but may lean on capacities at the local or national level. Of course, in this traditional setting the access to information and possibilities for comprehensive planning would be rather limited.

The opportunities related to option II include the following:

- » No institution building is required because governors and regional councils already exist
- » Branches of national ministries and existing local council would continue to support regional actors
- » Work can begin without delay and without capacity building as a precondition
- » If the situation changes a switch to one of the other options is still possible

The main risk related to option II is that regions already lagging behind may face even bigger challenges to catch up with other regions in future. It again may be the case that a regional plan developed for the region is not filled

with life and due to insufficient planning capacities the regional plan finds no or only little support in preparing its decision-making. Thus there is a high risk that a new plan will not be implemented.

Considering this Option III should be a non-option and this review indeed does not recommend a region to follow this path. Nonetheless, if a region feels fine in keeping a local focus and taking care for regional planning as an ad-on to the local planning done by the Amanah this path may be considered at least temporarily. In return it would allow to focus resources for regional planning on the regions participating under the other two options.

### FINAL NOTES ON OPTIONS I, II AND III:

The selection of an option should be guided by regional strengths and demands but also by national priorities as defined by the NSS.

Option I and II while varying with respect to the composition of the planning area both represent the two main changes:

- Firstly, the establishment of a High Commission for Regional Development which has the resources and competence to decide on projects including the allocation

**FIGURE 3.1**

Administrative Regions of Saudi Arabia



of funds. This would give relieve to oversight by the national government which could focus on enforcing that regional planning stays within the policy frame provided by the National Spatial Strategy, the National urban Policy and the Planning Act.

- Secondly, under option I and II each planning region will be equipped with a Regional Development Agency (RDA) in charge of supporting the High Commission, monitoring spatial development, drafting the regional plan and coordinating its implementation.

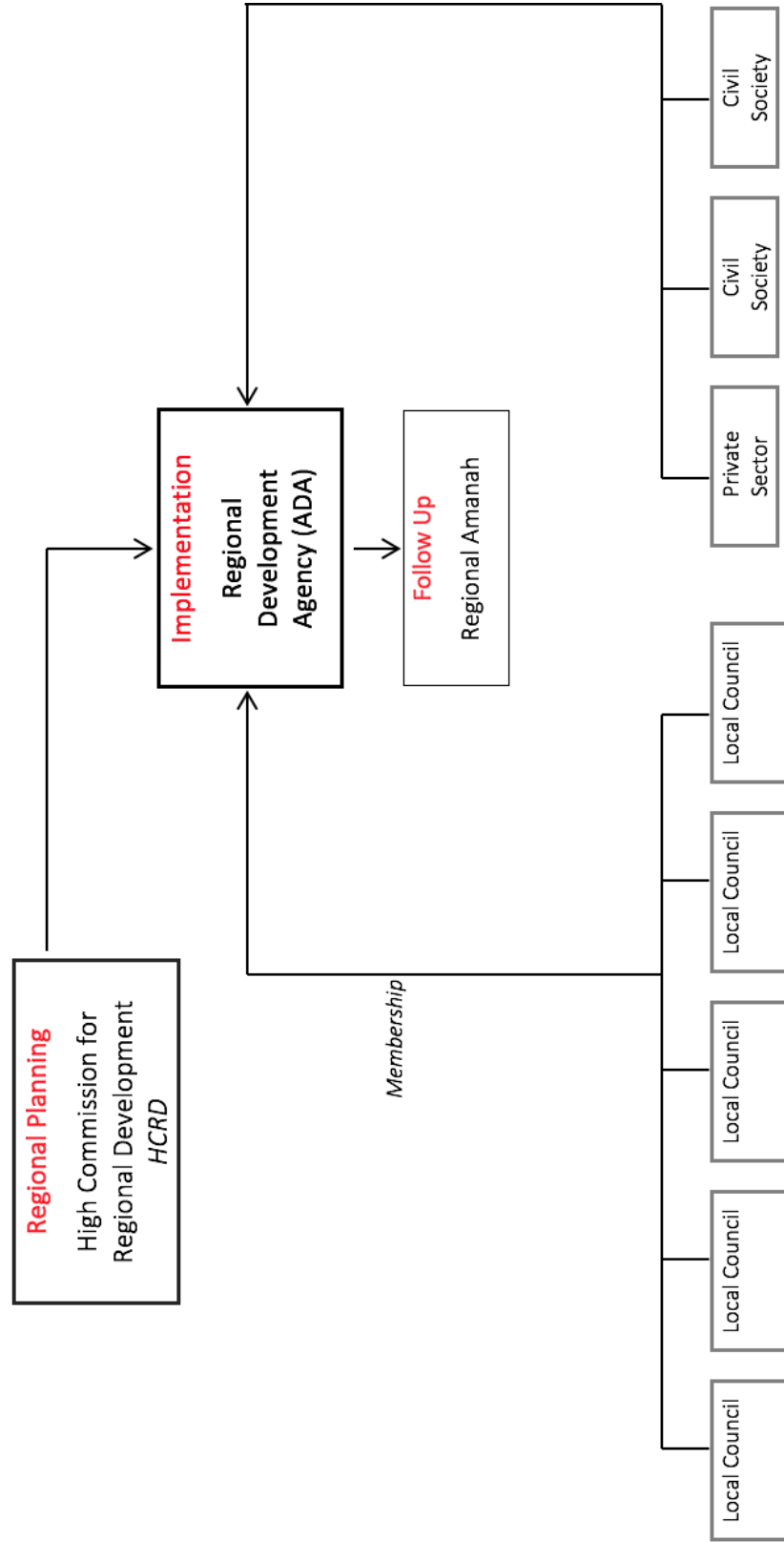
Option II with planning corridors may or may not be the most resource efficient option. The success depends a lot on the quality of coordination between participating regions. If coordination is not well organized partners may end up in joint decision traps and planning processes could be blocked. If it is well organized it may provide the ground to draw synergy from cooperation among regions and give a boost to development.

Option I is certainly preferable wherever high expectations are involved. For instance, the diversification of the economy requires an excellent knowledge of the region, its full potentials and a close cooperation with stakeholders. This may be difficult to be achieved in very large planning corridors.

Option III which reflects the common practise in many regions is not suggested as a preference for any region. It is not considered as being innovative and does not promise major progress. At the same time it allows to put different emphasis on regional planning in different regions.

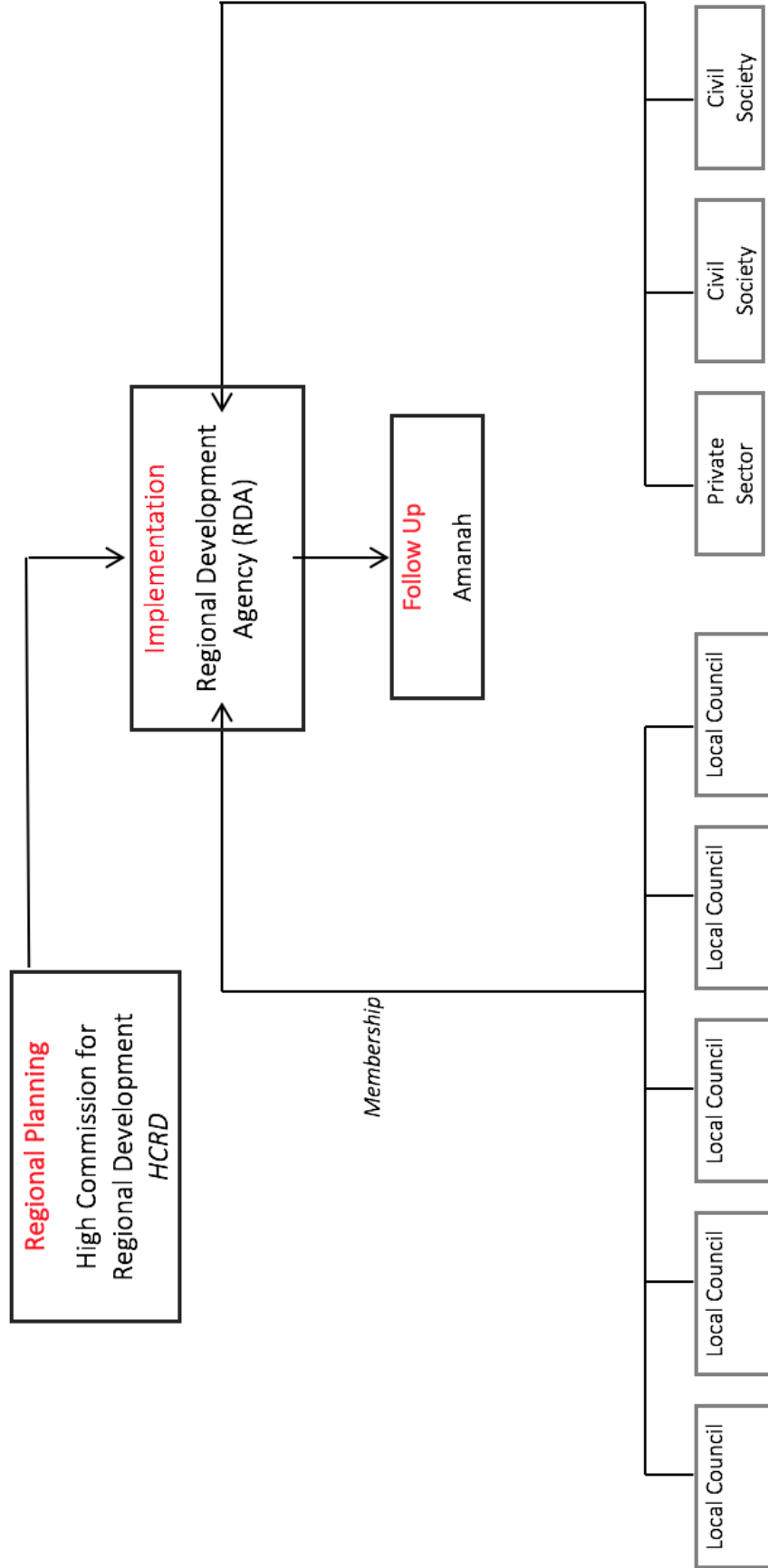
Last but not least, regional planning can provide essential support for regional development but planning alone does not assure development. Therefore, it is essential to carefully reflect Options and take decisions considering the strategy for the region.

**FIGURE 3.2:** Institutions in the System of Regional Planning in the Kingdom of Saudi Arabia  
 Option 1: Suggested for Arriyadh, Eastern region and also considered for Makkah and Madinah)



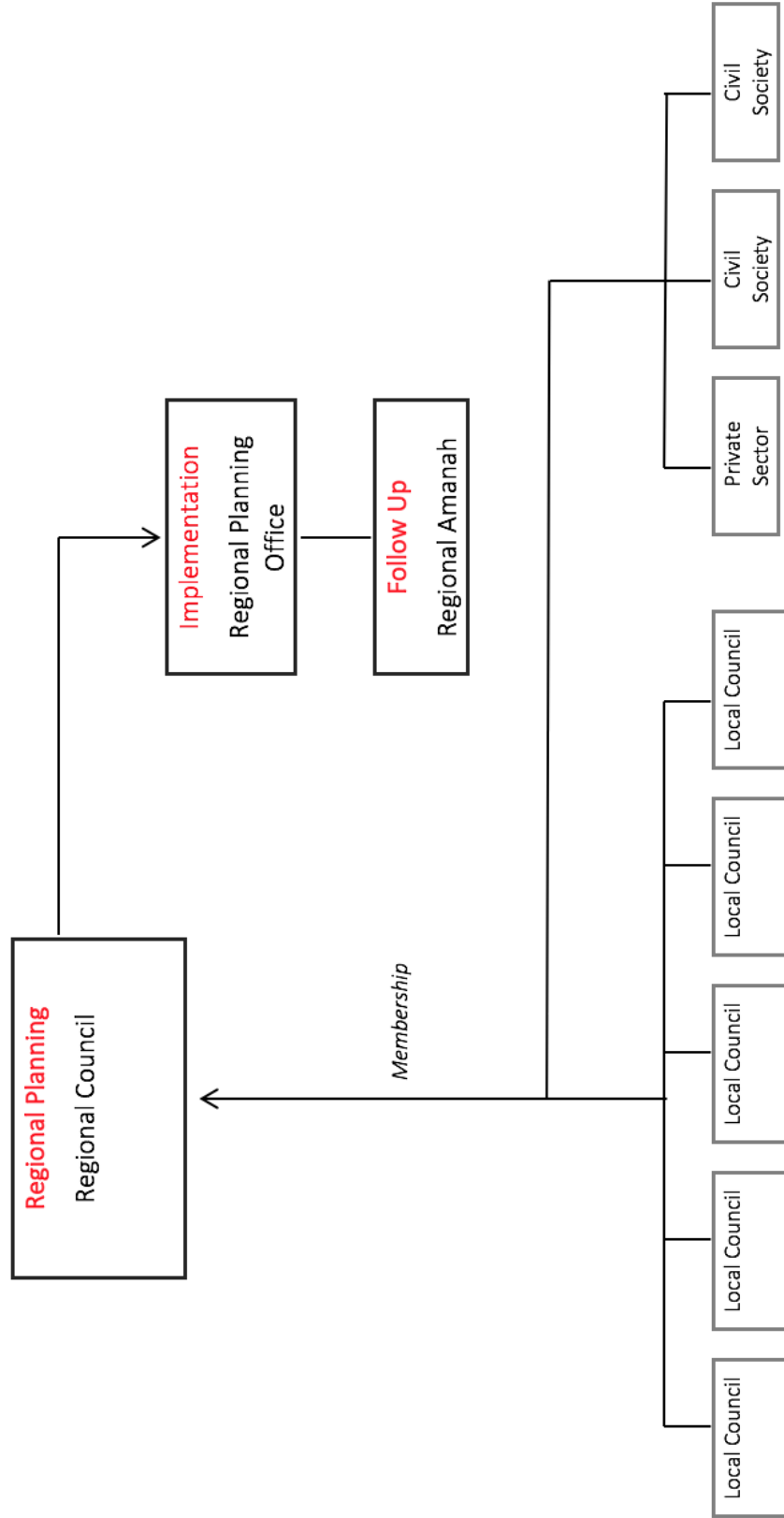
**FIGURE 3.3** Option II: Suggested for three Regional Planning Corridors

Institutions in the System of Regional Planning in the Kingdom of Saudi Arabia  
 1 - (Southwest Planning corridor), Aseer, Albaha, Jazan, and Najran provinces, with a Regional Planning Office in Abha.  
 2 - (North Planning corridor) Aljouf, Northern Borders, Hail, Provinces, with a Regional Planning Office in Hail.  
 3 - (North West Planning Corridor) Makkah Almukarramah, Madinah, and Tabuk Provinces as with a Regional Planning Office in Madinah.



**FIGURE 3.4**  
Institutions in the System of Regional Planning in the Kingdom of Saudi Arabia

**Option III: current structure, not suggested for a specific region but possible minimalistic option**







PART 4

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## LIST OF ABBREVIATIONS

<b>ADA</b>	Arriyadh Development Authority
<b>ARL</b>	Akademie für Raumordnung und Landesplanung / Academy for Spatial Research and Planning
<b>CPD</b>	Iskandar Comprehensive Development Plan (Malaysia)
<b>FSCP</b>	Future Saudi Cities Programme
<b>GDP</b>	Gross Domestic Product
<b>GGH</b>	Greater Golden Horseshoe (Canada)
<b>GIS</b>	Geographic Information Systems
<b>HCRD</b>	High Commission for Regional Development
<b>HEI</b>	Higher Education institutions
<b>IDP</b>	Integrated Development Plan (South Africa)
<b>KPI</b>	Key Performance Indicators
<b>LEPRO</b>	State Development Programme Berlin-Brandenburg
<b>LEP</b>	State Development Plan Berlin-Brandenburg
<b>MENA</b>	Middle East North Africa
<b>MOMRA</b>	Ministry of Municipalities and Rural Affairs
<b>NGO</b>	Non-Governmental Organisations
<b>NSDP</b>	National Spatial Development Perspective (South Africa)
<b>NSS</b>	National Spatial Strategy
<b>NUP</b>	National Urban Policy
<b>OECD</b>	Organisation for Economic Co-Operation and Development
<b>PSDF</b>	Provincial Spatial Development Framework (South Africa)
<b>RC</b>	Regional Council
<b>RDA</b>	Regional Development Authority
<b>SADC</b>	South African development Cooperation
<b>SJER</b>	South Johor Economic Region
<b>SMA</b>	Seoul Metropolitan Area
<b>SPAR</b>	Strategic Plan for the Arriyadh Region
<b>UN-HABITAT</b>	United Nations Human Settlement Programme



# ANNEX I

OVERVIEW TABLE: REGIONAL PLANNING INTERNATIONAL

REGION	BERLIN- BRANDENBURG	SEOUL METROPOLITAN AREA - SMA -	SOUTH JOHOR ECONOMIC REGION - SJER -	NORTHERN CAPE PROVINCE	GREATER GOLDEN HORSESHOE - GGH -
COUNTRY	GERMANY	SOUTH KOREA	MALAYSIA	SOUTH AFRICA	CANADA
NAME OF DOCUMENT	State Development Programme and Plan Berlin-Brandenburg (LEPro 2007 and LEP B-B 2009)	Seoul Metropolitan Area Readjustment Planning Act	Iskandar Comprehensive Development Plan (CDP) for South Johor Economic Region SJER	Northern Cape Provincial Development and Resource Management Plan / Provincial Spatial Development Framework (PSDF)	Growth Plan for the Greater Golden Horseshoe
TYPE OF DOCUMENT	Law (LEPro 2007) and Decree (LEP B-B 2009)	Act	Master Plan	Statutory document	Statutory program in accordance with the Places to Grow Act
YEAR OF APPROVAL	2007 and 2009	2010	2006	2012	2006
PAGES	95 (decree)	16	326	407	82
PREPARED BY	Joint Planning Department of Berlin and Brandenburg	Ministry of Land, Transport and Maritime Affairs	Khazanah national investment agency	Department of Rural Development and Land Reform and the service provider, Dennis Moss Partnership	Government of Ontario
APPROVED BY	Governments of Berlin and of Brandenburg	Ministry of Land, Transport and Maritime Affairs	National SJER Planning Commission	Member of the Executive Council, Department of Co-Operative Governance, Human Settlements and Trad.	Lieutenant Governor in Council of Ontario
IMPLEMENTING AUTHORITY	Joint Planning Department of Berlin and Brandenburg	Ministry of Land, Transport and Maritime Affairs	National SJER Planning Commission	Government	Minister of Municipal Affairs and Housing

## CONTENT OF THE PLAN

<p>I Legal Framework and linkage to other spatial plans and programmes</p> <p>II Context and corner stones</p> <p>III Textual provisions</p> <p>1. Capital City</p> <p>2. Central Places</p> <p>3. Cultural landscapes</p> <p>4. Guidance for development of settlements</p> <p>5. Guidance for development of open spaces</p> <p>6. Development of transport and infrastructure; energy production</p> <p>IV Rationale</p> <p>A Rational of provisions</p> <p>B Summary statement and environmental reporting</p> <p>C Compliance with the EU wide network of nature protection areas Natura 2000</p> <p>V Graphic provisions</p>	<p>1. Purpose</p> <p>2. Definitions</p> <p>3. Relationship with Other Plans, Etc.</p> <p>4. Establishment of Seoul Metropolitan Area Readjustment Plan Implementation Plan (proc)</p> <p>5. Division and Designation of Regions</p> <p>6. Restriction on Acts within Overcrowding Control Region</p> <p>7. Restriction on Acts within Growth Management Region</p> <p>8. Restriction on Acts within Nature Preservation Region</p> <p>9. Priority Given to Movers Measures to be Taken for Previous Building Sites</p> <p>10. Imposition and Collection of Overcrowding Surcharge</p> <p>11. Reduction or Exemption of Overcrowding Surcharge Criteria for Computation of Overcrowding Surcharge (Imposition, Collection, Payment Period, Etc. of Overcrowding Surcharge</p> <p>12. Distribution of Overcrowding Surcharge</p> <p>13. Raising of an Objection</p> <p>14. Total Volume Control</p> <p>15. Regulation of Large-Scale Development Project</p> <p>16. Bearing of Installation Expenses of Wide-Area Infrastructures</p> <p>17. Installation, etc., of Seoul Metropolitan Area Readjustment Committee</p> <p>18. Organization</p> <p>19. Installation, etc. of Seoul Metropolitan Area Readjustment Working Committee</p>	<p>Section A</p> <p>Framework For Comprehensive Development</p> <p>Part 1: Background and Objectives</p> <p>2 Background and Context</p> <p>2 Vision and Objectives</p> <p>Part 2: Development Strategies</p> <p>3 Physical Development Strategies</p> <p>4 Economic Development Strategies</p> <p>5 Social Development Strategies</p> <p>Section B</p> <p>Planning and Implementation</p> <p>Part 1: Regulatory and Governance Framework</p> <p>6 Regulatory, Legal and Institutional Initiatives</p> <p>Part 2: Social and Holistic Development</p> <p>7 Liveable Communities</p> <p>8 Social Development Initiatives</p> <p>Part 3: Physical Planning Initiatives</p> <p>9 The Physical Development Plan</p> <p>10 South Johor Urbanisation</p> <p>11 Natural and Green Environment</p> <p>12 The Coastal Zone</p> <p>13 Johor Bahru City Centre</p> <p>Part 4: Infrastructure Development Initiatives</p> <p>14 Urban Infrastructure</p> <p>15 Urban Linkage System</p> <p>16 Transit-Oriented Development</p> <p>Part 5: Commercial Development Initiatives</p> <p>17 Commercial Development Initiatives</p>	<p>The PSDF comprises three interrelated sections together with a set of user's 'toolkits'. The respective sections constitute the following:</p> <p>Section A addresses all introductory aspects and provides guidelines for the use of the PSDF, its status, a vision and supporting goals and objectives, and the planning approach adopted.</p> <p>Section B provides a synopsis of the key characteristics and inherent capital of the Northern Cape and a summary of focal aspects that are addressed in Section C.</p> <p>Section C puts forward a spatial vision and directives together with policy guidelines and implementation strategies for the focal aspects summarised in Section B.</p> <p>Section C also incorporates priority interventions that individually and collectively promote the vision and goals of the Northern Cape.</p> <p>Section D comprises a host of user's 'toolkits'. The purpose of these is to serve as a manual for the implementation of key concepts and proposals put forward in the PSDF.</p>	<p>The Plan addresses the challenges of the GGH through policy directions that – direct growth to built-up areas where the capacity exists to best accommodate the expected population and employment growth, while providing strict criteria for settlement area boundary expansions</p> <ul style="list-style-type: none"> <li>» promote transit-supportive densities and a healthy mix of residential and employment land uses</li> <li>» preserve employment areas for future economic opportunities</li> <li>» identify and support a transportation network that links urban growth centres through an extensive multi-modal system anchored by efficient public transit, together with highway systems for moving people and goods</li> <li>» plan for community infrastructure to support growth</li> <li>» ensure sustainable water and wastewater services are available to support future growth</li> <li>» identify natural systems and prime agricultural areas, and enhance the conservation of these valuable resources</li> <li>» support the protection and conservation of water, energy, air and cultural heritage, as well as integrated approaches to waste management.</li> </ul>
<p>(Chapter 1 (pp 4-18</p> <p>Table on page 16</p>	<p>(Chapter 2 (pp 19-31</p> <p>Table on page 28</p>	<p>(Chapter 3 (pp 32-44</p> <p>Table on page 41</p>	<p>(Chapter 4 (pp 45-54</p> <p>Table on page 52</p>	<p>(Chapter 5 (pp 55-65</p> <p>Table on page 62</p>

## FURTHER INFORMATION



# ANNEX II

## REGIONAL PLANNING REVIEW ARRIYADH REGION

### CONTENT OF THE REGIONAL PLAN (INDICATE ALL SUBJECTS ADDRESSED BY THE PLAN)

	Organizational structure of regional planning	x	Demographic development, migration	X	Health
	Description of planning process within the region	x	Urban development	X	Education
X	References to NSS		Rural development	x	Tourism
	Financial provisions	x	Public services, basic services		Culture and sport
X	Vision for the region	X	Economic development, including agriculture and fishery		Engagement of stakeholders (in general)
X	Objectives of the plan		Social Development		Engagement of the private sector
	Benchmarks, KPI or similar	X	Environment and nature protection		Engagement of youth and women
X	Maps indicating baseline		Sustainability (compreh. economic, social and environmental planning)	x	Action plan for implementation of regional plan
X	Maps defining future land-use	X	Transport infrastructure, accessibility and mobility		Monitoring and evaluation mechanisms
	International cooperation on regional/spatial planning		IT infrastructure, e-commerce etc		Procedure to review and change the plan

#### Other subjects addressed by the plan:

The plan (SPAR Strategic Plan for the Arriyadh Region) introduces the development of polarized areas to balance population development and to geographically focus branches of the economy.

#### Overall assessment of the quality of the plan:

High quality of the content. Unfortunately, the published executive summary does not describe the procedure for plan implementation and stakeholder engagement.

### PLAN IMPLEMENTATION

Name of the planning authority or other authorities working on plan implementation

Arriyadh Development Authority

2012	Year of plan approval	X	Implementation is on-going		Implementation is finished
4186	Number of region. projects		Implementation is stopped		Status of implement. is unknown

#### Results and impacts of the plan and its implementation process (indicate examples):

With 1,312 projects (out of 4186 regional projects) and a total budget of 288,6 billion Saudi Riyal the city of Riyadh got by far the biggest share followed by Dawadmi Province. Some of the provinces of Riyadh Region lack economic projects as such projects are observed concentrated in Riyadh City while absent in most of the other provinces.

Due to the small staff of the regional planning unit at ADA it is not possible to follow up with all projects in the region and to coordinate a comprehensive plan implementation.

ADA launched a study (carried out by Deloitte) 'Economic Development Action Plan' covering the entire region. The study might serve as a needs assessment to review the regional plan and its governance structure.

#### Overall assessment of the quality of implementation and goal achievement:

The regional planning unit at ADA used the plan to influence the allocation of the following institutions:

Universities outside of Riyadh city

Substations of the Saudi Electricity Company

Airports by the Authority for Civil Aviation

Hospitals in polarized areas

This is very good but the high number of projects which remained without follow-up control indicates that the implementation of the plan was insufficient.

It is very promising that ADA launched the 'Economic Development Action Plan'. It could considerably improve the data and information base for the next plan.

## REGIONAL PLANNING REVIEW AL QASSIM

### CONTENT OF THE REGIONAL PLAN (INDICATE ALL SUBJECTS ADDRESSED BY THE PLAN)

	Organizational structure of regional planning	x	Demographic development, migration	X	Health
	Description of planning process within the region	x	Urban development	X	Education
X	References to NSS		Rural development		Tourism
	Financial provisions	x	Public services, basic services		Culture and sport
	Vision for the region	X	Economic development, including agriculture and fishery		Engagement of stakeholders (in general)
X	Objectives of the plan		Social Development		Engagement of the private sector
	Benchmarks, KPI or similar	X	Environment and nature protection		Engagement of youth and women
X	Maps indicating baseline		Sustainability (compreh. economic, social and environmental planning)		Action plan for implementation of regional plan
X	Maps defining future land-use	X	Transport infrastructure, accessibility and mobility		Monitoring and evaluation mechanisms
	International cooperation on regional/spatial planning		IT infrastructure, e-commerce etc		Procedure to review and change the plan

#### Other subjects addressed by the plan:

#### Overall assessment of the quality of the plan:

Some data collected by the consultant are not realistic. Methods of data collection were not described to increase validity of the study. The plan lacks important regional planning elements such as implementation phases, mentoring, and approach to inter-municipal collaboration.

#### PLAN IMPLEMENTATION

Name of the planning authority or other authorities working on plan implementation

Arriyadh Development Authority

2005	Year of plan approval		Implementation is on-going		Implementation is finished
N/A	Number of region. projects		Implementation is stopped	X	Status of implement. is unknown

#### Results and impacts of the plan and its implementation process (indicate examples):

Implementation is hardly mentioned in the regional plan. Performance indicators were not developed a part and parcel of the regional plan. Roles and responsibilities were not assigned to government agencies involved in Alquassim plan execution.

#### Overall assessment of the quality of implementation and goal achievement:

There is no indication of goal achievement since it was approved in 2005. Municipalities are not fully aware of content of the regional plan or what is in stake for them. New regional development projects such as specialty hospitals and local tourism development were not part of the regional plan.

## REGIONAL PLANNING REVIEW MAKKAH

### CONTENT OF THE REGIONAL PLAN (INDICATE ALL SUBJECTS ADDRESSED BY THE PLAN)

	Organizational structure of regional planning	x	Demographic development, migration	x	Health
	Description of planning process within the region	x	Urban development	x	Education
x	References to NSS		Rural development		Tourism
	Financial provisions	x	Public services, basic services		Culture and sport
x	Vision for the region	x	Economic development, including agriculture and fishery	x	Engagement of stakeholders (in general)
x	Objectives of the plan		Social Development		Engagement of the private sector
x	Benchmarks, KPI or similar		Environment and nature protection		Engagement of youth and women
x	Maps indicating baseline		Sustainability (compreh. economic, social and environmental planning)	x	Action plan for implementation of regional plan
x	Maps defining future land-use	x	Transport infrastructure, accessibility and mobility	x	Monitoring and evaluation mechanisms
	International cooperation on regional/spatial planning		IT infrastructure, e-commerce etc	x	Procedure to review and change the plan

#### Other subjects addressed by the plan:

Makkah regional plan focused on selecting the on selecting the future extension zones for the cities and provinces of the coastal region and proposed a number of projects.

#### Overall assessment of the quality of the plan:

The plan methodology and directions need a revision due to as it failed to address the importance of the spatial and global spiritual of Mecca, which reflected in the quality and areas of the proposed development and services projects.

### PLAN IMPLEMENTATION

Name of the planning authority or other authorities working on plan implementation

	Year of plan approval	x	Implementation is on-going		Implementation is finished
	Number of region. projects		Implementation is stopped	x	Status of implement. is unknown

#### Results and impacts of the plan and its implementation process (indicate examples):

With the exception of a small number of rural centers like Thul, Qunfudah and Albaidha village, which adopted its developmental projects, the real output to activate the regional plan for Makkah region is still far from achieving a fair balance of the development, and the three major cities (Mecca - Jeddah - Taif) are still monopolizes most of the services and investment projects, which caused an increase in population growth and migration from the rural areas.

#### Overall assessment of the quality of implementation and goal achievement:

The failure to regulate the institutional mechanism for activating the regional plan, and absence of governance and the distribution of roles, as well as the central financial and administrative roles to the authorities responsible for the activation, and the lack of technical staff in the development agency for monitoring the implementation of the large number of projects (about 2349 project), all these reasons led to the absence of comprehensive quality factor for activating the regional plan, and moving far away from achieving the goals of the regional plan.

## REGIONAL PLANNING REVIEW MADINAH

### CONTENT OF THE REGIONAL PLAN (INDICATE ALL SUBJECTS ADDRESSED BY THE PLAN)

x	Organizational structure of regional planning	x	Demographic development, migration	X	Health
x	Description of planning process within the region	x	Urban development	X	Education
x	References to NSS		Rural development	x	Tourism
	Financial provisions	x	Public services, basic services		Culture and sport
x	Vision for the region	X	Economic development, including agriculture and fishery	x	Engagement of stakeholders (in general)
x	Objectives of the plan		Social Development	x	Engagement of the private sector
x	Benchmarks, KPI or similar	X	Environment and nature protection		Engagement of youth and women
x	Maps indicating baseline		Sustainability (compreh. economic, social and environmental planning)		Action plan for implementation of regional plan
x	Maps defining future land-use	X	Transport infrastructure, accessibility and mobility	x	Monitoring and evaluation mechanisms
	International cooperation on regional/spatial planning		IT infrastructure, e-commerce etc		Procedure to review and change the plan

**Other subjects addressed by the plan:**

**Overall assessment of the quality of the plan:**

### PLAN IMPLEMENTATION

Name of the planning authority or other authorities working on plan implementation

1999	Year of plan approval	X	Implementation is on-going		Implementation is finished
	Number of region. projects		Implementation is stopped		Status of implement. is unknown

**Results and impacts of the plan and its implementation process (indicate examples):**

**Overall assessment of the quality of implementation and goal achievement:**

## REGIONAL PLANNING REVIEW SHARQIYA / EASTERN REGION

### CONTENT OF THE REGIONAL PLAN (INDICATE ALL SUBJECTS ADDRESSED BY THE PLAN)

	Organizational structure of regional planning	X	Demographic development, migration	X	Health
	Description of planning process within the region	X	Urban development	X	Education
X	References to NSS		Rural development	X	Tourism
	Financial provisions	X	Public services, basic services		Culture and sport
	Vision for the region	X	Economic development, including agriculture and fishery		Engagement of stakeholders (in general)
X	Objectives of the plan		Social Development		Engagement of the private sector
	Benchmarks, KPI or similar	X	Environment and nature protection		Engagement of youth and women
X	Maps indicating baseline		Sustainability (compreh. economic, social and environmental planning)		Action plan for implementation of regional plan
X	Maps defining future land-use	X	Transport infrastructure, accessibility and mobility		Monitoring and evaluation mechanisms
	International cooperation on regional/spatial planning		IT infrastructure, e-commerce etc		Procedure to review and change the plan

#### Other subjects addressed by the plan:

#### Overall assessment of the quality of the plan:

The data collection process is questionable and not clearly explained to validate its methodology and data accuracy, while some data collected by the consultant does not seem accurate. Methods of data collection were not described to increase validity of the study. The plan clearly lacks implementation tools such as implementation phases, monitoring, review process, and approach to inter-municipal collaboration, among many important regional planning elements.

### PLAN IMPLEMENTATION

Name of the planning authority or other authorities working on plan implementation

Eastern province Amanah ( Amanat Alsharqiyah)

2005	Year of plan approval		Implementation is on-going		Implementation is finished
N/A	Number of region. projects		Implementation is stopped	X	Status of implement. is unknown

#### Results and impacts of the plan and its implementation process (indicate examples):

Implementation is not explicitly stated in the in the regional plan. Key Performance indicators (KPI's) were not developed as an integral part of the regional plan. The Roles Matrix clearly identifying the responsibilities assigned to different government agencies involved in Alsharqiyah plan execution a was not developed clearly, although many key stake holders were included in some parts of the plan.

#### Overall assessment of the quality of implementation and goal achievement:

The plan implementation mechanism and its achievement was not included in the document since it was approved in 2005. Amana's and local Municipalities are not fully aware of the regional plan details of or what is in it for them. Many recent developments in the Eastern province, which include large-scale mega projects (for example Ras Alkhair Industrial City, Eastern Province Development High Commission) and developments, were not included in the regional plan.

**THE FOLLOWING TABLE PROVIDES A SUMMARY OF FINDINGS ABOUT THE PAST PRACTISE OF REGIONAL PLANNING AND SUGGEST RESPECTIVE NEW APPROACHES, TOOLS AND MODALITIES.**

REGIONAL PLANNING IN THE KINGDOM	IN THE PAST	IN THE FUTURE
Legal and regulatory frame	National National Spatial Strategy (NSS)	National and Regional NSS, Planning act, Regional Spatial Strategies (+ National Urban Policy)
Approach	Plan driven Decision making project-by-project	Process driven and action-oriented Comprehensive decision-making aiming at sustainable development
	Top-down ('helicoptered')	Top-down and bottom-up
Methodology	Basically one methodology Projects to be approved by MoMRA, MoF etc	Mix of formal and informal tools Process oriented More information sharing More consultations Capacity building
Plan	A text that describes goals more or less linked to NSS without KPI with insufficient implementation provisions	Text and maps that define in relation to NSS and other relevant policies Goals for territorial development KPIs Regulatory framework Enabling environment (including resources) Planning procedures Monitoring and review process
Planer (key qualifications)	Urban planning Traditional geography Statistics	Urban planning Geography (incl. GIS) Social science (incl. urban sociology) Economics (incl. international) Environmental science Statistics Process management Communication Mediation

REGIONAL PLANNING IN THE KINGDOM	IN THE PAST	IN THE FUTURE
Decision-making	By national ministries (MoMRA)	<p>National government approves NSS and regional plans</p> <p>High Commission for Regional Development / Regional Councils approve regional plans and submit to nat. government</p> <p>Consultations</p> <p>Public consultation</p> <p>Stakeholder consultation</p>
Information	Only on demand	Proactive provision of information on plans and projects to stakeholders and general public
Implementation	<p>Regional planning by chance</p> <p>Some regions take the plan serious some don't</p> <p>Lack of coordination during implementation of plans</p> <p>Case by case approval of projects by different donors (incl. MoMRA)</p>	<p>RDA and High Commission for Regional Development / Regional Councils take lead</p> <p>RDA assures professional management of process</p> <p>Regional council assure regional ownership</p> <p>Both assure stakeholder engagement</p>
Implementing authority	Different institutions in the regions	RDA and in case of projects of national relevance RDA in cooperation with designated national authority
Capacities	<p>Leased from local and national authorities</p> <p>Regional offices of ministries</p> <p>Urban observatories</p> <p>Very limited regional capacities</p>	<p>RDA</p> <p>Capacities to analyse, plan, implement and to advise Emir and regional council</p> <p>Information, Capacities Building</p> <p>For RDA, High Commission for Regional Development / Regional Councils and regional public to be provided by universities, ministries and regional agencies</p>





**FUTURE SAUDI CITIES PROGRAMME  
KINGDOM OF SAUDI ARABIA (KSA)**

**Ministry of Municipal and Rural Affairs Building  
Riyadh, Saudi Arabia**