Participatory Planning for Physical Development of Residential Areas, Makkah City, Saudi Arabia

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1. Abstract:
The paper discusses utilizing participatory planning for physical development of residential areas, Makkah city, Saudi Arabia by using SWOT method. It explores planning issues of existing residential areas in Makkah city to define the importance of defining the suitable physical pattern for these residential areas. The common physical pattern of old residential areas in Makkah city is characterized by traditional unshaped compacted or/and scattered patterns. Physical developments have been provided to new residential areas in Makkah. Two different patterns have been adapted to new residential areas. The analysis of the first pattern defined that it has negative impact on the environment, while the second pattern in not suitable to Makkah, in terms climate, culture, security, etc. Therefore, to define the suitable pattern for physical development of residential areas in Makkah characterized with social and environmental potentials, the paper recommends utilizing participatory planning for physical development of residential areas in Makkah city by using SWOT method. Participatory planning could explore planning issues of existing and newly developed residential areas of Makkah city. It also could investigate the acceptable physical pattern for inhabitants of existing and newly established residential areas. The investigation of the residential areas, in addition, reviews the new physical patterns previously provided for the development of residential areas in Makkah city to define their objectives and bases, and impact on inhabitants and environment. Within this context, the definitions, bases and limitations of the participatory planning and SWOT method are also analyzed and investigated to define their capabilities in adapting development strategies for physical development of residential areas in Makkah city. The procedure developed could have a wide application to other residential areas in Makkah city and in other cities in Saudi Arabia for defining their suitable physical pattern of residential areas.

2. Key Words:
Participatory Planning, SWOT Method, Planning Approaches, Physical Development, Residential Areas, Makkah City, Saudi Arabia, Physical Pattern

3. Introduction

Makkah is the place which captures the hearts of about billion Moslems worldwide. It is the holiest city on earth for Muslims because it encompasses the Holy Mosque, which houses the Ka'aba, the

House of God. The importance of Makkah for Muslims is inestimable. All Muslims, wherever they are, are required to pray five times a day in the direction of the Ka'aba (the Qiblah) in Makkah. It is also the destination of millions of pilgrims and visitors and the holiest spot on earth, the Hajj. Most of all Muslims, at least once in their lives, perform the Hajj. For Muslims, a pilgrimage to Makkah is required as one of the Five Pillars of the faith. In recent years, about two to three million have gathered for the major pilgrimage, and many more perform the minor pilgrimage (Umrah), which could be performed at any time of year. Makkah is also the place where the Prophet Mohamed, peace upon him, was born; in which he received God's message; and to which he returned after the migration to Madinah in 622 AD.

The religious significance of Makkah was established long before Islamic times. In Makkah, Allah commanded Ibrahim to leave his wife Haajar and his young son Ishmael. Then, Allah brought forth water from the Well of Zamzam, which saved Ishmael and his mother and then allowed Makkah to be developed as an inhabitable location. In Makkah, Allah also instructed Ibrahim to build the Ka'aba. Since then, Makkah has become a place of pilgrimage. Although the pure faith of the Prophet Ibrahim, as centuries passed, had become corrupted by idolatry and paganism, Makkah retained its hold on the minds as a place where men should worship. Later on when Makkah came under the control of the Quraysh tribe, it was a notable trading center, a place for pilgrimage and the site of festivals chiefly remarkable for intensely fought poetry competitions and the excessive behavior of the idolatrous.

Makkah was never the capital of the Islamic empire; the first capital was Medina, about 400 km to the northeast. The capital of the Islamic empire moved to Damascus, Baghdad, Egypt and Turkey. Meanwhile, the city figured little in politics. It became a city of devotion and scholarship. Throughout these great shifts in power in the region, the descendants of the Prophet Mohammed, peace upon him, remained the local rulers of Makkah. When the Ottoman Empire collapsed at the end of the First World War, Abdul Aziz Al Saud took over with a deep commitment to the pure form of Islam, taking control of Makkah and accepting guardianship of the Holy Sites.

Makkah is located inland 73 kilometers to the east of Jiddah at the intersection of latitude 21 to 25 degree north and longitude 39 to 49 degree east, Figure 1. It is situated in a rugged landscape consisting mainly of solid granite with rocks, at level of about 300 meters above see level. Makkah city is served by the seaport and international airport of Jiddah.

Makkah grew in importance as Islam spread and, for the most part, retained a large degree of independence. After the rise of the Islamic empire, Makkah attracted pilgrims from all over the extensive empire, as well as a year-round population of scholars, pious Muslims who wished to live close to the Ka'aba, and local inhabitants who served the pilgrims. Due to the difficulty and expense of the Hajj, the annual pilgrimage was small compared to the millions that visit Makkah today. During

the 18th and 19th centuries, Makkah was a small walled city with mud-brick crowded houses around the mosque.

The city has grown substantially in the last several decades, as the convenience and affordability of jet travel that increased the number of pilgrims participating in the Hajj, Figure 2. Thousands of Saudis are employed year-round to oversee the Hajj and staff hotels and shops that cater to pilgrims. This trend, in addition, has increased the demand for housing and services. As the city expands, residential areas, freeways, shopping malls, and skyscrapers have been built.

The common physical pattern of most of residential areas in Makkah City is characterized by traditional unshaped compacted or/and scattered patterns. Therefore, developing and improving the physical developments have been taking place for existing and new residential areas in Makkah, with different patterns and methods. Most of these patterns are based on the use of car. The physical pattern of separation between car and pedestrians (garden city) has also been utilized. Using the concept of separation between car and pedestrian is criticized by professionals although it could be considered as a friend to the environment. This is because it is not suitable to the culture of Makkah and, in turn to the Saudi culture. On the other hand, the first concept of the physical pattern negatively affects the environment because it uses long wide streets with small ratio of open spaces and with small size of greeneries, Figure 3.

Therefore, to define the suitable pattern for physical development of residential areas in Makkah, the paper recommends utilizing participatory planning for physical development of residential areas in Makkah city by using SWOT method.

To utilize participatory planning for physical development of residential areas in Makkah city, the following methodology is employed: 1) investigating the physical patterns of the existing residential areas to define the importance of adapting a suitable physical development pattern for these areas; 2) reviewing the different physical development patterns previously provided for the development of residential areas in Makkah city, in terms of objectives, bases, and impact on residents and environment; and 3) analyzing the definitions, bases and limitations of the participatory planning and SWOT method to define their capabilities in adapting development strategies for physical development of residential areas in Makkah city.

Figure 1: Location Map of Makkah

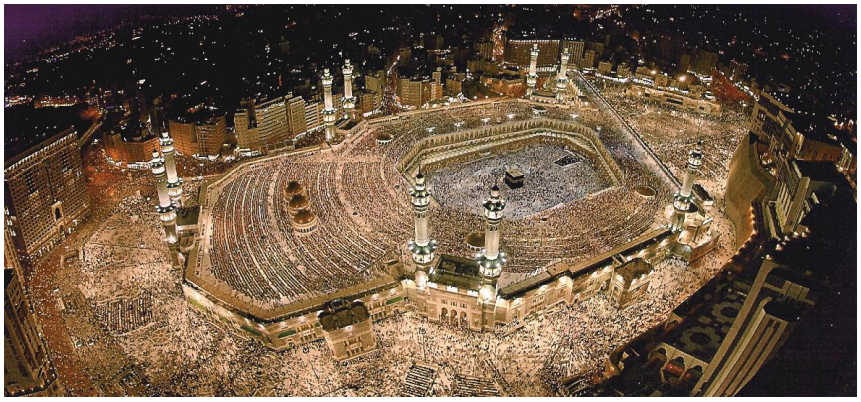

Figure 2: Holy Mosque and Number of Pilgrims Participating in the Hajj

4. Importance of Applying Development Strategies

The Higher Commission for the Development of Makkah Province has defined the types and characteristics of the physical pattern of Makkah city. Six different types are defined according to their urban characteristics and pattern, Figures 4 and 5, as of the following:

1) Old traditional urban area: located around the Holy Mosque within the second ring road and called Central Area. Its pattern could be described as organic with narrow tilted streets of 3-6 m in wide, and size of open area and streets of about 24 percent of its total area;

2) Traditional urban area on main roads and streets: it is a part of the first type and located of the main roads and streets that pass the city Central Area. Its pattern includes main streets with internal roads of 6-8 m wide, high rise buildings as a result of the high value of its land, and size of open spaces and streets of 32.8 percent of its total area.

3) Old planned urban areas: it describes the new patterns which started to take place 3-4 decades ago. It is mainly located in the valleys of Makkah mountains, on flat and/or rugged landscape. Its pattern is mainly grid which does not match the landscape, with roads and streets wide of 8-20 m and size of open spaces and streets of 29 percent of its total area.

4) New planned urban areas: it is located in the skirting areas of the built up area of the city such as Al-Eskan, Al-Resafah, Al-Awail, Al-Nasim, Batthae Qurish, etc. It is mainly located on rugged landscapes. Its pattern could be described as grid and organic which do not consider its landscape pattern, with roads of 12-20 m wide and size of open spaces and streets of 32.5 percent.

5) Squatting areas; the pattern of this type is a result of the demand of certain population categories. It suffers from planning issues such socio-economic, safety, and lack of services and infrastructure. This type dominates the other types, in terms of size, location and distribution. It is located on high rugged landscapes around the Central Area, between the second and third ring roads, and in the skirting areas of the city. Its pattern could be described as traditional unshaped compacted or/and scattered patterns without main vehicles access roads or streets. The wide of its streets are 2.5-4 m with size of open

spaces and streets of 38 percent.

6) Urbanized Rural Areas: This type of physical built up area is located out of the skirts of Makkah city. It became either within the built up area or just on the skirting areas of Makkah city which is expected to attach the built up area of the city. Type could be described as traditional rural pattern with narrow tilted streets of about 4-6 wide and size of spaces and streets of 28.4 percent of the total area.

Developing the physical pattern of Makkah city is intensively taking place, in terms of replacing existing or planning new residential areas mainly, which could fit under the type of the new planned urban areas. Two different concepts of the physical pattern have been utilized to existing and new residential areas in Makkah, which are based on the use of car, or the separation between car and pedestrians (garden city). Most patterns used for the new planned urban areas are based on the use of car, such as in the following residential districts: Al-Eskan (Figure 6), Al-Resafah, Al-Awail, Al-Nasim, etc. The physical pattern of separation between car and pedestrians (garden city) was used only once in the new residential district of Batthae Qurish. The suitable pattern of physical development in Makkah city was a main concern of a general comparison, in terms of suitability to weather, security, culture, privacy, etc. The comparison defined that using physical development of separation between car and pedestrian is not suitable for the Saudi culture, particularly for Makkah. Two main reasons play against this type of physical pattern. First, the climate in Mekkah is quiet aggressive as a result of its high temperature, which discourage using pedestrians. Second, the Saudi culture depends mostly on cars for handling their daily needs and basics. Although this trend adversely affects the environment, the argument was supported by the evidence of the failure of the new physical pattern used in Batthae Qurish, Figure 7, because its pedestrians have never been used. They became uninhabitable and unsecured places.

5. Background of Participatory Planning and SWOT Analysis

5.1. Participatory Planning

Participatory has deep historical roots. Since the early of the 20th century, different researchers and policy initiators (Paulo Freire, Kurt Lewin, Patrick Geddes and Lewis Mumford) have interpreted participatory approach in various ways and translated it into different policies and proposals such as participation, participatory planning, participation rural appraisal, etc. In 1969, Sherry Arnstein posited that citizen participation is a categorical term and a method, which enables citizens to bring about social reform that permits them to share society's benefits. Arnstein created a typology of eight levels of participation that are illustrated by making each level a rung of a ladder, which provides a useful illustration that there are notable levels of citizen participation. The eight levels are: manipulation, therapy, informing, consultation, placation, partnership, delegated power, and citizen control. Since the late 1970s there has been a range of interpretations of the meaning of participation in development. In 1977, Cohen and Uphoff defined participation in rural development as

involvement in decision-making processes, in implementing programs, their sharing in the benefits of development programs and their involvement in efforts to evaluate such programs. By 1987, Paul explains community participation as an active process by which beneficiary or client groups influence the direction and execution of a development project with a view of enhancing their well-being in terms of income, personal growth, self-reliance or other values they cherish. Ghai in 1990 explored participation as a process of empowerment of the deprived and excluded. This view is based on the recognition of differences in political and economic power among different social groups and classes. In addition, the World Bank, in 1994, defined participatory as a label called Participatory Rural Appraisal (PRA). The purpose of PRA is to enable development practitioners, government officials, and local people to work together to plan context appropriate programs. In PRA, data collection and analysis are undertaken by local people, with outsiders facilitating rather than controlling. PRA is an approach for shared learning between local people and outsiders. In PRA, data collection and analysis are undertaken by local people, with outsiders facilitating rather than controlling. The UNDP summarized the PRA principles as: Facilitating investigation: analysis, presentation and learning by local people themselves, so they generate and own the outcomes and also learn; Self-critical awareness: facilitators continuously and critically examine their own behavior; Personal responsibility: taking responsibility for what is done rather than relying on the authority of manuals or on rigid rules; Sharing: which involves the wide range of techniques.

The typical PRA methods and approaches include: Do-it-yourself: local people as experts and teachers, and outsiders as novices; Local analysis of secondary sources; Mapping and modeling; Time lines and trend and change analysis; Seasonal calendars; Daily time-use analysis; Institutional diagramming; Matrix scoring and ranking; Shared presentations and analysis, and Participatory planning, budgeting, implementation and monitoring. PRA by 1996 was being practiced in different formats in about 100 countries and was the conceptual home for over thirty PRA-related networks. The critical issue to bear in mind is that people's participation in development is concerned with two things: 1) structural relationships and the importance of developing people's skills to negotiate and to seek the resources and changes which they require in order to improve their lives; and 2) the methods and techniques whereby local people can be brought to play a part and to develop a stake in development programs and projects. Both purposes are of equal importance; the former seeks to secure a longer term and sustainable development for poor people, the latter is crucial in providing immediate access to the benefits of development.

5.2. SWOT Analysis: Strengths, Weaknesses, Opportunities and Threats

SWOT Analysis is a participatory tool. It is an effective method for Strengths (S), Weaknesses (W), Opportunities (O) or/and Threats (T) = SWOT. Using SWOT framework will be enough to reveal changes which can be usefully made because it will often be illuminating, in terms of pointing out what needs to be done and in putting problems into perspective.

Interactive SWOT analysis is also known as SWOT: strengths, weaknesses, opportunities, threats. An interactive SWOT analysis is performed with the help of local residents and users of the area. The aim of interactive SWOT analysis is to get local people actively involved in defining the problem and to use their opinion as input for the rest of the process. The fact that they are involved at such an early stage means that the entire process is more likely to meet their requirements. This tool enhances social cohesion to a slight degree, by involving local residents, together, from the problem definition stage. Such early involvement helps improve relations and trust between residents and institutions. An interactive SWOT analysis is not sustainable. It is a one-off exercise and has little or no relation to other activities.

SWAT analysis has different effects as follows: gives people the opportunity to help develop ideas about the future of their neighborhood at an early stage of the planning process; encourages local residents to think about the future of their neighborhood; during the walking tour, local people can point out problems in the neighborhood; the small discussion groups give everyone the opportunity to have their say, either orally or on papers, including those who would not dare to speak at a public consultation meeting. The set-up allows for greater equality between participants; and the results of the strengths/weaknesses analysis are incorporated into the neighborhood development plan, and the local authority indicates what it can do something about, and what it can't.

A SWOT analysis starts with a list of subjects where strengths, weaknesses, opportunities and threats need to be identified. Examples include the social structure, the physical structure, sustainability, physical condition of an area, and area's image and the potential for change. It is very tempting to produce a long list completed with pluses and minuses. However, the skill lies in building in restrictions from the outset, to ensure the process remains focused on the really important things. The whole idea of the process is to highlight what makes the area different from all others. There are various methods of interactive SWOT analysis: 1) mapping: local people draw maps of their neighborhood or town. They focus on a particular theme, such as services and amenities. 2) video use of audiovisual media: local residents make their own photo or video reportage of their neighborhood. 3) public wall: a simple way of revealing positive and negative sides of a neighborhood, through which residents and users of the area write what they like and dislike about it on a wall, small pieces of notepaper, or bring along material such as photographs, illustrations, references etc.

6. Methodology of Adapting Participatory Planning by Using SWOT Analysis

To adapt participatory planning for initiating the suitable pattern of the physical development, there are various methods of SWOT analysis which could be utilized. The methodology is generally based on a questionnaire system provided to the local authorities and residents during partner assemblies. This questionnaire covers spatial and socio-economic issues. The methodology is also based on a survey of existing development potentials and constraints of the residential area. The detailed methodology is divided into five main parallel steps:

6. 1. Database and background: defining and preparing database and background of the residential area or district, including statistical data, existing spatial pattern, development requirements, etc.

6. 2. Development key issues: conducting periodical meetings with the local authorities and residents of the residential area, including handling the questionnaire and response; defining development issues and priorities, alternatives for physical pattern and expansion directions, general development strategy for the residential area; and development regulations and laws; and discussing and forming final development regulations with the central authorities.

6. 3. Conducting SWOT analysis: defining development strengths, weaknesses, opportunities and threats

6. 4. Defining development priorities of the residential areas

6. 5. Initiating and finalizing the suitable physical development pattern for the residential areas

Although these steps will be the guiding logic of adapting the general development strategy for the residential area, in reality they are not always be clearly separate from each other. But they will overlap to a certain degree and will also be of different durations. This will allow for early recognition and consideration of important findings and selection of the preferred alternative.

Within this context, the local authorities and residents are called development partners and subdivided into four main groups: 1) local authority: head, employees and governmental employees responsible for development; 2) local residents: representatives of main families and local popular council; 3) local representatives of Non Governmental Organizations (NGO), Co-Ops of Community Development, etc.; and 4) local private investors: representatives of landowners and investors.

6. 1. Main Planning Issues and Objectives: Database and Background

The purpose of preparing the database and background is defining existing physical and socio-economic development potentials and constraints of the residential area/s and Makkah city; and, in turn, formulating development requirements, expectations and alternatives. The analysis and investigation should be conducted for Makkah city. The database and background include:

* **Statistical data** from the statistical year book.
  - Population data: size, growth, rate of growth and population classification of age and education.
  - Economic data: economic activities and size of each activity, population classification according to economic activities,
  - Suitable future physical development
  - Environmental data: size and locations of environmental hazards
  - Services: kind, size and location of different services

* **Surveys**: The purpose of the survey is analyzing the existing built-up area and conditions of the settlement, in terms of land-use pattern; building heights, conditions, number, and kind of construction and structure materials, physical growth, physical pattern and character, environmental

hazards, land ownerships, classifying vacant lands within the built-up area, defining suitable lands for development and expansion, etc. The outcomes of the survey include maps of land-use; buildings heights, conditions, materials and construction; etc.

6. 2. Development Key Issues:

The development key issues are subdivided into five main issues: 1) residence and built-up areas, 2) local administration, 3) local economy, 4) environment, and 5) social key issues. The development key issues could be defined through the analysis of the current condition of the socio-economic and spatial character, and the questionnaire distributed during the partner assemblies of the residential area or district as follows.

1. Issues of residence and built-up area: the questionnaire focuses on defining solutions and ideas for controlling the physical growth and shortage of infrastructure and services with the development partners.

2. Issues of local administration: the questionnaire defines qualification gaps within the employees of the local administration for conducting participatory planning; training chances for re-qualifying; and constraints of achieving this purpose.

3) Issues of local economy**:** the questionnaire role is defining potentials and ideas of solution, productive activities in the residential area and possible methods of development.

4) Environmental issues: the questionnaire should be able to define environmental issues such as pollution, solid wastes, environmental hazards, etc. in the settlement and possible methods for overcoming these issues.

5) Social issues: the questionnaire also focuses on defining major social issues such as illiteracy, poverty, unemployment, crime, violence, drugs, etc.; and proposed projects to decrease the magnitude of these issues.

The procedure starts with distributing the questionnaire between the local development partners. The purpose is to point out all development issues, identify proposed physical pattern in each residential area or district.

6.3. SWOT Analysis

By the end of the first set of meetings, consultants are responsible for collecting, summarizing and organizing all answers and responses from the local partners. These answers should be analyzed in a format of SWOT method (strengths, weaknesses, opportunities and threats), through which a general perspective could be formulated regarding the residential area and ideas of local development partners, in terms of physical patterns.

Priority issues

Consultants are responsible for defining:

* Key development issues

* Targets in relation to key issues

* Alternative activities for achieving targets

Partner assembly

* Consultants held partners assembly for discussing and defining key issues and targets for the local unit and opportunities of allocating and implementing development activities.

* Assuring the commitment of local partners

* Classifying proposed physical patterns according to range of the required services at the level of the residential areas or districts. Consultants may propose additional physical development patterns according to the analysis of the database and district background.

6. 4. Development Priorities and Suitable Physical Pattern

Alternative allocations: Consultants define development priorities as alternatives for suitable physical pattern.

Alternatives of physical expansion: Defining alternatives for physical expansion based on outcomes of partners assemblies.

Results of partners assemblies and workshops: focus on

- Defining the suitable physical pattern for the residential areas or districts; main key issues and development objectives; and the legal plan and building regulations.
- Consulting the central authorities for defining suitable development regulations and organizations.
- Proposing building management and control.

6. 5. Purpose of the Physical Development for the Residential Areas:

The purpose of the Physical Development for the Residential Areas is defining:

- The limits of the built-up area.
- Priorities of physical patterns: pattern of physical development, social development, improving the quality of the environment.

At the end of this process, a partner assembly meeting should be held for final check up, revising and approving the suitable pattern for the residential areas.

8. Conclusion

This paper discusses the utilization of participatory planning for physical development of residential areas, Makkah city, Saudi Arabia. Residential areas are used as a case study to emphasize the role of participatory planning in initiating the suitable physical pattern by using SWOT analysis.

The current planning issues of the existing and new residential areas of Makkah have increased the importance of adapting a suitable physical pattern for the residential areas. The outcomes of the investigation and analysis of the existing residential areas in Makkah proof that socio-economic changes have negatively reflected on trends of spatial growth during the last few decades, which have

led to significant impact on the existing pattern of residential areas in Makkah. Although various physical patterns have been provided for the residential areas, in addition, criticism is facing these new developments, in terms of suitability to the culture of Makkah and impact on the environment. This situation requires initiating suitable physical patterns that should highly provide the physical development of residential areas in Makkah characterized with social and environmental potentials and consider local participation of all parties. The idea of participatory planning, accordingly, is now widely recognized as a basic operational principle of development programs and projects. It takes time, understanding, determination and resources into consideration that involves local people, and their ideas, skills and knowledge. Participatory planning can ensure sustainability, make development activities more efficient and help in building local capacities. The end result of this method is a development process. Implementing participatory planning implies a different way of working, approaches, methods and expectations, with staff at all levels need to be aware of these. Within this context, SWOT analysis is a participatory tool that gets local people actively involved in defining the problem and to use their opinion as input for the rest of the process. The fact that they are involved at such an early stage means that the entire process is more likely to meet their requirements. This tool enhances social cohesion to a slight degree, by involving local residents, together, from the problem definition stage. This early involvement improves relations and trust between residents and institutions.

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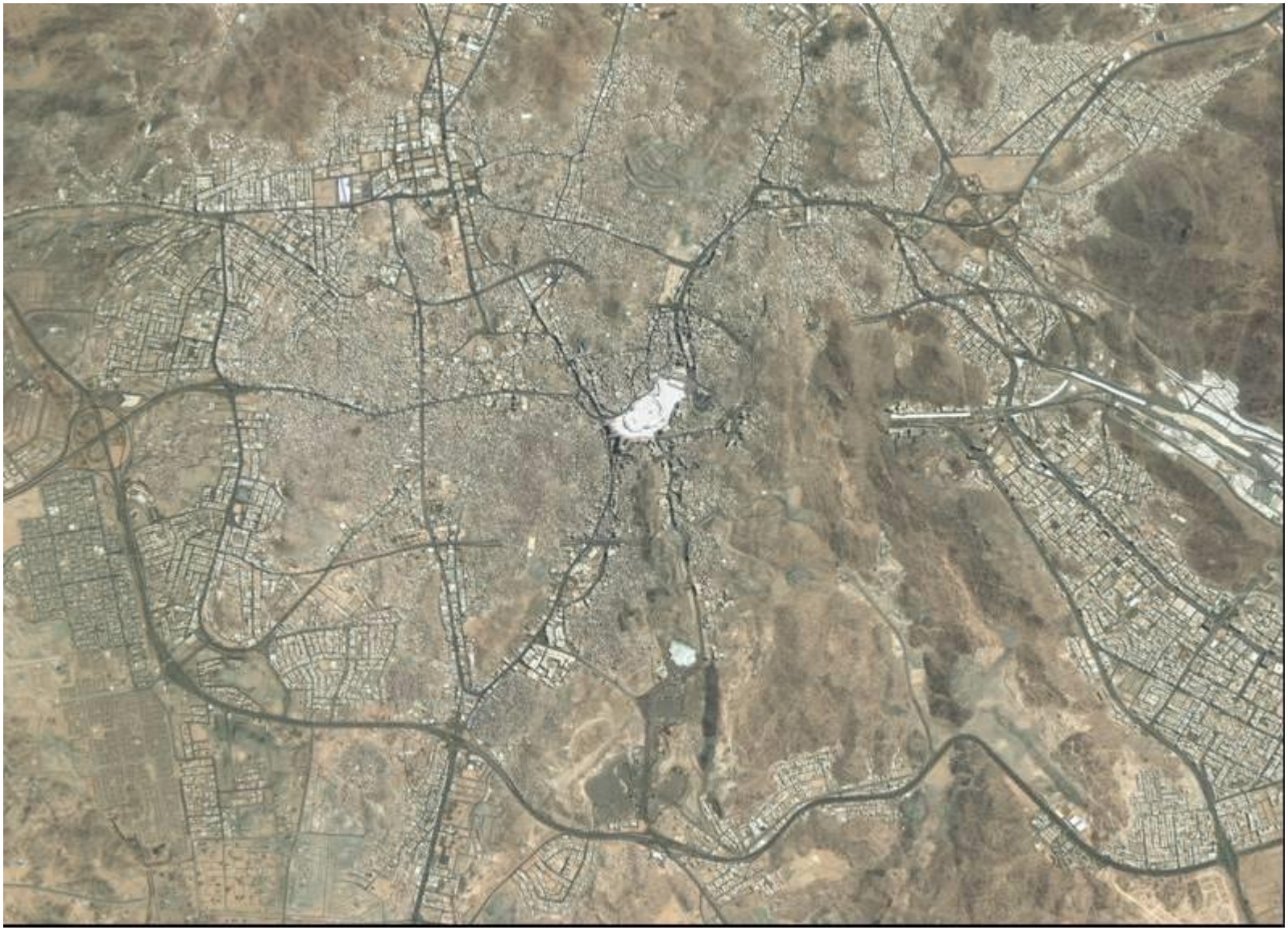

Figure 3: Physical Patterns of Makkah Residential Areas (Makkah Arial Map)

Squatting Areas (Urban Pattern Unshaped)

Old Traditional Urban Areas

Old Traditional Urban Areas On Main Roads (Traditional Urban Pattern)

Figure 4: Physical Types and Patterns of Makkah

Urbanized Rural Areas (Traditional Rural Pattern)

New Planned Urban Areas (Organic Urban Pattern)

New Planned Urban Areas (Grid Urban Pattern)

Figure 5: Physical Types and Patterns of Makkah

Figure 6: Layout of Eskan District

Figure 7: Layout of Bathae Qurish