Newcastle University

THE ROLE OF LOCAL MUNICIPAL BRANCHES IN PLANNING,

DEVELOPING AND MANAGING URBAN GROWTH IN SAUDI ARABIAN

CITIES: A CASE STUDY OF THE CITY OF JEDDAH

A PhD. THESIS

BY

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UNIVERSITY OF NEWCASTLE UPON TYNE

2013

THE ROLE OF LOCAL MUNICIPAL BRANCHES IN PLANNING, DEVELOPING AND MANAGING URBAN GROWTH IN SAUDI ARABIAN CITIES: A CASE STUDY OF THE CITY OF JEDDAH

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Presented to the Graduate Faculty of the

University of Newcastle upon Tyne
School of Architecture, Planning and Landscape

In partial fulfilment of the Requirement for the Degree of

Doctor of Philosophy

2013

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Supervisor of Dissertation

بسم الله الرحمن الرحيم

In the Name of Allah, the Most Beneficent, the Most Merciful

Acknowledgements

In the beginning, my thanks and praise be to God for blessing, health, wellness and strength to carry out this study as he wanted and wished to benefit and further improve urban management. I thank God for the completion of this thesis and obtaining a PhD from the prestigious Newcastle University, School of Architecture and Planning and Environment.

I extend my thanks to all those who contributed and helped me throughout this time: all colleagues and friends alike from the Jeddah municipality or the private sector. I also extend my thanks and gratitude to professors from the University of Newcastle: Dr Tim as the first supervisor of the thesis and supervisor Barry Wood as second supervisor. Both have given me a lot of important information that helped me accomplish the thesis. I would also like to thank Dr Graham Tipple who contributed helpful information and helped me overcome a lot of difficulties and obstacles. Finally I thank Dr Geoff Vigar who spared no effort in providing assistance and clarification on many parts of the thesis.

I thank His Excellency Professor, Dr Adnan Addss who assisted and stood beside me for long periods of thesis while in Saudi Arabia. Not forgetting the Professor Dr Abdel-MejuidDaghistani who is credited with having God in this prestigious University who guided and encouraged me to benefit from my experiences in practical and scientific presentation of the study on the management system in service organizations. And not forgetting Dr.Mr.Khalid Mandeli who helped me in several positions in finishing the thesis.

Also special thanks to my family, my wife and children for their patience, encouragement and for providing comfort and an atmosphere conducive to completion.

Dedication

I would like to dedicate this work to my father and my mother, who died before seeing their journey in life to harvest. I pray to Almighty God "," Lord of the mighty throne, to forgive them and have mercy them righteous mercy and paradise House doorsteps higher than heaven. Oh God, Amen.

Abstract

The impacts of urbanization are becoming increasingly recognized and severe both on national and international levels. The demands of growing populations in cities cause major economic, social and environmental problems. These problems can relate to inadequate infrastructure and lack of access to essential services. The rising awareness and challenges of rapid urbanization has led to urban governance and growth management becoming major research themes in the academic literature as good development principles are sought for effective planning management in urban and surrounding areas.

This study focuses on cities in Saudi Arabia, in particular the Jeddah Municipality, which shows some classic problems and issues relating to urbanization. The main research aim was to determine to what extent the current organizational structure of Jeddah is appropriate to address the problems of urban areas. Furthermore, this study has looked at establishing an analytical framework that can contribute to improving management and organization of urban development in the city of Jeddah, by investigating the role of the Jeddah Municipality and Municipal branches to improve the management of urban areas and address their impact on city planning both economically and socially.

Primary data was collected through questionnaires and interviews with officials and citizens in the city of Jeddah. It was found that the city of Jeddah grew rapidly and significant activity in terms of physical changes and economic and population growth created a number of problems including inadequate provision of municipal services and public facilities to the citizens; reliance on central administration to conduct affairs and do decision-making without taking into account requests and needs of citizens and their desires to participate in the urban development of the city.

A number of recommendations are made to promote change in the organizational structure of the Jeddah Municipality and the municipal branches, as the study showed that the current structure lacks integrity with regard to urban planning, development and management of growth. These include improving the existing organizational structure and making it more efficient and improving in the ability to

manage changes informed by citizen needs. It is hoped that these recommendations will be effective not only in Saudi cities but also in other cities worldwide.

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1   Introduction

Inspiration for this thesis arose from the author who worked in the Jeddah municipality from 1982-1983 and whom subsequently moved into several leadership positions including the mayor's office. This experience led to an awareness of many issues regarding the provision of public services by the Central Municipality and municipal branches. The most important of these issues was the decentralized management approach adopted by the Saudi Government, which was accompanied by the following problems: weakness and absence of management; the quality and lack of infrastructure for the city of Jeddah; the deterioration of the urban environment; numerous slums; duplication in application of regulations and different levels of municipal branches; and challenges, complexities and constraints facing the Secretariat of Jeddah in the application and implementation of management and development in urban areas. All these problems have emerged in the absence of a strong economic base in urban areas.

Effective management of organizations has a direct impact on the development and improvement of performance of all services and utilities that serve the population in the cities of the world. This research focuses on the complexities of the current administration and of the city, such as, urban development and its relationship to good governance; identifying the appropriate government agencies to provide services and utilities to the city's urban population; and in particular reflecting on the powers and responsibilities of local organizations such as the Jeddah municipality and the municipalities and other service organizations. Saudi Arabia has pursued decentralization management. This thesis provides feedback from citizens, residents and visitors to the city of Jeddah, as well as secretariat staff workers and municipalities on issues and the complexities and challenges facing the Jeddah municipality in this regard. This is pursued with a view to accessing model solutions to develop and improve the performance of public services and utilities provided to citizens.

This research reviews the application of the decentralized management approach in the Central Secretariat of the municipalities and the extent to which the organizational structure and relationships activate the role of municipalities to achieve the main objectives of the Jeddah municipality.

Given the complexities associated with studying such organisational issues, an exploratory study is necessary first. Research on the impact of decentralization in the administration of Saudi Arabia cities is then considered focussing on a case study in Jeddah. Theories on the implementation of this approach to management are considered to contextualise the study. The research also collects primary evidence to test a set of research questions that arose from the theoretical review.

1.1   Scope of the study

Managers and officials worldwide in all types of organizations are concerned with the concepts and basic principles of good and sound governance. Its components are used by many leading academics to assess performance in governmental service and to determine the relative successes and failures of organizations. However, there are many differences in theories concerning the definitions and methods used in the measurement process. This study focuses on Saudi Arabia, in particular the municipality of Jeddah.

1.2   The importance of the research

Measured success of any governmental organization is in the form of whether it achieves objectives developed through the strategic plans of the organization. This of course is also reflected positively in the levels of economic, social and environmental development of the city, in the case of urban governance.

All strategic plans for development in the Kingdom of Saudi Arabia are aimed primarily at developing and improving services provided to citizens. Given the high rate of population growth there is a need to speed up the provision of infrastructure in the cities of the Kingdom of Saudi Arabia through the secretariats of the cities.

Increases in population are associated with the demands to improve living conditions, housing, employment opportunities and the provision of public services and utilities. The various levels of Saudi government are responding to meet the needs of citizens. However, slow procedures, routine work and the lack of powers given to officials lead to frequent complaints from citizens being raised in the newspapers and in the media. The province of Jeddah is typical of such circumstances and was chosen as a case study, in particular given the author's experience and knowledge of the city.

In addition, early in 2006, the Jeddah municipality made several administrative and technical reforms to address issues caused by difficulties in pursuing urban development and aimed at improving performance in many service agencies. These reforms changed the organizational structure of the Secretariat of Jeddah and municipalities. Staff, with experience in municipal work and leadership formed new leadership teams. However, these reforms only went so far to resolve some issues and problems, for example, poor coordination between the public administrations and municipality; this provides a focus for this study. Furthermore, the secretariat and municipal branches in administrative reforms had a view to improving and developing human capacity, performance and modern management by allowing a large number of staff to attend training and rehabilitation to improve their performance. However, the Secretariat and subsidiary municipalities are still operating under the umbrella of the Central Administration and not as an organization with financial and administrative independence (Mandeli, 2008). Development and good urban planning can be achieved only through improved management and policies, not money or technology alone (United Nations - Habitat, 2002). This is true for Jeddah, as there has been significant investment in terms of technology, financial and budgetary allocations, yet no real progress in efficiency in the management of projects or even in providing basic facilities.

1.3   Research Questions

This study aims to review the impact of the policy of decentralization on the administrative nature of governance in cities in Saudi Arabia, with a focus case study city of Jeddah. The main research questions are:

What is the extent of the application of the administrative decentralization policy in cities of Saudi Arabia, with a focus on the city of Jeddah?

What are the constraints facing Municipalities such as Jeddah in implementing good governance, such as the decentralization of the decision-making process?

Using Jeddah as a case study, the main questions have been broken down into the following:

What are the major complexities and challenges that face the current urban management in Jeddah municipality? To what extent does the centralization of Saudi administrative system affect the practice of good governance?

There are many administrative challenges and complexities facing the Jeddah municipality in the development and improvement of urban growth and the environment, in particular infrastructure, to meet the needs of the population. These cause stress and confusion in issuing arbitrary decisions in the absence of adequate information and reflect negatively upon performance and actual work, in dealing with issues and problems under decentralized decision-making.

To what extent does the organizational structure help address the issues effectively in urban areas with high population growth rates?

This question aims to clarify the extent of the interaction of the current structure of the Jeddah municipality to address the problems, difficulties and challenges facing municipal branches and how they communicate with the other departments in developing appropriate solutions and coordination, as well as, supporting cooperation between the public and private sectors to contribute to the solution of problems e.g. by investing in municipal facilities and infrastructure of the city. This analysis will highlight the structural constraints and gaps in the systems of Government as practiced in the Jeddah municipality. The recently launched restructured Jeddah Secretariat has the following functions:

- To develop a clear vision to accomplish the tasks in the light of the approval of the Council.
- To oversee the implementation of the key stages of the project through a contract with global company specializing in the area of management development.

By considering views of the citizens, in terms of satisfaction levels of performance, the role of municipal branches in providing and improving services may improve the ability to solve issues and problems of the citizens. Research and analysis of this question, which is one of the basics of urban management of any service organization in dealing with the underlying basic principles of sound management, considering elements of participation, autonomy, accountability, transparency, independent quality of service delivery and urban management method with high efficiency. The research will address analysis on basic elements of the existing administration and others exist to clarify the vision in the current deal of the Department in the Jeddah Municipality and its role and relationship with municipal branches.

What are the changes needed to improve the urban management structure so that challenges of urban development can be met?

Through analysis and literature review, theories concerning the rules and organizational structures for non-profit and governmental organizations that contribute to efforts in providing better services to the population of the city both smoothly and in line with the high command of the senior leadership of the Government of Saudi Arabia will be considered.

In light of the aforementioned issues, it is possible to encapsulate a singular research question summarizing the intent of this analysis and the findings raised during the course of the investigation: *What are the primary challenges and effects of municipal Decentralization within the specific context of Saudi Arabia?*

Among the necessary issues under discussion with respect to the challenges of decentralization are issues of optimizing the administrative structure to advance the efficiency of urban management through bureaucratic reform. There are examples possible from similar efforts worldwide that can contribute to reform efforts, not only from other governments. Insights for reform would benefit from special scrutiny to business models as well as non-profit organizational plans, especially those with an international focus. The advantages of deriving lessons from international organizations is flexibility under different legal structures. This permits a core of fundamental principles that can be adapted for diverse purposes. Similar ideas can be generated by studying the approaches to administration in several different countries; as will be conducted in this analysis. In this method, common elements can be derived that will prove applicable to challenges in any other country. There are many possible strategies by which administrative reform has been attempted worldwide, but this analysis will focus upon a singular approach with numerous sub-categories discussed in detail.

1.4 Objectives of the research

To assess the research questions, a number of objectives are set:

- To examine perceptions of service delivery quality from service providers and citizens and to compare them.
- Consider the effects of decentralization on service delivery.

- To assess the potential of the type of Municipal structure, used in Jeddah, to deliver high service quality and effective performance

- To assess the Municipal organizations in terms of level of participation, autonomy, accountability, transparency and equality in regional development.

- To identify constraints affecting urban development and management in Jeddah arising from issues of organisational structure.

- To develop a range of recommendations for improving the performance of the Municipal organization.

1.5   Research Approaches and Methods

The aim of this research is to consider the decentralization policy of governance and urban management in Saudi cities, by conducting a case study in the city of Jeddah, the Holy capital region on the eastern coast of the Red Sea, located in the western part of the country with a population of three million people approximately. Research methodology is established to achieve answers to the problems of the efficient application of decentralized governance and identify the pros and cons of the concept of decentralization among officials and citizens.

Based on personal experience of working in "Jeddah municipality", the researcher has generated a deep understanding of the challenges involved in urban development. To complement this, numerous interviews were conducted with officials in Jeddah Municipality: the Mayor's office, Assistant Secretary, general managers, Directors of municipal branches, Heads of administrative units and some staff at the Secretariat level and municipal branches; see table 6.1. These interviews revealed the need for such research and the first step on the way to the formulation of a clear and precise statement of research problem.

At the beginning of the research, the researcher posed many questions based on previous experience in the Jeddah Municipality and the experience of some municipalities around the world. In addition, scientific theories and articles published in local and international newspapers and magazines along with some documents in the municipal branches and Central Jeddah Municipality, concerning the concept of decentralization, urban management and management of city growth and effectiveness and efficiency in dealing with new approach to management were studied. The literature review also contains a

discussion of the physical, social and economic development in many cities in Saudi Arabia, particularly the Saudi city of Jeddah. Also, it contains discussion of the latest urban management problems and challenges facing Jeddah including poor infrastructure, large slums and double rainwater drainage systems and sewage networks, high level of groundwater in urban areas and the lack of administrative coordination with governmental agencies, service and delay and deferring the adoption and implementation of vital projects.

The research is both descriptive and exploratory in nature, and uses both quantitative and qualitative methods. A descriptive research describes the status quo or 'what exists' and is therefore constructed to gather data about the current variables and their interaction with each other in the situational context (Fischer, 2004). The current research is descriptive as it describes the current situation with respect to the working of the two-tier management system in urban development, both globally and locally at Jeddah. An exploratory research is concerned with finding out new ideas and for detecting new information that may as yet may not even be fathomed (Fischer, 2004). Thus, the current research also aims to explore the specific problems that the two-tier system may be burdened through the respondents of the questioners of the research with and to find innovative solutions for the improvement of the urban development process at Jeddah.

The research design, that determines how the practical research is conducted and how data collected and analysed, is largely dependent upon the research approach. For descriptive research, the research design is more structured as it is already known what variables are to be assessed and what expected value ranges may be. For exploratory research, the research design is more flexible and unstructured as unknown variables are involved and its best to leave the scope open. In the current case, the research design will contain both a structured as well as an unstructured component so that the data can be collected to fulfil both the descriptive and exploratory research aims.

At the outset, a preliminary pilot study was conducted using one-to-one interviews and conversations with officials, and workers within the central Municipality- local municipal branch structure and with a number of residents. Preliminary results of the pilot study showed unsatisfactory levels of performance in key areas of urban development, good governance and management of growth and jobs by the Jeddah Municipality and in the local

municipal branches in dealing with problems and issues of urban growth and the needs of the population including the provision of municipal services required. This is despite the availability of plans for development and deployment of urban development and urban management strategies. On the basis of the collected qualitative data, the main research questions were developed and the questionnaires made.

Research was conducted with managerial and non-managerial employees at the Jeddah Municipality and also the general citizens of Jeddah. This ensured that the research gathered both the official and unofficial views about the current situation as well as perspective on what could be done to better it. The research was conducted in the Makkah Province, city of Jeddah.

The study devised three different types of questionnaires that were used to gather data. One questionnaire dealt with the strategic level, the second group of questionnaire dealt with tactical level and the operational management levels in the municipal organization structure, and the last group deal with the collecting the views of the general public and residents of the city of Jeddah. Statistical analyses were used to analyze the data collected, derive results and findings, and reach conclusions. The analyses were conducted using Excel and the Servqual Model.

1.6   Structure of thesis

Chapter 1 provides the introduction and overview of the research problem, research approach and research methods.

Chapter 2 is a literature review that covers concepts of urban governance and management and the urban management structure and operations in Saudi Arabia. The literature review provides an understanding of the principles of good urban management principles and practices and therefore assists in the development of the research questionnaire.

Chapter 3 discusses the urban development and growth management in KSA in detail, discussing and analysing the organizational structure of the Ministry, the Jeddah Main Municipality and the local branches.

Chapter 4 elaborates on how urban development has progressed in Jeddah and evaluates the planning, and decision making process in the Jeddah Municipal organization.

Chapter 5 contains a discussion of the research philosophy, methodology and methods employed in the research.

Chapter 6 contains the research findings from the survey of type 1 respondents (the officials of main Jeddah Municipality) and type 2 respondents (officials of municipal branches).

Chapter 7 contains the research findings from the survey of type 3 respondents or the citizens of Jeddah.

Chapter 8 contains an analysis of the research findings in the light of the literature review, researchers own experiences and the insights gained in Chapters 2, 3 and 4 about the current organizational structure and decision making process of Jeddah Municipal Organization.

Chapter 9 contains conclusions and a list of recommendations.

1.7   Summary

This chapter gave a summary of the management style adopted in the Jeddah Municipality and municipal branches and covered how decentralized management approach works and its impact on decision-making. It has also presented clear research questions and objectives to be achieved in this thesis and touched upon the methods and approach used. The methods and approach used in accessing the information and the way information will be assembled, have also been briefly introduced.

2   Urban Governance and Management: The Background

2.1   Introduction

This chapter reviews literature on the concept of decentralized governance situated in the context of a broader literature on urban management. Facts, views and experiences differ between authors, yet all are considered in terms of how they could be applicable to urban governance, efficiency, effectiveness and administrative approaches in Saudi Arabia.

The literature review is guided by the following themes:

1. How can we create an analytical framework that can contribute to improve the governance of two-tier decentralized governance systems such as in the city of Jeddah?

2. To what extent is the organizational structure of contemporary Jeddah Municipality appropriate in addressing the issues effective in urban areas and in organizing urban development?

2.2   Decentralized Management Style

Following the World Bank's adoption of a decentralized management style, many authors have covered the topic, particularly with respect to developing countries. For example, applying the decentralized method in Africa in the 1980s and 1990s led to improved services which were distributed efficiently and fairly among the population. In addition, the recommendation of decentralization can accelerate decision-making processes and there is increased participation by local populations. This will lead to decisions that are more suitable for people's needs reducing corruption and cronyism, which were associated with Central Government (Boehren & Oedegaard, 2003; Fallatah & Dickins, 2012). In terms of why a decentralized framework is needed; the tool by which to gauge the success of a decentralized management system is efficiency; specifically the reduction in corruption and accomplishment of stated mission objectives for government agencies.

Ajit (2000) noted that the motive for the application of the decentralized approach varies from country to country. In Eastern Europe and the former Soviet Union it provided greater

opportunity for citizens to participate in decision-making. Triesman (2002) pointed out that decentralization is an effective tool for delivering services to local communities increasing efficiency, participation and accountability in the service sector in Uganda.

Ajit (2000), Triesman (2002) and Golola (2003) define four types of decentralization:

1. The transfer of administrative responsibilities from Central Government to local governments.
2. The transfer of administrative and management responsibilities of the central ministries to define specific tasks to organizations that are external to the bureaucratic structure.
3. Transfer of powers and the authority and functions from the top of the Central Government to local units who gain important legal, financial powers and self-rule to run areas without reference to the Central Government.
4. Privatization-the transfer of responsibilities to private firms or individuals in the provision and delivery of services provided by private sector companies through a competitive bidding process, administered by government agencies.. Where the authority is one of the main features of the devolution of power to local governments to exercise financial and political autonomy.

Application of the decentralized management approach emerged in the 1970s in most developing countries because of dissatisfaction with the central regulations and instructions and their negative impact on decision-making for securing services, utilities and infrastructure. This forced senior leadership in developing countries to conclude that a better way to satisfy the people was to involve them in the decision-making process. World Bank (1999) stated that decentralization is an essential part of the reform process to activate and promote the efficient use of human and material resources to ensure the needs of local communities in developing countries. Golola (2003) considers decentralization as a response to global demand for fairness and accountability and to provide efficient services and effectiveness, which inverts Central Government systems. Golden (2007) says that decentralization enhances efficiency and reduces bureaucracy and provides two benefits for society: freedom of access and freedom of decision-making. Meaning decentralization helps people express their needs and this makes people take

independent decisions without interference or influence from the Central Government. According to Brown et al. (2000), local authorities such as municipal councils are more responsive to local needs, and subject to accountability and accounting more than officials in the Central Government.

Golola (2003) outlines four main objectives of decentralization:

1) Transfer of real powers to local authorities, to reduce the workload of the officials of the Central Government.
2) Administrative and political control.
3) Improve financial accountability by establishing clear linkages between paying taxes and providing services and activate the follow-up and control.
4) Improve the capacity and efficiency of local councils in the planning, financing and management services to their constituencies.

Decentralization permits a different hierarchy with diminished potential for corruption. Increasing the number of individuals involved in an administrative function naturally decreases the potential for any single individual to gain unaccountable access to critical junctions in fund allocations. The four factors mentioned above which affect decentralization are critical factors, pertaining to the well-being of the population. As there are a number of mechanisms to be discussed below influencing the process, and which provide advantages towards a decentralized policy. The advantages of decentralization, and how they relate to the core social concerns will be explored below.

Among the advantages of decentralization is the question of participation. By enhancing local participation on a smaller scale distributed over more districts diminishes opportunity and temptation. Ajit (2000) has documented examples of the success of this method from Africa to Eastern Europe, where it has shown success in terms of increasing community involvement, increasing satisfaction among citizens.

Moreover, this method has advantages in terms of efficiency. Even if corruption is not a factor, it is always more difficult for a distant administrator to effectively determine the exact needs of a district her or she has never visited, and does not directly experience. This creates an inevitable potential for misunderstanding, both over and under estimation of

how much or how little money a particular district needs. The greater the administrative challenge, the greater also is the potential for errors. Common sense may not always be enough in terms of the administration of a large, complex country. As logically, those with the most intimate familiarity with the district at hand will better understand its needs. A hierarchical decentralization creates the potential for those most familiar with the local area to a greater participation in the decision-making process. If done correctly, a hypothetically corrupt official in a decentralized system is more likely to be stealing from his friends and neighbours, rather than distant strangers.

There are a number of critical governmental needs which are being addressed through policies of administrative decentralization. This leads to the codification of priorities for government which can be achieved through a decentralization strategy:

Accountability: the ability to hold administrators responsible for the consequences of their actions, and mistakes. Optimal accountability would include both a mechanism to censor officials that are corrupt or incompetent, as it is often helpful to implement an incentive system to attract talented individuals, and reward good service.

Transparency: the extent to which officials' actions are subject to examination by others in government, as well as interested members of the general public. It is the issue of transparency that is often in conflict with the perceived need by the state to maintain national security on sensitive issues. In any society, some degree of transparency is essential. Too little transparency and even other members of the same government may not understand what others like them are doing. This would hamper coordination and cooperation.

Moreover, limitations upon transparency would be of benefit to corrupt officials, by imposing barriers to anyone attempting to prove wrongdoing. This cannot help but inspire mistrust towards government among the citizens. This will clearly promote unrest, and add to the difficulty of public works projects and cooperative efforts involving the citizens. From these reasons, entrenched corruption harms government as well as the citizens, for the inevitable drain of resources and delays of necessary projects.

Effective government: for the above reasons, as well as reasons of efficiency decentralization has the potential to produce a government able to prosecute decisions and allocate resources more effectively. By involving in the administrative process those with the most intimate understanding of their respective districts, the best possible information can be included for high level executive actions. This is extremely difficult in an authoritarian hierarchy where all power resides with an absolutist government ruling from afar where citizens have no right to question, and government policies have no transparency. In such cases, it is difficult to inspire efficiency or loyalty from the citizens beyond the minimum necessary to avoid the use of force against them.

These factors will be discussed at length for their implications to the process of administration and decentralization. It is also essential to relate the core social factors affecting decentralization in terms of the advantages for government. For the purposes of this analysis, the essential question is a way to improve efficiency by involving citizens in the governmental process at the local level which they know best. This is important for any effort by the government to perform a public works, and to efficiently allocate resources. Among the four social factors, the question of poverty obviously becomes essential. It can serve as both a problem to be solved, and an obstacle against any attempts to solve such problems.

Endemic poverty has an influence on all the other social factors mentioned. Education is of low quality, or not available at all due to the needs by the population to employ children for the purposes of subsistence farming, or scavenging in extreme cases in the interest of survival. Therefore, extreme poverty renders effective education impossible. Moreover, it is common to have large families in an impoverished area, for various reasons. Partially as a result of poor birth control, but in addition as a deliberate strategy, high population would have been useful in the ancient past in order to provide labour for the purposes of subsistence farming. In some heavily impoverished districts, this may still hold true. Extremely large families are rare in the developed world due in part to the costs of raising and educating children in a modern setting. Vehicular transportation becomes problematic with an extremely large family. And in a developed country, providing a college education

for seven or eight children may prove impossible unless those children are able to support themselves.

In the developed world, large families are less necessary because modern medicine permits a majority of children to survive. This is related to the third reason for large populations: the hope that if a family produces many children, they may have at least one extraordinary child that can provide a significant advantage for the underprivileged circumstances of the family.

Alleviating property requires dedicated efforts, efficient administration, and active measures to combat corruption. Some source of capital or some valuable resource may also prove essential – but even if it is a source of capital can be found to attract resources from outside the area, without efficient administration any such potential that exists will be squandered, wealth wasted in the hands of a few corrupt bureaucrats or strongmen. While there are no easy ways to provide valuable capital for the purposes of development, lifting the population out of poverty still demands efficient administration in order to utilize what resources do exist.

In the case of Saudi Arabia, it is not problematic to locate a resource of interest to the rest of the world with the potential to draw in money and other forms of capital for the benefit of the population. The question becomes, who will benefit? A handful of corrupt individuals, the government or everyone. This is the question posed here: how can you structure administration and allocation of resources to improve the quality of life for all concerned, while making the most use out of the available resources?

Another definition for decentralization is defined as a transfer of authority, responsibility and resources from the Central Government to the autonomous local administrations; this leads to alleviate the burdens of Central Government responsibility and helps local sustainable development. Local authority makes it closer to the public and citizens under fair and good follow-up, accountability and shared responsibility and transparency. Bardhan (1997) said that the Central Government is unable to know more local information than local authorities, decentralization is the separation of powers and judicial bodies can reduce corruption by creating a veto over competing jurisdictions.

2.2.1   Decentralized basic concepts

Decentralization is not an end in itself but is a philosophy and development tool that enables people to participate in making decisions regarding the development of their communities of interest. Decentralization is primarily concerned with the transfer of powers and competences from central levels up to local levels lower (Bardhan, 1997).

Decentralization has many forms, for example, the transfer of power from central government to local authorities through responsibility to carry out the division of responsibility to the field units, and units of integrated management coordination among themselves to all administrative levels of government. As well as other forms resorting to do the privatization of services and by providing the opportunity for the private sector to share in the responsibility with the public sector, (Rondinelli, 1999), and in terms of the distribution of state resources (responsibility, finance, and individuals or discretion) between the various government stakeholders, a reflection of the impact on the economic, social, political and cultural aspects (United Nations, Rondinelli, 1999; Smith, 1985; Stoker, 1987). Moreover, joint programs between the centralized approach and decentralized approach in the mandate, responsibility and allocation of resources in a fair and equitable service between government agencies within the departments concerned through the practical performance of the capabilities available within the concerned authorities.

Decentralization may vary from one country to another by virtue of customs and traditions prevailing in each country and differing strategies in countries of the world.

Decentralized management contributes to assisting in the reorganization of the financial and moral incentives in the public sector by conducting an increased accountability in front of applicants and the provision of services to citizens needs and developing comprehensive and clear regulations for the implementation of both financial and administrative services. These reform elements are as follows:

- Clarify the different roles at the level of governments in how to provide public services.
- Distribute financial revenue in a fair and equitable between regions to create an environment to provide the best creative and innovative services and competitiveness between the different levels of government,

- Provide renewed confidence for the local administration to act, provide accountability and efficiency without objection, and clarify matters with transparency and clarity (Low, 2001).

Hamidon and Hattem (2003) wrote about their experience of decentralization in Alexandria. They stated that to achieve decentralization the following basic elements must be provided:

- Local interests that are autonomous legally. In addition to the facilities provided by the State (such as defence). There are also services provided by local administration such as the distribution of electricity and water in the territories.
- To enable local administration units of governance you must have employees and properties, in particular, you have to balance the right to litigate.
- Independent local administrative councils need to be elected from among registered voters in the region.
- The local power organisations shall not be subject to strict control by the central authority. To achieve decentralization autonomy does not need to be absolute, meaning that local authority remains subject to control by the central authority or control of their local representatives. However, this control should not be sharp.

Through the study carried out by both Hamidon and. Hattem (2003) on decentralization, meetings, and interviews with those responsible for the administrative decentralization, it turns out that that administrative decentralization in the application must be subject to follow-up, monitoring and accountability on the basis of the regulation governing the implementation of the regulations and instructions with reports necessary to carry out evaluation and performance improvement. Theoreticians have assessed administrative decentralization into four patterns as following:

- *Waiver*: this means the transfer of power to local governments autonomous or semi-autonomous.
- *Mandate*: the transfer of responsibilities and management services to government bodies and local institutions.

- *Abolition of the central* (or lack of concentration): the power of attorney means the implementation of national programs for the lower branches of government.
- *Abstraction*: the transfer of public services and institutions (government) to private companies and institutions.

It is noted that in all of the four patterns of elements of political, financial and administrative, we find that the greater the size and type of administrative powers granted to the administrative units in the local and regional public administration relate to the process of decentralization approach.

2.3   Decentralized Management Standards

Application of the decentralized management must set clear standards that are easy to understand. According to Hamidon and Gabil, (2003), these should be as follows:

1) Codes that are easy, accessible and clear to citizens, outlawing material or in-kind paid bribes.
2) Choosing the right person in the right place and give them the necessary authority with accountability.
3) Using easy methods and techniques for reaching solutions to achieve personal goals within the regulations and instructions.
4) Incentives for employees to help motivation to innovate and provide distinctive services.
5) Plans and training programmes for employees or rehabilitation to provide service to people efficiently and effectively.
6) Establish a separate watchdog without interference from any external force, and who deals with full transparency and clarity so that appropriate punishment regulations are administered accurately and honestly.

There are many factors that affect the decentralization, such as institutional capacity, political economy, and structural characteristics. All of which play an important role in the decentralization of government expenditure of local authorities (municipalities) and there is a mix of information and data to each other like merge financial accounts with information at the municipal level, such as poverty, population, education, domestic policy. These factors affect the outcomes of decentralization which requires an empirical analysis using statistical analysis.

Environmentalism is important for the purposes of this investigation in the interest of sustainability. For several reasons, it is prudent for Middle Eastern countries to begin to invest in other areas besides the traditional usages for oil and petroleum products. Undoubtedly, these commodities will continue to be extremely valuable far into the future – but it will not remain so forever. Even if new reserves of oil and natural gas not presently known are located and made accessible through technological advances, at some point all possible oil reserves will be fully explored throughout the planet. And at some point, all reserves will someday be exhausted.

With respect to decentralization, it is possible to talk about power in other terms besides simply a political/authoritarian sense. An essential component of the administrative reforms necessary to improve upon the four social dimensions of decentralization mentioned in the first chapter is the physical status of the living conditions for the populace. Here power also refers to electricity, and methodologies intended to improve these conditions are an inevitable part of the discussion.

In terms of electrical power, future ideas for power distribution for municipal purposes largely focuses upon what are termed smart grids, for the purposes of green energy. Power grids will be integrated for greater efficiency, supported by systems permitting greater energy awareness. The objective is to eventually build a smart city of a growing metropolitan area. This requires considerable power system planning, as well as advances in automation. Until truly renewable sources of energy are efficient, to enhance efficiency and cut waste. In this regard, more research will be required to address regulatory issues in terms of power grid maintenance, and operational issues. Ultimately it is an issue of efficiency and responsiveness; decentralization is an opportunity to curtail corruption and utilize allocated resources more effectively (Stoker, 1987).

In addition, many government are playing an important role in the area of environment through activities approved and relating to the protection of the environment through the approved programmes in waste collection, disposal and recycling, and also in the control and evaluation of infrastructure development. They also helped determine the economic growth path of the city and allowed freedom of decision-making. According to Bartone (2001) good governance and effective management is based on transparency, social

participation and accountability. Are key elements of sustainable cities and urban management linked to help provide environmental infrastructure and services in an equitable manner?

However, Prud'homme (1995) and Shleifer and Vishny (1993) pointed out the potential dangers of decentralization. The city may grow at the expense of another town, causing increased migration to civilized cities in search of employment. This naturally leads to increased corruption spread through independent mechanisms for taking bribes. Some local Governments find themselves with additional responsibilities with respect to the management of the urban environment, but lack the powers to be effective. In those cities, local capacity to collect taxes is quite primitive. This inability to raise finances contributes to the failure of local authorities in their efforts to exploit and maintain infrastructure. Then, the relationship between decentralization and the quality of the urban environment is an empirical question.

In the Philippines experience, the researcher reviews the application of the decentralized approach, in the country. Azfar et al. (2001) found a lot of service problems afflicting populations in the Philippines such as poor municipal services, health and education following decentralization. According to the Government to implement decentralized management approach in dealing with the public to improve and develop better services, the relationship between the central authority and local authority is more effective and efficient in improving performance. There was a performance level assessment and a survey in June 1999 by Gold Project (1998). 68% of the public were satisfied with the level of service and performance, and 32% dissatisfied with the performance level due to poor follow-up and neglect of accounting errors. If the assessment of the level of performance in terms of health found that 58% reported that the level of performance clearly improved health. While 8% disclosed that performance worsened, and 34% reported that level remained unchanged. Since the 1980s the results showed that the Philippines has succeeded in making progress in health programmes such as immunization programmes and tuberculosis, maternal and child health. This is testimony to the success of the decentralized management approach despite the prevailing chaos within local authorities.

Decentralization in Peru (reform of the Constitution in 2002) occurred to avoid financial crises afflicting the country, but there was weak capacity and limited possibility. The Central Government was imposing conditions on proposed electoral spending (such as the need to submit proposals for approval from the Central Government for large capital investments) Municipalities are elected every four years, and they need to be involved, with consultation every year with constituencies and civil society in the planning and budgeting. Although the Central Government oversees the training of municipalities and local management practices, it was left to local authorities most of the time to meet budgetary expenditure allocated to them. There was variation in spending between municipalities for capital projects who could access different financial sources This created an inability of decision-makers to gain access to the channel of funds available to projects serving the city, forcing bonding to return them to Central Government for inclusion in the financial allocations for the coming year.

2.3.1 Advantages of decentralization
Three aspects include:

1. Socially: the emergence of the type of cooperation and solidarity between members of the group to achieve the desired goals of the organization. Though there are different cultures and policies amongst members of the community their joint efforts for local development are important (Kabbani, (1981), op. cit., p. 110. Boudiaf, (2008) ibid., p. 185).

2. Politically decentralized system: democracy enables people to be representatives of the people elected to municipal councils. Decentralization as an effective tool to embody the idea of democracy. (Kabbani, (1981) op. cit., p. 110).

3. Administratively: decentralization of administration to apply the principle of bringing the audience and simplifying procedures and rapid decision-making at the local level (municipalities).Decentralization helps to ease the burden on central authority enabling flexibility, mobility, activity and participation in decision-making (Stein, 1998; Boehren & Oedegaard, 2003; Fallatah & Dickins, 2012).

2.3.2 Disadvantages of Decentralisation
Three aspects include:

1) Politically decentralized system: leaving the central system could influence and dominance important topics affecting the country's unity, security and stability. Although central authority are in control of financial resources, they pose no risk of politically. (Kabbani, (1981) op. cit., p. 110).

2) Administratively: a decentralized system interested in things and local interests above and over national affairs, leading to heterogeneity in administrative work. (Kabbani, (1981) op. cit., p. 108).

3) Financial area: decentralized system helped to displace public expenditures, and load the State Treasury with huge financial expenses annually.

2.4 Decentralization and Corruption

During the past twenty years, decentralized administrative reform swept the world, as pointed out by both Boadway and Shah (2009) and Shah (1998). Decentralization reforms were concentrated in the political, administrative and financial sectors which do not have any sound Central Administration. Despite the success of management decentralization, there have been problems such as corruption of the administrative and financial functioning by few officials who abused their positions of leadership for private gain, and practices against the public interest have been encountered. This has created a lot of controversy and debate, but the evidence is not sufficient to demonstrate that corruption and decentralization are linked.

Bardhan and Mookherjee (2006) and Boadway and Shah (2009) state that decentralization of government agencies' has led to a lack of appropriate tools, for example staff and leaders at the operational level, scientific level, and the level of expertise and experience is lacking, in addition there is a lack of adequate training. It is difficult to find decentralization in such an environment to succeed or help to resolve problems and issues resulting from the actions of others. Thus there is corruption both administratively and financially at the level of public services utilities and infrastructure provision in urban areas. Contrary to what was stated if there is good urban environment and competent staff, qualified scientifically and practically and able to provide regulatory device capable of accounting, follow-up and

accountability with all transparency. This helps the success of decentralization with service providers such as municipalities.

Mardjono (2005) and Rhodes (1997) point out that the basic principles of the new administration have been applied in the private sector, particularly large corporations, which include transparency and improve accountability and responsibility, and the allocation of responsibilities and roles are clearly defined. This led to the reduction of corruption. They explain that the application of decentralized management approach contributes to decision-making. As well as contributing to the improvement of good governance, democracy and development, which enhances in raising awareness and good practices in governance at the level of public participation.

Also pointed out by Richards (2005), the administrative approach of decentralization is not its impact on corruption but helps to create a good and clean environment within the organization, and contributes to the provision of public resources which is distributed fairly to all communities, and promotes the work of democracy and practices. Santiso (2001) pointed out, when you raise the level of awareness among officials to help them to perform and practice of democracy; this helps to improve the effective control of corruption.

2.4.1 Decentralization Helps Corruption

Some intellectuals and authors, including both Prud'homme (1994), Tanzi, (1995) and Triesman (2002) noted an absence of regulations, clear instructions and lack of accountability and transparency in the follow-up and monitoring of administrative work for the services provided to citizens. If there was the visibility and availability of regulations, instructions, transparency, good surveillance, follow-up and action, decentralization may reduce corruption and help facilitate in dealing with issues and problems quickly. Decentralization when in the hands of incompetent officials, and where they try to favour their individual interests over the general interests of the citizens, creates opportunities for corruption, whether financial or administrative, and this requires the intervention of others such as the police, General Intelligence, with the support of the central authorities, Many authors protested that the decentralization caused degradation of environmental conditions of citizens, and increases in poverty.

2.4.2 Decentralization Eliminates Corruption

A group of thinkers, writers and authors, including, Weingast, (1995), Boadway and Shah, (2009), Carbonara, (1999), Weingast, (1995), and Allen, (2001) stated that decentralization offers great potential and greater accountability and make decision-making to greatly help reduce corruption, and help speed the delivery of services in a transparent manner, creating an atmosphere of fair competition among service providers. The voice of local and central authorities, provide information and data to serve and benefit society and reduce the prolongation of proceedings in transactions of citizens at the local level and enhance transparency and improve the level of services to national institutions as indicated by Boadway and Shah, (2009). In many countries such as India, Bangladesh, Ghana and Côte d'Ivoire, Crook and Manor (1998), found that decentralization promotes transparency and reduces corruption and reduces major theft but increases petty corruption in the long and the small end or fade in the long term. Huther and Shah (1998), conducted experiments and used international data, to point out that the fiscal decentralization associated with improving the quality of governance affectively minimized and reduced corruption and improved social justice, economic management, and helped society participation in the responsibility and take making and reduce bureaucracy. Fisman and Gatti (2002), show a negative relationship between fiscal decentralization and corruption.

2.5 Evaluation of decentralization

To evaluate the curriculum of administrative decentralization in the sites that implement the decentralization through local authorities, as noted by Wolman, (1997) the assessment of decentralization must respond to provide accountability, diversity and participation in decision-making in all aspects of social, economic and political aspects, which makes the decision closer to the realism of the people, and this of course enhances and helps responsible to respond to local needs and increase accountability to citizens. It is this logic, everyone expects that the decision-makers more realistic and know the problems and needs related to areas of more than local decision-makers in the central administration, and in particular service needs and infrastructure.

2.6   Summary and Conclusions on Decentralization

Decentralization has many benefits that make government leaders implement a decentralized management approach to help solve a lot of problems, issues and obstacles facing local authorities.

The application of the decentralized management approach contributes to the valuable spread of democracy and allows the participation of a range of people allowing collective decision-making about various factors involved in the provision of services in the urban development process of the country.

Through the above literature for many writers and thinkers and theorists, including, for example, Prud'homme (1994), Triesman (1999), Fisman and Gatti (2002), Bardhan and Mookherjee (2005): their contribution to the application of the administrative decentralization approach as follows:

1. Reduces and limits administrative bureaucracy and speeds up and facilitates the process of managerial decision-making for urban development, contributing to the equitable distribution of investment resources for the State between local authorities.

2. Central Governments waivers many of their powers to local authorities, because locals are more familiar with their living conditions, their development projects and programmes suitable for urban development. This helps to achieve the goals and plans for urban development.

3. Strengthens direct communication between governmental bodies to obtain data and information on urban development helps develop the correct programs and plans for urban development.

4. Helps to distribute the gains of development with integrity and pragmatism, which affects the positive impact on service improvement and development in urban areas of all regions of the country, thus contributing to reducing economic and social disparities.

5. Leads to reduced administrative burden for the central administrative leadership in Government, and helps to get rid of the administrative supervision and follow-up for

many projects and implementation of plans and programmes approved for development.

6. Establishes the principle of democracy and broadens popular participation in development decision-making at the local level, on the basis that the decentralization model is the foundation of the democratic process.

7. Helps to reduce corruption, with follow-up, oversight and accountability.

8. Eliminates many major problems, with smaller problems fading with time under continuous follow-up and accountability.

9. Creates mutual trust between the President and superiority.

10. Increases productivity and helps to speed achievement under moral and material incentives

2.7 Concepts and Scope of Urban Management and Governance

This section deals with the concepts and scope of good governance and urban development and management. It also highlights key essentials of urban management, and the impact of the political set up of a region on the organizational structure and performance of the agencies involved. Finally, it will review the topic of urban governance, how this is understood, its definition, and its impact on cities across the world and in Saudi Arabia and in the city of Jeddah in particular.

Management affects every society and the political, social and economic conditions surrounding it. Ancient societies have focused the power in one place to ensure a strong and secure state. While contemporary States allow local government agencies to perform such tasks.

The most important indicators that infer an organization tends towards a central approach are:

- Higher levels of approval and decision-making.
- More complaints from citizens.
- Decision-making taking a long time.

Indicators of decentralization include:

- Greater number of decisions taken at the lower administrative levels in the organization.

- More issues and problems resolved.

- Lower management levels being allowed to take decisions that are important and non-routine.

Wilde et al. (2009) confirmed that local authorities can consider orders and instructions of central authority and the senior management of the Government, and foster resolutions covering the various public and private sectors and civil society. In essence the local authorities are the mediator between the stakeholders and the strong relationship between the Central Government and various sectors of society in providing services for civil society. Local government derives from the application of the basic elements of good management and reflects the strength of Central Administration in the senior leadership of the Government. The United Nations development programmes, which advocated decentralization in local administration to be the voice of society, particularly for the poor.

Kaufmann et al. (2003), provides a definition of local government in connection with the urban environment and the traditions and institutions by which authority is exercised:

1.   An electoral process by which governments are selected, methods of control and how to replace it.

2.   Local governments enjoy capacities in the formulation and development of strategic plans and have proper methods of implementation, and

3.   There is respect for the citizens and the state for the institutions that govern economic and social interactions among them.

These principles can be summarised as:

I) voice and accountability, II) political stability and absence of violence, III) government effectiveness, IV) regulatory quality, V) the rule of law, and VI) command and control of corruption.

Moka, (2003), has pointed that the governance process, participation and guidance to the growing issues in the policy-making related to the management of the environment and natural resources provide more opportunities for corruption. According to Barton (2001),

governance and management by allowing the participation of society and the private sector, in decision-making and responsibility with local authorities is one of the main pillars of sustainable cities. Despite the praise of good governance, urban management and regard as the essential foundation for sustainable cities and urban environmental management link funding and civilian capacity to provide and secure infrastructure for environmental services on a fair and equitable basis is essential. However, Prud'homme (1995) and Shleifer and Vishny (1993) pointed to a possible outbreak of the dangers resulting from the application of the policy of administrative decentralization at random and unequal capabilities, through the development of non-equal in urban areas and increase the spread of corruption spread through independent mechanisms and their rush to accept bribes under the pretext of decentralization.

According to Bartone (2001), including "urban environment" interactions between population growth and management of cities and the built environment with the natural environment (ecosystem) are essential. Urban poverty is exacerbated by an increase in the slums creating poor living conditions in these environments. However, the Government needs to do something to improve their environment and the provision of public services and utilities to citizens. This is one of the biggest challenges and obstacles facing local government, eradicating slums and improving the urban environment for the inhabitants of these regions.

As described by Bartone, (2001) that there are four indicators of the deterioration of the urban environment and that the government need to address before they escalate. They are as follows:

- Indicators of environmental health, for example, the infant mortality rate, increasing the prevalence of malnutrition in the slums, and increase the spread of infectious diseases among the population of the city.
- Poor environmental quality, for example the lack of water resources.
- Various operational services from one neighbourhood to another because of the lack of equitable distribution of population of employers. For example the production of waste appropriate collection and disposal methods, (bad management of the city).
- Increasing environmental pollution and the failure to implement proper ways to reduce health of these contaminated.

Bartone (2001) states that for the ideal situation for living in urban environment there must be a new administration to provide new elements of modern management to help solve environmental issues. This should achieve a clean environment and equitable balance of access to the required services for the population.

Many writers and authors referred to administrative curricula that help organizations and bodies in the improvement and development of services for citizens and civil society to various groups, and vice versa in the application of inappropriate management curriculum and appropriate for urban conditions for development. Biggs (1991) and Sadik (1980) pointed out that the success of any service organization relies on administrative efficiency. Efficiency, scientific capacity and expertise help in solving issues and problems arising from complexities and administrative political constraints in any service organization (Perrow, 1967 & 1998; Sorensen, 1993). The application of the principles of management and reliance on output, efficiency and administrative capacity, achieved and the goals of the organization with the efforts of staff in the work of achieving the purposes and goals of the organization. Social engagement allows them to participate in the decision-making of the organization service, and healthy atmosphere with a good relationship between employees and their eagerness to improve productivity and development.

For the purposes of this analysis, governance can be thought of as the entire administrative process, and improvements thereof. Governance is not simply a situation where the authorities do not inflict harm upon the populace, but increase the efficiency and effectiveness of policy initiatives and the implementation of executive decisions. The premise of this analysis is that decentralization is an asset to this form of improvement.

The processes of governance and attempts to improve it are integral to this analysis, and it is worthwhile to provide a discussion on the background of this factor under the circumstances. On the whole, Saudi Arabia has made considerable progress in terms of overall governance and a commitment to its improvement over the past decade. In 2005 non partisan elections were permitted for the first time since 1963 (State.gov, 2013). The elections were for sitting members of municipal councils, half of which were elected freely, and the others appointed. This is indicative of a commitment towards citizen involvement in

the governmental process, as well as an ongoing commitment to provide legitimate mechanisms for the redress of issues and grievances by the population.

Moreover, human rights achievements have been made in the Kingdom on behalf of the National Family Safety Program, in addition to the Human Rights Commission. These organizations represent an indication of improvement in terms of human rights, for the betterment of the population and ongoing improvement of rights and protections. For many years a complex court system has been employed including specialized tribunals as part of the executive branch employing legislative procedures in order to adjudicate civil disputes of the sort that might be resolved under tort law in Western countries. This is indicative of a commitment to rationality and justice as the government moves away from arbitrary sanctions of the citizenry.

In the Jeddah specifically, further steps towards improvements in governance allow for relaxation on the normal Islamic constraints concerning gender segregation. In Jeddah, the Chamber of Commerce meetings as well as business-related functions included mix the membership of both men and women. Under ordinary circumstances, the Committee for the Promotion of Virtue and the Prevention of Vice imposes restraints on mixed gatherings in public, but for official business in Jeddah exemptions are possible (State.gov, 2013).

Governance is a critical characteristic, it is also necessary to investigate the connections between governance characteristics and the performance of financial entities in Saudi Arabia. In this instance, an understanding of governance extends through multiple dimensions. There are principles of political governance in terms of human rights, the presence of policies conducive to civil society. The same government principles extend to other institutions as well, in the business as well as political spheres. This analysis will attempt to identify common insights between varying forms of governance and their benefits for the infrastructure of Jeddah.

In Saudi Arabia in particular, principles of corporate governance combined with the political policies of the state are relevant as a result of the position of Saudi Arabia as a member of the G 20 as well as its status as the largest economy in the Persian Gulf area – a result of oil revenues. As the largest oil producer in the world, financial governance over this resource is highly relevant in any discussion concerning the well-being of the citizenry and the

improvement of the infrastructure in places like Jeddah and other regions throughout the country.

Governance within the Kingdom with respect to the financial management of its petroleum resources includes influences from an Americanized stock market or shareholder model. It bears with Western practices in that the governance model is intended to maximize the wealth of shareholders/investors. In this manner, there are tangential similarities between the status of the general population: the ability of the local populace to affect the government is limited be on the local level, but as in the case of shareholders the objective is to maximize the benefit of those investing in the system.

However, there are other strategies for organizing governance principles also worthy of consideration. Other researchers in financial matters (Robertson, 2009) describe the German and Japanese corporate governance strategy, in which governance takes a broader view; the objective is to serve more diverse financial interests, not limited to the shareholders. Under the German Japanese model, employees of the organization, as well as the community at large may receive some benefits when the organization experiences profit. This involves a two tiered system with overseeing supervisors who determine stakeholder interests and bear the responsibility of appointing a board of management tasks with maintaining mundane operational concerns within the organization itself.

Additional research could be conducted to explore ways in which the German Japanese model might inform policy decisions in the Kingdom, to the extent that greater benefits from the petroleum industry might trickle down to the populace at large. Any analysis of effective governance practices is difficult without a comparison strategy by which one aspect of governance is compared with others (Boehren & Oedegaard, 2003). The adjudication of the effectiveness of government strategies strongly relates to the aforementioned principle of transparency in this case. Comparisons to see what practices work and which do not is an essential and legitimate need of government, but it cannot be achieved without information flow between those involved in administrative practices.

Additional background may prove helpful in comprehending the financial realities within the Kingdom, in order to explore ways to better relate to the needs of the populace at present. The stock market system in Saudi Arabia first began with the onset of the Arab automobile

company, the first joint stock corporation in the country. Other entities following this model have appeared since the mid-1930s when this first company was established, with over 140 on the modern Saudi Stock exchange (Fallatah & Dickins, 2012).

Advancements in governance practices began in 1965 with the establishment of The Companies Law. This legislation was a first attempt to codify formal rules pertaining to the incorporation of new companies, financial matters such as formalized bankruptcy requirements, as well as an outline of the basic principles of governance. This law applied to companies both public and private. This legislation represents an attempt to incorporate the advantages of capitalist investment principles for the benefit of the nation, but with clear restrictions. The Companies Law sharply limits foreign investment, ownership, and management privileges in Saudi companies. This is not an uncommon practice for nations with strong oil reserves intending to maximize the advantage gained through petroleum production and export. Similar restrictions on foreign ownership are implemented by Petro China, for example (PetroChina.com, 2013).

It is logical to create a legal system with the intent of protecting the interests of the countries principle resource export, the objective then becomes how then to maximize the benefit of this resource for the infrastructure of the population? From a classical perspective, there are commonalities in political governance and corporate management which transcend time and culture. Whoever is in charge of operational management has an obligation to optimize profits for the principal interests with either a controlling share, or some other form of ownership.

Elsewhere in this analysis, the issue of corruption is discussed, to the extent that self-interest on the part of managers or bureaucrats impinges upon the public good. Thus a balance is required between transparency and observation of managers in order to avert or control corruption, yet it is necessary to avoid micromanagement preventing the managers from doing their jobs. Ideally, it would be most beneficial if the interests of managers and investors were perfectly aligned, but this is almost invariably not the case. This brings us back to the principal of decentralization.

Elsewhere, challenges of administration are described whereby distant administrators are likely to experience difficulty in fully comprehending the specific needs on an operational

basis of isolated communities with which they have limited experience. This limitation on a personal level may permit an easier rationale for corruption. A distant administrator is not personally invested in some small district far away from the capital. If opportunities arise to perform embezzlement or tunnelling, then it is more probable with strong authority invested with minimal oversight or transparency.

However, a policy of decentralization creates an opportunity to more appropriately align the interests of managers and those with shares or stakes in the operation. If the operation itself is the city of Jeddah, then decentralization improves the probability that those with administrative authority will themselves feel a personal connection, and be invested on an individual basis in the outcome of their actions. It is easier to cheat strangers than to cheat neighbours, and it is reasonable to hypothesize that greater control at the local level will necessarily diminish the motivation and opportunity for corruption. As mentioned earlier, there are other stock market models that permit a wider collection of interests with the potential to benefit from investment profits, and these systems might inform a more egalitarian utilization of the country's resources for the benefit of communities such as Jeddah.

A policy of decentralization can address the possibility of corruption through other mechanisms, specifically the practice of independent operators and oversight. In accordance with the objective of transparency, a governance mechanism of investigators and independent agents with oversight powers represent an excellent prospect to root out corrupt individuals, and prevent these factors from occurring in the first place. Communities such as Jeddah can be granted a higher degree of autonomy and administrative oversight in terms of their personal affairs and development of their infrastructure, as they are the ones who know their own needs the best. However, in any event an essential step is to create a network of investigators or ombudsman with monitoring powers who are incentivized to ensure that corruption does not occur.

In summary, governance can apply both in the corporate and political dimensions, and with the nation's fortunes tied up in the sale and production of a singular product lessons learned in one sphere can inform the other. Governance becomes the policies and theories which control the implementation of executive directions, in addition to ongoing responsiveness

to the changing needs of the population or organization in question with the potential to inform these policies and theories.

According to the Bank's own definition, (World Bank 2000) governance, includes the general shape of the political system and the practical role through which power is exercised in the management of social and economic affairs of the country in order to provide required the development of cities. In addition to the capacity of governments to make the effort and continuity on the design for the implementation and discharge policies and tasks should be entrusted to governments for comprehensive development in the country. This definition is based on the administrative approach applied tends to decentralization or centralization. Through the main thrust of the activities related to the governance of public sector management, financial management and control, and the modernization of public administration and the application of the basic elements of the new administration, and the privatization of companies and state-owned enterprises.

The World Bank defined governance as an authority which runs the country and controls economic and social resources that help sustainable development. "The enlightened political work, reinforced by vibrant bureaucratic open professional works to promote public interest, and the rule of law, and transparent processes, and participation of civil society in public affairs" (World Bank, 1994, p. 7). Governance helps create an environment that promotes the development of strong and fair. And an essential complement to sound economic policies, within the framework of the competence and ability to interact with sound management practices and "good governance".

Based on the new public management for good governance there are basic principles of sound development management, in order to run an effective system with high efficiency between government personnel to provide accountability and transparency. New public management contributes to many administrative reforms and resolves many of the issues and the problems and challenges faced by any organization or body service efficiently and transparently and effectively, and helps the organizational capacity in vital projects and development (Maddock, 2002) and rearranges relations between the State and civil society through emphasizing:

1) Strengthening of civil society.

2) A certain degree of participation and democracy as embodied in free and fair elections.

Potter (2000) states that good governance within the State liberal democracy, interested in reforms and decentralized management application is in line with the aspirations and vision of UNDP programmes. In strengthening governance the desire is to address many critical governance areas such as human rights, legislative, and judicial reform and corruption (UNDP, 1995). Through what has been mentioned a lot of writers and authors on good governance illustrated great diligence in thought and creativity to identify curriculum and wise management of creating good governance within the State could face the challenges and obstacles facing administrative organization, apply the basic principles of good governance.

2.8   Urban Management and Governance: Challenges and Resources

2.8.1   Growth of Urban Population

Since 1950, there has been a global trend in urban growth which is projected to increase in the coming years.

Table 2.1 shows the urban and rural population in different areas and clearly reveals the on-going need to improve the status of governance and urban management, especially in the cities of developing countries.

According to DuRant, et al. (1994) and Smith, (1997) factors associated with urban development include:

1) Rapid growth and natural young demographic within cities.
2) Continued migration from rural to urban areas, in spite of high living costs in cities, because there is employment, suitable services and infrastructure, better services and better educational opportunities.
3) Reclassification of urban areas and development.
4) Social and spatial fragmentation due to the application of schemes for land.
5) Proliferation of slums
6) Congested roads and city streets.
7) Lack of appropriate services for the population.
8) The increase in population growth in the city

9) The deterioration of infrastructure.

10) Widespread violence and crime.

Table 2-1 Total, Urban and Rural Populations by Development Group

	Population (billions)					Average annual rate of change (per cent)		
DEVELOPMENT	1950	1975	2000	2003	2030	1950-1975	1975-2000	2000-2030
TOTAL POPULATION								
World	2.52	4.07	6.07	6.30	8.13	1.92	1.60	0.97
More developed regions	0.81	1.05	1.19	1.20	1.24	1.01	0.52	0.13
Less developed regions	1.71	3.02	4.88	5.10	6.89	2.29	1.92	1.15
URBAN POPULATION								
World	0.73	1.52	2.86	3.04	4.94	2.91	2.53	1.83
More developed regions	0.43	0.70	0.88	0.90	1.01	2.00	0.91	0.47
Less developed regions	0.31	0.81	1.97	2.15	3.93	3.91	3.55	2.29
RURAL POPULATION								
World	1.79	2.55	3.21	3.26	3.19	1.43	0.92	-0.03
More developed regions	0.39	0.34	0.31	0.23	0.23	-0.46	-0.40	-1.05
Less developed regions	1.40	2.21	2.90	2.96	2.96	1.82	1.09	0.06

(Source: United Nations Department of Economic and Social Affairs, Population Division, 2004)

The rapid growth of the population is expected to affect urban management and urban development in developing countries as a large number of people in urban centres will be in need of basic facilities to survive. The figures in the table above indicate population growth projections as a result of development in urban areas, and these encouraged residents in villages and small towns to migrate and live in large cities. For example, the city of Jeddah, now has three million people, most of whom migrated from small villages to the city of Jeddah for jobs, education, public utilities and a good health environment, thereby creating

many challenges for public services, utilities and infrastructure. This requires creating a civilized administrative method.

The United Nations Development Program (1998) and Murphy (2006) produced a review of literature to improve the efficiency of urban governance because of frequent complaints. The following tips were suggested:

- Decentralization of administration could improve aspects of urban governance.
- Municipal bodies should aim to provide specialized scientific support to assist in any local environmental issues.
- Attempts are needed to improve the management capacity of the municipalities.
- Keep an eye on the valleys, streams and water bodies to stop the construction of buildings encroaching on floodplains.
- Supervision to ensure that products do not alter the physical landscape of the city.
- Build dams to make sure that the flood water is properly utilized in agriculture and landscaping.
- Ensure the implementation of policies to provide better infrastructure to poor neighbourhoods.
- Create special departments that will understand infrastructure projects and will provide standardization suggestion.
- Create a department that will use the environmental resources to improve employment opportunities by means of improving the environmental services.
- Improve the role of supervising and technical aspects in the city.
- Involve the role of the media, by publishing the projects of the municipalities that are proposed and implemented.
- Activate the municipal councils that will be the face of the public in performance aspects and ensure that it performs the role with transparency and accountability.
- Improve the participation of private business to improve urban development and urban environment.
- Encourage foreign investment in crucial projects to create new jobs for the youth.
- Encourage families to participate in economic revitalization to reduce poverty.

2.8.2   Urban Management Concepts, Developments and Best Practices

2.8.2.1   Concepts and Developments

Urban management is a term that describes the way city governments address the problems of providing the basic amenities of housing, water and other utilities for the population. On an international scale, the Urban Management Program was established in 1986 as a joint effort between United Nations Development Program, UN-Habitat (2002) and the World Bank (2000). This programme sought to promote good urban management practices, to establish and strengthen municipal networks and to influence both national and local urban policies and programs. Under this initiative, Van Dijk (2006), UNDP and the World Bank pointed out the following best practices:

- Governments should apply local knowledge for urban governance.

- Urban governance should be aimed at equitable and holistic development and should be aimed at poverty alleviation in urban areas and improving urban environmental management.

- Urban governance should be based on sound communications with all stakeholders - dissemination of knowledge in the city and country at regional and global levels is essential for holistic development.

- Decentralization of urban management is an essential requirement as it empowers local agencies and citizens to participate in the development process.

- Provide opportunities for citizens to participate in local decision making.

- Responsibility must lie with the officials of the ruling authority.

- Systematic planning to ensure institutional sustainability is required. This ensures that short term developmental activities that harm the community or the environment are avoided.

- Develop the principle of of economic, social and political well-being as the ultimate aim of all urban development.

In addition to programmes of the United Nations, there are number authors who wrote about good governance, urban management and planning of institutional and systematic management of decentralized urban management. Werna (1995) says urban management is now a central issue in urban development. It has become an international interest and highlights the connection with the recent changes in society, both politically and

economically. There is evidence of the urban management programme (United Nations, 1998) that ends the separation of development ideas associated with the current urban governance and urban management in itself. It is necessary to adapt and change the management in urban development models.

According to Clark (2002) increasing growth of population leads to economic growth of cities and expansion geographically, causing increased poverty and income disparity of individuals particularly in the absence of good governance that controls service organizations, management and financial resources. It also helps exacerbate the problem concerning the provision of urban infrastructure in need of services and utilities for population, employment and overcome unemployment and poverty prevailing in most developing countries. The presence of slums within the city, does not fit the demographic needs such as the provision of public services and utilities The value of land and real estate, leads to the failure of the plans and programmes for reducing the prices of land and real estate, and this creates a considerable gap in developing and securing services and utilities for the population, particularly in poor areas and creating the infrastructure for these slums within the powers of the local authority's duty to provide equal services between all slums or rich neighbourhoods. It needs to be amended and be fair so there is every effort to cope with population growth coming from abandonment to the city to search for education, health and employment opportunities and improve their standard of living.

According to Garba (2004), a key issue regards the changes in the administrative machinery of the general structure through the history of the city to measure development effectiveness and identify factors affecting the management of urban areas. It showed greatly improved urban governance with the passage of time, but there are still issues in urban areas, such as issues of population growth in the future. Through innovative tools for strategic urban development, highlights the need for wider administrative reforms that improve the ability to work with long-term challenges in the city. You can address many key issues through the proposed reforms.

2.8.2.2   Good Governance Principles

It is essential that the governments and administrations of these regions become aware of the challenges that they face in the near future. There is a need to adopt good governance

principles in urban planning and development if the needs of a burgeoning urban population have to be adequately met (Narang and Reutersward, 2006). The urban governance and planning is contingent upon the central political and administrative apparatus of any country. Governance refers to operations and processes of agencies in the society who exercise power and authority and influence policy formulation and decision-making related to public life and economic and social development. It includes the interaction between these formal institutions and civil society (United Nations, 2004).

It is essential that the entire system of governance be streamlined towards the achievement of the objectives of sustainable development with good governance principles. Good governance helps participation, accountability and transparency in the work of the governmental agencies and officials and avoids conflict with the law and regulations. Also, good governance is always in line with the priorities of economic, social, political material relating to the community (Wilson, 2004). Good governance leads to fairness in society and empowers the poor and the weak to voice their needs and demands and participate in the decision-making and allocation of development resources. Thus good governance involves stakeholders from among the local citizens, political system, social groups and environmental groups (Wilson, 2004).

The quality of governance depends on the progress made in the country. Democracy is the foundation of good governance, as is interacting and being aware of citizens and their activities, listening to their needs, opinions and ideas (Benjamin, 2000).

Through what has been reviewed in previous literature good governance can be determine (Benjamin, 2000), as:

1) Good governance is expected when the government is selected in a democratic manner by the people.
2) Regulatory environment in addition to the presence of a democratically elected government, it is also essential that the political, financial and the legal environment of the region be fair and transparent.
3) Respect for freedom and rights.

Governance is however not restricted to the capacity of the formal authorities to exercise their power to develop and implement decisions. It is in fact good governance may entail a

joint and coordinated effort from the public, the commercial and the business organizations as well as from the political set-up of the country to ensure that development is carried out in a sustainable and affordable manner. According to the UNDP (2000) the most essential criteria for good governance is that there is a comprehensive and strategic planning system in place, and the decision making involves participation from all the stakeholders.

As a result of the acceptance of the fact that good governance forms the key to the urban development and management, there has been an international effort by the agencies like the World Bank and the IMF among others to encourage good governance among different countries (Narang and Reutersward, 2006). It is for this reason that campaigns like the *Global Campaign on Urban Governance* were formulated to advise nations on the concepts of good governance, planning and implementation. Global Campaign on Urban Governance program was developed by the United Nations to enable the local governments and other stakeholders in urban development to adopt good urban governance. United Nations has been working for over 20 years across the world with cities to assist their economic and social development and create employment opportunities and to generate ideas through economies of scale and creative and innovative civic cultures. The UN's active involvement is based on the understanding that increasingly, most people live in the cities and that the trend towards urbanization is irreversible. There is an emerging consensus that good governance is the *sine qua non* for sustainable human and settlements development. The number of people living in urban areas has been on the rise (it was 750 million in 1950 and 2.8 billion by 2000). It is forecasted that by the year 2015, 4 billion people will reside in the cities (UNDP, 2000). Well planned and managed cities lead to better human development and sustain the environmental resources as well. It is with the ideal of promoting sustainable urban development that the UN-Habitat program is equipped with supporting countries for developing good governance practices and to promote values like accountability and transparency, institutional and structural reforms and efficient administrative processes (UN-HABITAT, 2002).

2.8.2.3   *Urban Services for Effective Governance*
While providing for urban development, governments need to follow the international standards and make realistic plans on the basis of an understanding of the needs of their

specific regions. However, all their efforts are expected to be successful only when the following essentials of good governance are adhered to:

1. *Structural and Institutional Approach* – urban development should be facilitated by developing institutions that can play complimentary roles and ensure effective implementation of policies. Also, there is a need for the organizational structures involved in the urban planning system to facilitate smooth flow of information and communication, speed up decision making and encourage participation in decision making from all the agencies involved in the implementation processs (Sim et al, 2003).

2. Participative Decision Making – urban development is a process that involves decisions related to investments and land usage that can be sanctioned at the highest levels of the system. However, it also requires an understanding of the basis ground level needs of the people which can only be gauged by involving the local authorities and agencies that work near the community. According to (Cohen, 2011)'Local decision-making should be less constrained by central government, and also more accountable to local people...councils should work in partnership with local people, local business and local voluntary organizations. They will have the power to develop these partnerships' (Cohen, 1997, p.4).

3. Equality In Distribution of Amenities – The government needs to ensure that its urban development programs benefit the rich and the poor alike and that they are undertaken in an equitable manner across the different regions of the cities (Pieterse, 2000).

4. Making Exceptions In Distribution of Amenities – While it is essential that the cities or regions are treated equally in terms of budgetary allocations and construction and development projects allotted to them, there is a need to carefully include the specific needs of the specific regions. This would mean, in some regions putting the projects on fast tracks to provide the basic facilities like transportation networks to the people, while in others to adopt a welfare approach in areas that are hit by poverty.

5. Encourage Sustainable Development – It is understood that urban planning should provide the basis of all development be it the provision of basic amenities or the

building of highways and commercial centres. However, the main objective of the urban development process is to make the community and the individuals self-reliant. Hence, development should progress in a manner that the community becomes involved in preserving it and also takes on the responsibility for self-development and sustenance (Punter, 2007).

6. Encourage Environmental Concerns – Urban development planning should be carried out with concern for the environment and encourage the stakeholders in the urban development process to care for the future of the earth and minimize wastage of the natural resources (Judge & Douglas, 1998).

7. Use a holistic Approach – The city urban development should aim at not only providing the basic amenities to the citizens but also use urban planning and development policies to install a framework for poverty elevation and provide community development that includes civil, cultural, physical, psychological and social development of the people (Punter, 2007).

2.8.2.4 *Factors of Good Urban Management Program*

The governments around the world are encouraged to take inspiration and guidance from the various international programmes such as the Community Development Program, the Sustainable Cities Programme, the Safer Cities Programme, the Programme for Urban Management, and the Localizing Agenda 21 (UN-HABITAT, 2002) to develop their own specific plans of development. The above essentials of good urban development and management are further highlighted in the following table taken from a United National HABITAT's concept paper on global campaign in urban development (UN-HABITAT, 2002). For indicators for local government, Kaufmann et al, (2003) state that the following should be included:

- Citizen voice, participation in decision-making, accountability, transparency and clarity.
- The efficiency and effectiveness of the local administration in the administrative approach used.
- Political stability.
- The quality of regulation.
- The rule of law.

- The fight against corruption.

Appendix A highlights the importance of equity, efficiency, security, accountability, transparency and local participation in urban management. These factors form the basis of the framework within which the urban management approach and practice of the Jeddah Municipality is analysed in this thesis. Table 2.2 lists the various criteria proposed by different international agencies like the World Bank and the United Nations for good urban governance. Also, different organizations have proposed different factors as essential for good governance, with some overlap. For example, in the case of the Word Bank, the most notable criteria for good urban development include:

- Participation
- Decentralization
- Transparency
- Accountability
- Sensitivity to the needs of the poor
- Effective and Efficient Public Management
- Cost Effectiveness and Financial Management

For the UNDP, the criteria for urban management still includes it participation, Transparency, sensitivity to the needs of the poor and other sections of the society and efficiency and effectiveness of all operations. In addition, it also proposes the following:

- Equity
- Strategic vision
- Sustainability
- Security

In addition to the above, there are other criteria like non-violent conflict management and rule of law or adherence to the property rights and regulations of the land, as the essentials of good governance in urban management (Friedman, 2008).

Table 2-2 Factors Responsible for Good Urban Governance

Participation
Decentralization
Transparency
Accountability
Sensitivity to the needs of the poor
Effective and Efficient Public Management
Cost Effectiveness and Financial Management:
Equity
Strategic vision
Sustainability
Security
Rule of law and mechanisms for peaceful conflict resolution

(Source: Word Bank and Friedman, 2008).

The above table again reiterates that there is a need for including all the stakeholders in the decision making process and also a need to make urban planning and development as a more transparent process. There is a need for the decision makers to become responsible and accountable for the end-results and hence the necessity for those involved in the implementation of the urban development plans be consulted during the decision making phases. Also, urban planning should be geared towards providing a supportive environment to the communities where they feel safe and secure and free to indulge in socio-cultural activities. The level of planning that is required to ensure all that means that urban planning has to adopt a strategic approach with a long term vision. Following through on the long term vision of urban management is only possible when there is stability in the land and when there are adequate legislations and procedures that ensure that the property rights of the citizens and the state are protected.

2.8.3   Urban Governance in Latin America

Both Stren (1993) and McCarney, & Stren (2003) describe a new approach to urban governance in Latin America. Between 1993 and 1998, more than 75.4% of the population of Latin America live in urban areas after the population switched from being predominantly rural until the early 1960s. From the increase in population growth, local governments faced

many challenges such as the explosion in urban social movements and the increasing impact of formalism and the instability of large populations of marginal urban areas, the debt burden on the Central Government level, decentralization and political pluralism have played a key role in overcoming many problems and developing solutions. The decentralized management approach has been applied since the 1980s in many countries of Latin America and solved many problems giving local governments more power, municipalities in some cases, particularly in financial terms, in addition to granting powers of local governments and the privatization of some services (for example, water, waste management, and telecommunications).

Participation is one of the fundamental principles that were applied to activate good governance in Latin America to expand relations of urban governance and decentralization (Goldfrank, 2007). A good example for the developing world, was the application of the Turner's scheme (1969), which was based on experience in Peru. His theory of gradual improvement of slums and squatter areas led to a lot of material and humanitarian assistance from neighbouring countries of Latin America. This reflected a strong urban community helping to resolve many urban problems.

The World Bank, (1994) called for all Governments, in particular Governments in developing countries to activate the role of popular participation in decision-making and given a key role in the development of, and to all organizations to support vital initiatives and awareness of social development by encouraging popular participation and responsibility with the official authorities, in developing strategic plans, and positive ways to improve services and delivery in ways easy for people. As pointed out these provide an opportunity for people to participate in the planning and implementation that ensures justice and equity to services and development evenly to all people effectively, efficiency and responsibility in planning, organizing and evaluating future development programmes (Blair, 2000). And this agrees with the view of the researcher and has been applied and activated through the role of municipal councils established during the five years that the role of the people to participate in decision-making with the official authorities in Jeddah**.**

Table 2.3 shows that good governance from an economic perspective can provide services at a reduced cost and can contribute to reducing any administrative and financial corruption, so that the government is able to provide services to all urban areas equally.

Table 2-3 Main Impacts of Good Governance

Map of Main Impacts: Good Governance

Impacts of Good Governing On:	Economic:	Political:	Social:	Environmental:
Delivering Urban Services	Reduces costs of corruption.	Increases public support for difficult choices.	Increases sense of fairness in distribution of benefits.	Reduces negative impacts through waste and misuse of resources.
Attracting Investment, Visitors	Generates more lasting employment.	Increases investor and visitor confidence.	Increases local benefits of investment and tourism.	Ensures compliance with environmental laws and regulations.
Managing Risks, Assuring Safety	Reduces costs of lost production when disasters occur; reduces costs of crime.	Increases public engagement in managing risks and promoting neighbourhood security.	Increases likelihood of all income groups surviving disasters; reduces crime rates.	Reduces environmental impacts of disasters caused by human actions; increases environmental security.
Budgeting, Financing	Increases effective collection of revenues, capacity to borrow at lower rates.	Increases public support for allocating resources to priorities.	Reduces efforts to evade taxes and fees.	Increases support for expenditure on environmental protection.

Source: The Global Development Research Center (GDRC), 2010

2.9   Structural Impacts on Urban Management

2.9.1   Tier System of Governance

It can be seen from the above discussion that the factors needed for good urban management require political stability, governmental will and commitment to the process of urban management. However, much depends upon the type of governmental set-up of the country and how it approaches the overall management and administration of the local urban areas. For example, in the case of a democratic country, there are provisions for local bodies which are authorized to make decisions regarding their regional urban development. In authoritarian countries, though there may be local level agencies, they are not

empowered to make decisions or provide inputs. Instead, the authoritarian regimes require that the decisions are made in a top down manner but implemented by the local bodies.

In a democratic set-up, the organizational structure of the local bodies provide for the local level recruitment and human resource planning and development of budgets based on the assessment of the needs and requirements. On the other hand, in an authoritarian and controlled environment, the local bodies are not equipped with an organizational structure that could enable them to make these essential decisions. In such a set up, it is mostly the local government officials who are appointed to the urban management bodies, and hence they simply follow the directions from their political bosses.

However, in any of the cases where a two-tier system of urban management is used – be it national government –city authorities or state governments and local authorities, there is scope for conflicts in chains of commands and setting responsibilities and accountability. There is also variance in the authority that is given to urban development bodies in different countries. For example, in several countries, the concept of mayor is symbolic while in others, the mayor and his council are the elected representatives of the people. This again creates a difference in the approach that the local Municipalities will adopt towards their duties – an elected official is more accountable for his actions to the people and may be ready to take their inputs, while a government appointee may not think its required to gauge the people's needs.

Many public organizations do not encourage local participation of the population in decision-making with the officials, particularly in the organizational structure of the organization, fearing for their own benefit (Rodriguez and Winchester, 1996). There is often a negative impact on competition rather than cooperation between local agencies. Rodriguez also noted that the central organizations include work in the design and formulation of strategies and policies, while local organizations to carry out the implementation. This leads to a lot of problems for not allowing local organizations to participate and give their opinion in developing policies and setting goals in addition to the lack of proper selection of officials, particularly in the case of selection of senior officials from the government cannot allow the population to intervene and this goes against what is happening in the developed democracy.

In comparison in Saudi cities, the government has established municipal councils to represent the people in the municipalities. They can participate, give their opinion and raise the population's needs but for the time being they have not been given a primary role because of several reasons, including a new culture to appoint half the members of the Council by the government; blurred vision, goals, personal conflicts of interest between Board members; and their focus on fault-finding without finding solutions.

Urban governance is the division of tasks between the different levels. The Central and local levels of Government, and each level must shape the direction, objectives and the methods of dealing with regulations and instructions, local government is the tool to execute the plans and programmes of the Central Government. Stoker (1988) argues that decentralised governance has the capacity to: win public loyalty, better meet local needs, enables choice to win support for public service provision, matches local resource and local need, and makes government more comprehensible.

The ability of any local government delivery responsibility depends on the available potentials, which are affected by such aspects as availability of material and legal and human resources, as well as political support. Sometimes, there is an absence of administrative capacity of local government to control of their financial resources which thus remain central Government controlled. Hence the disposal of financial resources can often be in a manner which is unfair and uneconomical and without equality between cities and municipalities. All these drawbacks led to the inability to provide decent image services for citizens. It is the perception that the Government alone cannot achieve its objectives regarding development that led to the expansion of the term ' governance ' and the concept of good governance. The scope concept approach different markets and networks and hierarchies associated with areas of dimensions of private and public sectors and civil society (Human Settlements, 2001).

Effective management actually works through a combination of different bodies and non-governmental sectors and the private sector and civil society, so that improved urban adherence to standards and results in transparency in all the facts to the media and the public. Quality and standards projects should comply with the appointment of municipal budgets and projects which should facilitate public participation, the authority of the

elected Municipal Council and an opportunity to improve the organizational structure of urban management. Projects should be given the opportunity to put forward new ideas to deal with the financial crisis and diversify income sources while leaving the door open for the public to see transparency. This will also help to restore a form of governance system, which provides services to all citizens.

From a political perspective, governance leads to increased efficiency in urban management. This helps increase the faith of investors to invest in urban areas and provides an opportunity to deal with future help each person wishing to make a difference in the decisions taken. It also facilitates citizens to brainstorm and think of ideas for improvement and progress and safety in urban areas. Public participation helps to strengthen security.

Social impacts also contribute to the equitable distribution of resources and services in urban areas, and improving benefits for citizens in terms of tourism, investment and reducing disasters and crimes. Take the environmental perspective for example, it can also reduce any negative effects through the waste of resources, with each urban authority taking decisions relating to the collection and disposal of waste. This is done in a way that every citizen has a responsibility for cleanliness. Compliance with the Statute of the citizens, as well as management reduces the impact of environmental disasters and increasing environmental security.

2.10 Relevance of Governance and Decentralization for this Study

Governance is a critical characteristic in this study. It is necessary to investigate the connections between governance characteristics and the performance of financial entities in Saudi Arabia. In this instance, an understanding of governance extends through multiple dimensions. There are principles of political governance in terms of human rights, the presence of policies conducive to civil society. The same government principles extend to other institutions as well, in the business as well as political spheres. This analysis will attempt to identify common insights between varying forms of governance and their benefits for the infrastructure of Jeddah.

In Saudi Arabia in particular, principles of corporate governance combined with the political policies of the state are relevant as a result of the position of Saudi Arabia as a member of the G20 as well as its status as the largest economy in the Persian Gulf area – a result of oil

revenues. As the largest oil producer in the world, financial governance over this resource is highly relevant in any discussion concerning the well-being of the citizenry and the improvement of the infrastructure in places like Jeddah and other regions throughout the country.

Governance within the Kingdom with respect to the financial management of its petroleum resources includes influences from an Americanized stock market/shareholder model. It complies with Western practices in that the governance model is intended to maximize the wealth of shareholders/investors. In this manner, there are tangential similarities between the status of the general population: the ability of the local populace to affect the government is limited be on the local level, but as in the case of shareholders the objective is to maximize the benefit of those invested in the system.

However, there are other strategies for organizing governance principles also worthy of consideration. Other researchers in financial matters (Robertson, 2009) describe the German and Japanese corporate governance strategy, in which governance takes a broader view; the objective is to serve more diverse financial interests, not limited to the shareholders. Under the German/Japanese model, employees of the organization, as well as the community at large may receive some benefits when the organization experiences profit. This involves a two tiered system with overseeing supervisors who determine stakeholder interests and bear the responsibility of appointing a board of management tasks with maintaining mundane operational concerns within the organization itself.

Additional research could be conducted to explore ways in which the German/Japanese model might inform policy decisions in the Kingdom, to the extent that greater benefits from the petroleum industry might trickle down to the populace at large. Any analysis of effective governance practices is difficult without a comparison strategy by which one aspect of governance is compared with others (Boehren & Oedegaard, 2003). The adjudication of the effectiveness of government strategies strongly relates to the aforementioned principle of transparency in this case. Comparisons to see what practices work and which do not is an essential and legitimate need of government, but it cannot be achieved without information flow between those involved in administrative practices.

Additional background may prove helpful in comprehending the financial realities within the Kingdom, in order to explore ways to better relate to the needs of the populace at present. The stock market system in Saudi Arabia first began with the onset of the Arab automobile company, the first joint stock corporation in the country. Other entities following this model have appeared since the mid-1930s when this first company was established, with over 140 on the modern Saudi Stock exchange (Fallatah & Dickins, 2012).

Advancements in governance practices began in 1965 with the establishment of The Companies Law. This legislation was a first attempt to codify formal rules pertaining to the incorporation of new companies, financial matters such as formalized bankruptcy requirements, as well as an outline of the basic principles of governance. This law applied to companies both public and private. This legislation represents an attempt to incorporate the advantages of capitalist investment principles for the benefit of the nation, but with clear restrictions. The Companies Law sharply limits foreign investment, ownership, and management privileges in Saudi companies. This is not an uncommon practice for nations with strong oil reserves intending to maximize the advantage gained through petroleum production and export. Similar restrictions on foreign ownership are implemented by Petro China, for example (PetroChina.com, 2013).

It is logical to create a legal system with the intent of protecting the interests of the countries principle resource export, the objective then becomes how then to maximize the benefit of this resource for the infrastructure of the population? From a classical perspective, there are commonalities in political governance and corporate management which transcend time and culture. Whoever is in charge of operational management has an obligation to optimize profits for the principal interests with either a controlling share, or some other form of ownership.

Elsewhere in this analysis, the issue of corruption is discussed, to the extent that self-interest on the part of managers or bureaucrats impinges upon the public good. Thus a balance is required between transparency and observation of managers in order to avert or control corruption, yet it is necessary to avoid micromanagement preventing the managers from doing their jobs. Ideally, it would be most beneficial if the interests of managers and

investors were perfectly aligned, but this is almost invariably not the case. This brings us back to the principal of decentralization.

Elsewhere, challenges of administration are described whereby distant administrators are likely to experience difficulty in fully comprehending the specific needs on an operational basis of isolated communities with which they have limited experience. This limitation on a personal level may permit an easier rationale for corruption. A distant administrator is not personally invested in some small district far away from the capital. If opportunities arise to perform embezzlement or tunnelling, then it is more probable with strong authority invested with minimal oversight or transparency.

However, a policy of decentralization creates an opportunity to more appropriately align the interests of managers and those with shares or stakes in the operation. If the operation itself is the city of Jeddah, then decentralization improves the probability that those with administrative authority will themselves feel a personal connection, and be invested on an individual basis in the outcome of their actions. It is easier to cheat strangers than to cheat neighbours, and it is reasonable to hypothesize that greater control at the local level will necessarily diminish the motivation and opportunity for corruption. As mentioned earlier, there are other stock market models that permit a wider collection of interests with the potential to benefit from investment profits, and these systems might inform a more egalitarian utilization of the country's resources for the benefit of communities such as Jeddah.

A policy of decentralization can address the possibility of corruption through other mechanisms, specifically the practice of independent operators and oversight. In accordance with the objective of transparency, a governance mechanism of investigators and independent agents with oversight powers represent an excellent prospect to root out corrupt individuals, and prevent these factors from occurring in the first place. Communities such as Jeddah can be granted a higher degree of autonomy and administrative oversight in terms of their personal affairs and development of their infrastructure, as they are the ones who know their own needs the best. However, in any event an essential step is to create a network of investigators or ombudsman with monitoring powers who are incentivized to ensure that corruption does not occur.

2.11 Summary

Chapter two describes how programmes like the UN development programme, UN-Habitat and the World Bank help to improve urban management and development in cities in developing countries. Theories of administrative centralization and decentralization, and the impact of management plans and programmes of local and central authorities in obtaining the application of decentralized management approach, have been reviewed. Many authors define decentralization and state how it contributes to solving many of the issues and problems facing urban governance under the Government's approach to the country's democratic approach. Also this chapter refers to the definition of good governance and its impact on local authorities in creating a structured coordination between government service and how it is applied under the basic principles of good governance to be more effective and efficient in obtaining satisfactory results of the high command.

In addition, views of many authors on how to apply the policy of administrative decentralization to deal between the central authority and power nearby local issues and problems and ability to develop solutions to treat many of these problems in the light of the application of assistance elements of the decentralized management approach have been considered. Also the process of distribution of financial resources or services between different regions within the country in a fair, effective and transparent with the imposition of control, monitoring and accounting without external influences to reach the best results with officials and citizens have also been reviewed.

Some experiments have been reviewed on the decentralized management approach that have been applied and good governance such as experience in the Philippines and Latin America. Good governance and principles have been identified and these can be compared with the management and governance in Saudi Arabia. This chapter explores the effectiveness of decentralization in a way applicable to other countries in similar circumstances. The implications in terms of resource allocation are important for urban development and will be expounded upon in the next chapter.

Reviewing the literature on good urban governance typically addresses the following issues:

- Participation of stakeholders
- Autonomy of local bodies

- Organisational structure that facilitates communication, unity of command and ease of operations

- Accountability of all agencies involved

- Fairness in resource allocation

- Efficiency in service delivery/management

- Equality of regional development

- Holistic or balanced development approach that takes into account the environmental and social and overall development of the community

These themes provided the basis for the questionnaire presented to participants of this study.

3 Urban Development and Growth Management in Saudi Arabia

3.1 Introduction

This chapter contains a brief overview on urban governance and the growth of cities in Saudi Arabia. It also covers governance applied in the Central Administration and local organizations, and the Government's political, social and economic trends. An overview of the Ministry of Municipal and Rural Affairs, as the body supervising all Municipalities of the cities and municipalities in provinces across Saudi territory is given. Compliance with the implementation of development plans and strategic vision of the Supreme leadership in overcoming the obstacles and difficulties encountered in urban development and application of advanced management methods such as the decentralized management approach to achieve the Saudi Government's objectives in providing services and utilities easily, efficiently and effectively to citizens are also considered.

3.2 Governmental Political Structure in Saudi Arabia and Its Impact on Municipal Operations and Structure

The Government of Western Saudi Arabia applies Islamic law and justice which is based on equality and consultation. The basis of this law is written in Saudi Arabia's, holy book of God (Quran) and Sunnah of the Prophet Muhammad PBUH, and are considered the legitimate authority for all laws and regulations relating to the affairs of the organization of the country. The Council of Ministers of the Supreme Council authority are responsible for issuing rules and regulations compatible with the Book of Allah and the Sunnah. Along with governance within the country and abroad, they develop all the regulations issued relating to services and urban development in all regions of the Kingdom of Saudi Arabia. The Shura Council assist the Council of Ministers and are responsible for conducting studies, fact-finding and raising recommendations to the Cabinet for approval and adoption by the Prime Minister, in addition to following-up financial and administrative matters to government agencies on various topics.

The political governmental structure in Saudi Arabia is as per Figure 3.1 (Sabhan, 1990). Majlis AlShura in Saudi Arabia was established in 1924. In 1992 there were 12 appointment members in Majlis Al-Shura which underwent a reformation and included 60 appointed

members from various social, political and religious spheres. In 1997, the membership was expanded to 90 and in 2004 the membership was expanded to include 150 appointed members. The structure of this body is centralized and has a clear hierarchical model in all its aspects. The king is the Prime Minister and the head of the Council of Ministers and the crown prince acts as the deputy prime minister and the deputy head of the Council of Ministers.
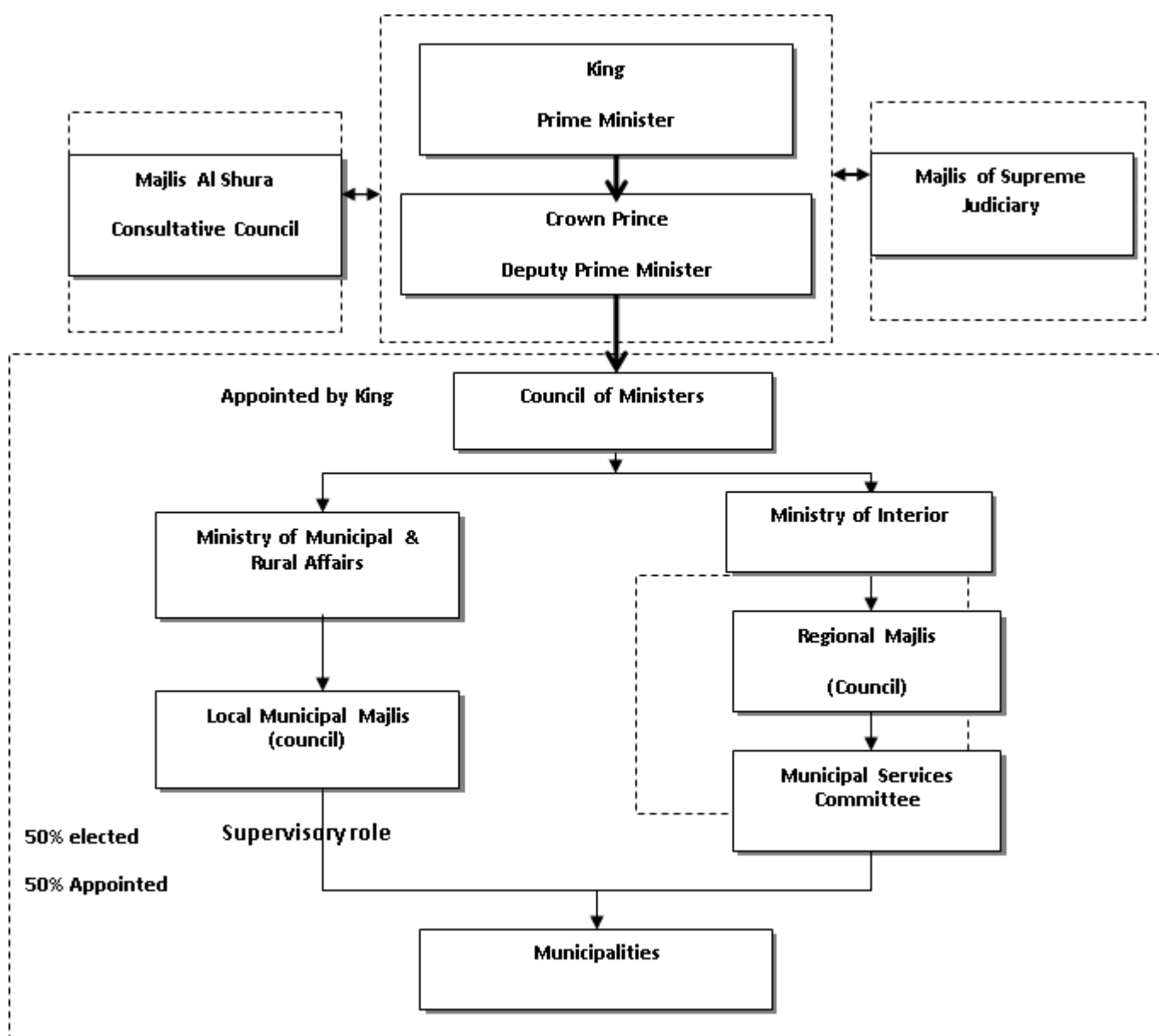
Figure 3-1 Saudi Arabia Political Governance Systems. Source: (Government of Saudi Arabia, 2010)

3.2.1   Political Trends in Saudi Arabia

The administrative system in Saudi Arabia is an integral part of the political system of governance. This of course is different from the political system in Western countries that pursue a democracy in its dealings based on elections and accountability. This affects the system of administrative practice, which is described below.

The King is the president of governance in the country. There are three authorities approved in the management of government: judicial, regulatory and enforcement as stated in the "Basic Law" (Al-Rasheed 2010). The King is the head of the Council of Ministers and has the right to appoint and dismiss and restructure the cabinet where he sees fit. A Council of Ministers was established in 1953. They are responsible for the formulation of the High Command and oversee the implementation of internal and external policies.

3.2.2   Economic Trends in Saudi Arabia

Saudi Arabia is a country rich in natural resources, particularly oil, which is the main national source of financial income. The Kingdom of Saudi Arabia benefited from the huge income from oil revenues in the seventies and eighties. This helped rapid development in all Saudi cities with attention given to infrastructure, public utilities, education, and services. The aesthetics of the city were improved, along with connectivity, including the establishment of safer asphalt roads. Real growth of the cities of Saudi Arabia occurred from 1996 as a result of rapid gross income from the oil sector, which gave the Saudi government several options for developing plans for public spending (Azam, 2004). Development plans were concerned with urban development and the development of human resources and infrastructure, and development of organizational structures of local bodies. In addition, there was attention to all categories of service authorities, for example, the completion of water, electricity, transportation, schools, universities and hospitals. This interest from the Saudi government spending plans and development is reflected in the welfare of the citizen and the Saudi society, which requires the selection of work capacity for workers eligible for community service.

3.2.3   Social Trends in Saudi Arabia

Saudi Arabia is concerned with the customs, traditions and beliefs between different groups of Saudi society, and as a result, we find the interaction of the local administration with

different social environments. For example, the administrative official holiday in Saudi Arabia two holydays, one is holiday of Eid Al-Fitr Al-Moubark and the other is Eid Al-Adha holiday, in addition to the official holiday for National Day of the Kingdom of Saudi Arabia. In the month of Ramadan, the Saudi government reduces the number of working hours for employees from 8 hours to 5 hours of work. The working day becomes 10am to 3pm; in the month of pilgrimage all sectors of government are preparing to receive the service and the pilgrims.

In remote areas such as nomadic centres and small towns, people live the tribal way of life, which promotes manhood, and the tendency towards independence. Reliance on foreign labour can reflect negatively economically and socially. Saudi Arabia is focused on the development of the educational system and the opportunity to work, in particular linking women and community development, identifying opportunities for the women to participate in decision-making. Further reforms implemented near the middle of the past decade permit greater political autonomy, and municipal election privileges, as stated elsewhere in this analysis.

3.3　Administrative Reform in Saudi Arabia

Administrative reforms in Saudi Arabia went through various stages and focused on the development of the administrative system. The Cabinet was established in 1953. This led the Saudi Government to use foreign experts specializing in the creation of new administrative systems. Such as certain international organizations, International Bank for reconstruction and development and the International Monetary Fund, this had a prominent role in management reform.

In 1961 the United Nations recommended the establishment of the Institute of public administration, prompting the Government of Saudi Arabia to hire "Ford Foundation of America" to do a comprehensive reorganization of the administrative system in Saudi Arabia, in 1963. The Ford Foundation played a critical role in the development of the administrative system in Saudi Arabia. Since 1970, the King has issued the ownership required for comprehensive reorganization and restructuring of the administrative bodies to enhance the performance of governmental organizations. Despite administrative corrections in the Kingdom, initiatives or steps taken to enhance accountability and transparency, to improve

the efficiency of management performance and effectiveness in the public sector have not occurred. A field study to determine the concept of efficiency in governmental organizations in Saudi Arabia took place in 1989. The study dealt with the concept of efficiency in the delivery of services from government officials and people satisfaction. The study concluded there must be a distinct staff and a high level efficiency to deliver the best services to the citizens and the understanding of their problems and the ability to develop appropriate solutions and public judgement to appraise administrative work. To achieve the goals set for the organization of management in the presence of qualified personnel and outstanding trainers and moral and material incentives to improve productivity and facilitate procedures are required. Official control and administrative scrutiny of government programs in the Kingdom must be more effective and efficient to ensure achievement of goals through examination of government performance. Its active role in detecting manipulation of complacency in the provision of services as planned from the Supreme authority and local authority and to try to overcome obstacles and complexities facing the executive authorities and to develop appropriate solutions, should all be operationalised.

3.4   Population Growth and Urban Planning in Saudi Arabia

The process of urban growth in the Kingdom of Saudi Arabia is characterized by mainly three phases of development: the pre-oil era, the era of pre-planning and the era of post-planning. The pre-oil era led to urban growth due to government policies for resettlement and settlement in urban areas that transformed the lives of the rural population of nomadic and semi-nomadic to 'civilized' life. Thus, began the on-going process of urbanization, migration from rural to urban areas in the country, which contributed significantly to the tremendous growth in the villages and cities in subsequent years (Al-Hathloul and Mughal, 2004).

The commercial production of oil in 1940 began to change the urban landscape in Saudi Arabia. Oil production centres began to emerge in the new cities. Wealth and immigration became an important factor of population growth in urban areas and distribution. The natural increase of population was another reason for the rapid growth of cities as was mentioned by Smith (1985). A boom in sales of crude oil prices and the explosion of the global oil market, leading to an influx of further migration the rural population from in search of employment opportunities and improve their living conditions. In 1974, Saudi

Arabia's population was 7 million people, of whom 6.2 million were Saudi citizens, and the rest of the population were non-nationals. In 1992, the country's population rose to 16.9 million, 12.3 million were Saudi citizens and 4.6 million were non-nationals, (72.6% and 27.4% respectively of the total population). In 2004, total population was 22.6 million with 16.5 million Saudi citizens and 6.1 million non-national citizens (Mattingly, 1994).

Table 3.1 shows growth of population over the past 4 decades, and it indicates at the tremendous pressure that the natural resources may be put to. It also highlights the fact that urban management and development would have needed to grow and expand its scope in order to meet the demands of the growing population. Another issue with increase in population growth has been that as opposed to the international trends, where skilled labour migrates to the urban areas. Saudi Arabia has not seen this trend.

At the last census (Census 2010 Preliminary results CDSI) the population of Saudi is estimated at 27,136,977 people, with 18,707,576 Saudi nationals and 8,429,401 are non-nationals. Saudi Arabia had a population growth of 2% in 2008 compared with 2.6% in 2005 (World Bank 2010).

Table 3-1Population in Different Regions in 1974, 1992 and 2004

Region	Total Population (thousands)			Average Annual Growth Rate (%)
	1974	1992	2004	1974-1992
Riyadh	1,270	3,800	5,460	6,3
Makkah	1,750	4,470	5,800	5,3
Madinah	520	1,090	1,510	4,2
Qassim	320	750	1,020	4,9
EasternRegion	770	2,580	3,360	6,9
Assir	682	1,340	1,700	3,8
Tabuk	190	490	690	5,2
Hail	260	410	530	5,6
Northern Borders	130	230	280	3,3
Jizan	43	870	1,190	4,3
Najran	150	300	420	4,0
Baha	190	330	380	3,3
Jouf	100	270	360	5,8
TOTAL	6,730	17	23	---

Source: Central Department of Statistics. Saudi Ministry of Finance

As a result of rapid population growth and urban expansion due to population migration from villages and small towns to big cities and the development of urban centres has created many social problems. Although the cities of the Kingdom of Saudi Arabia has seen a rapid growth of the population, it was suffering from a shortage of technically trained and qualified manpower to carry out approved development programs and plans; this is true for many of the economies of other oil rich middle eastern states as mentioned by (Daghistani, 1991).

From 1960-1985 the rate of urbanization rose from 15% to 75% (Daghistani, 1991) with the rapid expansion in major cities in Saudi Arabia and urban centres, such as Makkah and Medina, Riyadh, Jeddah and Dammam. However, during this time, no plans for the immediate needs of the building and construction existed (Hathloul, et al., 1995). However, after the year 1985, the Saudi Government began five-year plans for planning all local areas

and regions of Saudi Arabia. As a result, urban growth is one important outcome of the process of urban planning, which led to the emergence of many systems that helped to improve the provision of public utilities such as electricity, telephone, and safe drinking water, as well as municipal utilities, a network of national roads, asphalting and lighting of the main streets, and the provision of health care facilities and education for local communities. Urban planning is traditionally carried out by the Ministry of Municipality and Rural Affairs, local authorities and local municipalities within these five-year plans (Daghistani, 1991).

Table 3-2 Information on the population in Saudi Arabia

Index	Results
The total population according to the Census 2010 (people)	27,136,977
Population growth rate (2004 Census and census 2010)	3.2%
Population density (inhabitants/km) 2010	14
Saudi population by census 2010 (people)	18,707,576
Saudi population growth rate (2004 Census and census 2010)	2.21%
Unemployment rate (2009)	5.4%
The unemployment rate for Saudi (2009)	10.5%
Proportion of the working population to total population (2009)	32.1%

Source: Central Department of statistics and information, 2010

Table 3.2 indicates that Saudi Arabia's population increased from 2004 to 2010, a growth rate of 3.2%. Population density is 14 individuals per km. The Saudi population growth rate was 2.21% and overall unemployment rate reached 5.4% for the total population of the country, yet the unemployment rate of Saudi nationals reached 10.5%. In total only 32.1% of the population are working. Through clear data we can identify many challenges facing Saudi Arabia in achieving its objectives for urban population development throughout Saudi Arabia.

However, the huge population influx was accompanied with problems such as in the use and provision of household water, industrial, agricultural and commercial areas, as well as, worn out and in some areas, the lack of infrastructure. In addition to pressure on agricultural land development and trade as a result of increasing requests from urban centres, leading to the

Saudi Government to begin the elaboration of measures for the General management and growth in all regions that are equitable and fair.

The Saudi Government adopted a five-year plan, which commenced from 2005-2010 and contained several goals including:

- Increased privatization of government and public services.
- Increased funding from the private sector participation in urban development for all major development projects.
- Effective use of contracts for construction, operation and maintenance and public transport.
- The development of knowledge-based economy integrated with the cities and urban centres through the General Investment Authority, Saudi Arabia.
- Providing, developing and improving the infrastructure of urban residential areas.
- Finding and creating jobs for the growing population. Where projections indicate that the population of the Kingdom of Saudi Arabia will double up to 40.7 million by 2025.
- Developing the municipal sector to keep abreast of demographic, spatial and economic development in the Kingdom through the adoption of a set of objectives and policies such as improving living and environmental conditions of the population and to achieve balanced development, improve operational efficiency of municipal facilities and services along with ensuring the optimal use for such services and facilities.
- Strengthening the role of the private sector in providing facilities and municipal services, environmental protection and promote sustainable urban development. (www.sagia.gov.sa)

The plan and policies include restructuring of the municipal sector and its support for the improvement and development of municipal services to be more effective. According to "strategic national spatial" private and municipal will work side by side to focus on development and growth centres to expand the distribution of municipal services such as disposal of household waste and medical provisions, as well as improving and developing the Saudi workforce, coordination with institutions and companies to provide job opportunities for Saudis.

3.5   Urban growth and Development in Saudi Arabia

3.5.1   Factors of Urban Growth

Urban population growth, a demographic phenomenon, results from the interaction of many factors, the most important being economic as stated by Hathloul, et al. (1995). The economic boom helped create many job opportunities, particularly for workers migrating from rural to urban agglomerations, which gave character institutional services and public utilities in economic growth and industrial production. Another factor was foreign workers and their presence in urban areas contributing to the growth of urban population to the mixing of different cultures and the transfer of experiences and skills of the hands of Saudi Arabia, which helped to provide many job opportunities in cities and urban areas.

Another important factor that contributed to urbanization was the shift from the nomadic lifestyle to the urban pattern and this was largely the result of stability in the political system (Richardson, 1993). Some of the demographic factors are the natural increase of population in urban areas threatened as a result of the improvement and development of various sectors of municipal and health services, education and mortality decline. These are among the stated goals of the United Nations in 2008. As a result the Saudi Government has developed a set of objectives for the development and evolution of urban growth.

3.5.2   Objectives set by Kingdom of Saudi Arabia (KSA) for Urban Development

The above factors of urban growth are duly recognized by the KSA and it has prepared a set of objectives to facilitate urban development in a planned manner. The urban development guidelines of the government of the Kingdom of Saudi Arabia reflect the values and principles upon which the social goals of future development are based (Ministry of Municipal and Rural Affairs, 1996). These guidelines comprise of the following:

- To make the urban areas, cities and towns healthier and liveable places.
- To make the cities and towns function as centres, of trade, commerce, industry and services.
- To develop urban and rural areas by providing basic infrastructure and municipal services and improving housing and living conditions.
- To promote better health, sanitation, environment and social welfare activities in the urban and rural area.

- To develop residential, commercial, industrial employment potentials of cities and towns.

- To improve transport and communication systems.

- To consolidate and improve the organizational and administrative structures of municipal and rural service sectors. (Ministry of Municipal and Rural Affairs, 1996)

- The above list of objectives provides a basis for the researcher to understand how the Municipal organization of Jeddah is actually performing on its objectives. The customer survey as well as the employee survey provides insights on which the performance of the Ministry of Municipal and Rural Affairs and Jeddah Municipality can be assessed.

3.6 Urban Governance in Saudi Arabia

Many challenges and obstacles culminated in Saudi Arabia concerning administrative reforms, along with capacity and efficiency of the public sector in addressing the needs of the people. There was a lack of high levels administration and organization of the public sectors to deal with the public in providing and securing their needs. This was reflected in negative results through interactive inputs of services to the public. In the absence of accountability and transparency and a lack of development in the institutions, these factors mean urban development relies heavily on factors of policy and leadership (Hathloul, et al., 1985). That is pervasive in all bureaucratic administrative activities in government sectors, delays in delivery and delay and delivery timely advance and central administrative method approach.

HRH Prince Mansur bin Muteb bin Abdul Aziz, Minister of Municipal and Rural Affairs faces a constant challenge to improve efficiency and productivity with the provision of financial resources. Therefore, there is a need for innovation and to allow creativity in all aspects of socio-economic and political innovation with a decentralized management approach. Application and use of high-technology for various means of communication between those responsible in the local authorities and the central authorities will aid faster routines that are more effective.

3.7 Challenges in Urban Management in Saudi Arabia

Urban development and urban management are big challenges in cities like Riyadh, Jeddah, Makkah, Medina and Dammam. Over the past two decades, there has been rapid expansion of cities and this has caused a very high pressure on the infrastructural and economic capacities of these cities (Al Hathoul, 1995). According to Jackson (1980), during the mid-20th century, the issue of the expanding size and area of these cities coincided along with the growth of industrial cities like Riyadh, Jeddah and Dammam. Therefore, there was a change from an agricultural society to the industrial society and more and more people started looking for jobs in the private sector and stopped considering agriculture as a key occupation, paving the way for a consumerist society.

Arab countries have different administrative machinery in political and social sphere and this has resulted in a lot of differences in the way the local administration works in each country. This can be attributed to the implementation of a direct correlation approach of decentralization in local government along with the approach of a central management depending upon the social and political conditions in each country. To achieve this balance is necessary because it will serve as a means to reduce the risk of central governance without having any effect on the general framework of the country.

In Saudi Arabia, the policy of decentralization is implemented through the view of Islamic law. The goal of development is to make a specific move to bring urban development to the forefront enabling an administrative body that can be compared with the administrative bodies of other developing countries. These features include:

1. Better clarity for the policies and political stability as these are dependent on faith as well as a strong community, there is a specific system along with respect for the rule based on the Islamic Sharia principles.
2. The historical and heritage background and behaviour in that could be seen in the governance and management, during the peak of Islamic civilizations where the empire stretched from China to West Africa.
3. Notable achievements in development include the development in administration after the formation of the Higher Committee for Administrative Reform in the year 1383, under the supervision of His Majesty the King.

4. Good plans for development with focus on high income rates, as well as attention to human factors as the target and the means.

5. Importance given to the management of the Government and the need for major changes to the working methodology to achieve the best possible utilization of resources, and to reduce the numerous steps for easy access for the Millennium Assembly.

Keeping with the broad guidelines of the Kingdom's strategy, the Ministry of Municipal and Rural Affairs prepared a plan with a focus on:

- Decentralization to enable the Ministry to smooth the process to carry out its objectives.

- Improving the functioning of local authorities and empowering them to effectively carry out the functions related to leadership.

The researcher has worked at Municipality and finds from his own experience that the government of Saudi Arabia laid the principles or foundations between the government and nongovernmental organizations to help better cooperation between the different bodies of the government and to enable implementation of crucial projects like public amenities and utilities. Urban management has the critical responsibility of creating, evolving and implementing the framework within which all the sectors, both governmental and nongovernmental can overcome any problems that they encounter when they implement the projects.

The problems that revolve around the implementation process is that there are different laws and policies around each sector and this, has created a lot of duplication which causes delays in the implementation of the projects. This problem came into surface through the questions that were asked through a questionnaire that was given to the staff in Municipality of Jeddah, and the citizens. The questionnaire asked the citizens about the facilities and amenities and most of the answers stated that these amenities did not live up to what they expected.

3.8 Provincial Authorities

The executive power in the Kingdom of Saudi Arabia is on two different levels, the first level represents the level of command of the Central Government of Saudi Arabia, and the second level represents the local authorities in the cities, which are divided into two levels, first level represents the Principality of the region, and the second level represents the other government agencies concerned and as an example of municipalities, this reflected on the social and economic situation of the country (Khuraibet, and Al-Attar, 1997).

Over more than 35 years, economic development in the Kingdom of Saudi Arabia has made great strides and distinct five-year development plans have been adopted by the central leadership in government at ministerial level, and are implemented by the regional authorities of the local authorities in areas Saudi Arabia, where it played an important role in the implementation of these development plans.

The purpose of regional development is the reduction of internal migration to search for the improvement in the standard of living and the creating of better jobs in major cities. Negative effects hindering implementation include regulation in the cities and the impact the lack of infrastructure and economic activities. The Ministry of Planning in Saudi Arabia is responsible for the distribution of material resources and the adoption of projects vital for each region for development and development (Ministry of Planning, 2000). The provincial cities and municipalities play an important role in achieving the goals of the five-year development plans with the Ministry of Municipal and Rural Affairs, and they are concerned and the provision of insurance services for the Saudi society in the work of construction, planning and optimization, development and beauty of the cities (Ministry of Planning, 2000). Through the development plan, we find improving performance and product service and paying more attention to several aspects (such as education, health, transport, communications and electronic technology), and promoting a diversification in the relevant services and public utilities projects and paying particular attention to storm water drainage and valleys and floods (Ministry of Planning, 2000)

3.9 Municipal Organization in Saudi Arabia

The Municipal Organization in Saudi Arabia consists of a two-tier system at the level of the Ministry of Municipal and Rural Affairs and Municipalities in Saudi cities. The two systems and departments are described below.

3.9.1   Ministry of Municipal and Rural Affairs

Ministry of Municipal and Rural Affairs (MOMRA) is responsible for the preparation of urban development plans and implementation of development projects to the municipal sector, with the participation of municipalities for the work of supervision and monitoring of projects in accordance with fair and equitable distribution among all sectors of the municipal areas of the Kingdom of Saudi Arabia. This is in addition to concern for the development aspects of economic and concern to develop and improve the infrastructure for all services in all regions and urban centres in Saudi Arabia in terms of available economic and improve efficiency for the development and provision of sustainable spatial sufficient to communities through the coordination of activities among all relevant government agencies and local administrations.

As can be seen from Figure 3.2, there are a number of deputy ministries that are specialized to look after different aspects of urban management. These include the Deputy Ministry for City Planning, Deputy Ministry for Planning and Programs, Deputy Ministry for Municipal Affairs, Deputy Minister for Rural Affairs, Deputy Minister for Technical Affairs, and Financial and Administrative Affairs. The following sections give a brief overview of these ministries and also highlight the amount of money and resources that would be required in the name of urban development and management in KSA. It will also provide a point for discussing the actual performance of the Municipal organization based on an assessment from the findings of the primary research.

3.9.1.1   The Deputy Ministry for City Planning

The office of the Deputy Minister for City Planning oversees spatial development at the regional and national levels including all cities and villages of the Kingdom. It includes a number of units that represent the organizational components of planning. Their main duties include drawing up standards, and providing necessary technical assistance to prepare and implement development plans for cities and towns, preparing studies of development for the cities and villages of the Kingdom, studying environmental impacts of development, and co-coordinating with concerned institutions in this matter. The units also prepare executive, general and regional plans and update existing ones. The office for the general management for planning plays a vital role in urban planning. Their functions

include city planning, following-up and improving preparation of urban plans; developing planning capabilities of Municipal authorities, regulating land use and zoning.

3.9.1.2   The Deputy Ministry for Planning and Programs

The Deputy Ministry for Planning and Programs is responsible for Ministry's institutions and municipalities and is devoted to developing municipal manpower, municipal investment, and creating a thorough data-base for developing municipal revenue. It has direct effects on the productivity and effectiveness of all functions handled by municipal authorities including urban management and planning. It contains many units such as the general management for administrative improvement, general management for planning and budget, general management for municipal investment, research, and performance improvement of Municipalities' Presidents. Its main duties include preparing annual and five-year by development plans for the Ministry, following-up implementation and preparation of the Ministry's Budget Project in accordance with regulations and instructions of the Ministry of Finance and National Economy. It also carries out necessary planning and programming for developing and improving administrative organization and suggests necessary policies to develop municipalities' incomes and improve methods of collection. The unit of general management for administrative improvement is responsible for developing administrative organization in the Ministry and its related institutions.

The office of the general management for municipal investment develops policies to manage municipal revenues. Its main duties include carrying out research and studies relating to the development of municipal revenues, developing rules, regulations, instructions, and their implementation. The performance improvement unit sets up executive programmes for municipalities and village clusters directors. It seeks out appropriate figures to direct municipalities and village clusters; it carries out performance evaluation of municipal directors.

3.9.1.3   The Deputy Ministry for Municipal Affairs

The office of the Deputy Ministry for Municipal Affairs is directly connected to the Minister, its main duties include the provision of rules, regulations, and decisions related to municipal councils in conformity with needs of the work and changing conditions to achieve general policies of the Ministry as related to the main municipalities, regional municipalities and village cluster centres (VCC).

MINISTER

- Vice Minister
- Regional Municipalities
- General Directories
- Directorates
  - General Management of Following Up
  - General Management of Legal Affairs
  - Information Center &Computer
- Minister Office
  - General Management of Public Relation

Deputy Ministry for cities Planning
- Assistant Deputy
- Assistant Deputy
- GM for Planning of Transportation & Traffic
- GM for Research & Studies
- GM for Domastic Planning
- GM for Constructional Planning
- GM for Projects & Coordination
- GM for Lands & Issues
- GM for Surveying
- GM for Cadastre land Registration

Deputy Ministry for Technical Affairs
- Assistant Deputy for Technical Affairs
- GM Gen. Health of Enviornment
- GM for Engineering Affairs
- GM for Public Facilities
- GM for Operation & Maintenance

Land Granding Unit

MOMRA Organizational Chart for Year 1422 Hijri

Deputy Ministry for Planning & Programmes
- Assistant Deputy for Planning & Programmes
- GM for Municipal Investment
- GM for Planning & Budget
- GM for Administative Improvement
- Statistic & Research Department
- Performance Improvement Unit of Municipalities President
- Landing Gaining

Deputy Ministry for Rural Affairs
- Assistant Deputy for Rural Affairs
- GM for Rural Affairs

Deputy Ministry for Municipal Affairs
- Assistant Deputy for Municipal Affairs
- GM for Municipal Affairs
- General Management for Administrative & Financial Affairs
  - Financial Affairs
  - Personal Department
  - Administrative Commmunication Center
  - Public Services Department

Figure 3-2 Organizational Structure of the Ministry of Municipal & Rural Affairs

Source: Ministry of Municipal and Rural Affairs (MOMRA).

3.9.1.4 Analysis of the Organizational Structure of the Municipal Organization

Analysis of the organizational structure is necessary to understand the potential issues related to the collapse of efficiency or connections that could provide a rationale to understand customer responses from primary research. Analysis of the consequence resulted in a number of issues such as poor urban management addressed in the solution of many problems of planning and urban growth, replication processes, and the absence of a

targeted approach to public administrations. In other words unclear description of the work of the departments concerning the provision of municipal services for population etc.

3.9.1.5   *Strategic Planning Without Tactical or Local Inputs*

The organizational structure of the Ministry of Municipal and Rural Affairs can be seen in Figure 3.2. Operations, planning and management of development and growth in the country, the various departments of the Ministry link urban and do the work at the strategic level. Where there is strategic planning and policy formulation, identifying objectives at the national, and regional level, rather than focus on tactical and local levels, occurs. In addition, all decisions and approvals are at higher levels. Even issues involving the interests of citizens, such as building regulations, land use, land of taxonomic schemes adopted, granting land, establishment and maintenance of roads and the adoption of local public transport networks. This causes delays in the management of development and urban growth.

3.9.1.6   *Lack of Technical Support for Local Municipalities*

The Ministry of Municipal Rural Affairs departments do not appear to play a more active role in the preparation of much needed technical support for municipalities in cities and towns, which increasingly rely on external consultants to prepare strategic and urban structure plans and development guidelines and execution mechanisms. This means that while control rests in the hands of the top ministry officials, there is lack of practical support made available to the departments that have to actually carry out programs and implementations. The Ministry therefore needs to expand its role in order to help the local agencies to execute their plans line with the objectives of the approved national strategic urban development plan.

3.9.1.7   *Centralized Decision Making and Long Chains of Commands*

The approach used in clear decision-making is through the use of a vertical structure in the administration and this increase the concentration and lengthening of procedures, but this approach has the disadvantage of prolonging procedures between the lines of authority in communication and slowing decision-making. The New Public Management (NPM) used in developed countries, is helping to create urban management transparent and decentralized valuable-making and decision-making can be done through local municipalities, in coordination with the elected municipal councils, which can participate and discuss many

issues of municipal and contribute to the development of appropriate solutions in line with development and urban growth.

Though the country introduced local municipal council elections, it was not clear of the role of such bodies and how their decisions are integrated within the decision-making structure of the organizational structure. As is, its role is still a very advisory role at the city mayor level.

3.9.1.8 *Centralized Financial Decision Making*

Through consultation and studying the organizational structure of the Ministry of Municipal and Rural Affairs, it was noted that the approach to take and decision-making comes from top to bottom. This includes all administrative and financial matters in accordance with the rules and regulations relating to municipal affairs, and in particular the adoption of annual financial budgets for projects of all municipal bodies in the Kingdom of Saudi Arabia. This approach is supported by senior management of the Government of Saudi Arabia known style central. Despite the endeavour and the desire of the Saudi government in recent times to apply the method of decentralized in order to treat a lot of problems and complications resulting from the process of delay and disruption and higher costs in the implementation of urban projects in cities of Saudi have occurred due to the new approach to urban management .

3.9.1.9 *Lack of Coordination with Local Urban Utilities or Service Providers*

Known to the population of all cities and regions of the Kingdom of Saudi Arabia that the infrastructure projects and public facilities under the responsibility of several different government agencies of the Ministry of Municipal and Rural Affairs, all of which lack the coordination and permanent organization among them. In the last three years the Kingdom has been setting up a company interested in sanitation projects and projects of drinking water under the responsibility of the Ministry of Water and Electricity. By viewing the structure of the Ministry there is no body responsible for coordination of all other government agencies to provide public services and facilities

3.10 Municipal Bodies

Saudi Arabia has, according to the Ministry of Municipal and Rural Affairs Statistics, about 351 municipalities and village cluster centre's (The archives and documentation centre at the Ministry of municipal and Rural Affairs 2012). There are 14 major Municipalities i.e.,

Makkah, Medinah, Riyadh, Jeddah, and Dammam. There are 337 other Municipalities of different classes throughout Saudi Arabia. Because of low population density, the village cluster centre system was created to cater for rural settlements' needs collectively. There are now 43 village cluster centres (VCC) two of which report directly to the Ministry. Table 4.3 shows the number of major class A municipalities in the kingdom that manages major urban centres such as Riyadh, Jeddah, Makkah, Madinah, and Dammam. Table 3.3 also shows the number of regional municipalities, regular municipalities, regional directorates, and municipal village cluster in the country.

Municipalities are classified in A, B, C, and D categories as shown in Table 3.4 (Al-Sabban 1990). The various municipal bodies are classified according to scope of services required, urban population, regional importance and extent of work and services rendered. The decision-making process in major municipalities (class A) is fairly dependent on central authorities in the Ministry regarding urban development and management growth issues; however other classes are more dependent. Independence in decision making is usually practiced only on some issues at the operational level. This has led some class A municipalities to break rank with the standard organizational structure provided by the Ministry of Municipal and Rural Affair and adopt variations that sometimes completely deviate from the standard in order to satisfy their organizational needs. Another type of municipal bodies that render services to citizens in Saudi Arabia is the Village Cluster Centre (VCC) and it is a financially and administratively defined body with an independent budget appropriated by the Ministry of Municipal and Rural Affairs. It is established for serving a number of villages. A village within a group of villages with basic factors of life is chosen as the VCC. The VCC undertakes tasks and responsibilities and is responsible for municipal services in the villages according to vested authorities (www.momra.gov.sa).

Table 3-3 A Number and Type of Municipal Bodies in KSA

Type	Number
Main Municipalities (*Amma'nah*)	14
Regional Municipalities (*Bala'di'yah*)	6
Municipalities (*Bala'di'yat*)	288
Village Clusters Centres (VCC)	43

Source: The archives and documentation centre at the Ministry of municipal and Rural Affairs 2012.

Table 3-4 Municipalities in Saudi Arabia

Municipality	Total	A	B	C	D
Amana (Municipalities serving major cities)	5	-	-	-	-
Municipalities	288	9	67	74	138
VCC	43				

Source: The archives and documentation centre at the Ministry of municipal and Rural Affairs 2012

Each of the municipal categories witnesses reviews and reclassification every three years.

3.11 Supervision of Municipalities

The Ministry of Municipal and Rural Affairs was established in 1975 and became the agency responsible for the municipalities and village clusters in all parts of the Kingdom of Saudi Arabia. It is the central body for the affairs of all the activities in the municipalities, particularly activities related to the planning and public policy of the city, and the process of supervising the municipalities through the formation of a central committee. It also conducts inspection of the municipalities and enjoys the full powers and responsibilities to ensure good performance and provide services to citizens under the regulations, instructions and regulations approved (Al-Mutairy et al., 1989; the Ministry of municipal and Rural Affairs, 1999). It is required to report to the Minister and Deputy Minister for and take

important decisions to improve performance and overcome the problems of developing solutions to remedying it through the proposals (Kachuja, 1994). It is observed that there is no department within the ministry responsible for the evaluation of the efficiency and effectiveness of the municipalities.

Figure 3.3 shows the Ministry of Municipal and Rural Affair, approved organizational structure for municipality class A such as the municipality of Jeddah. The Main Municipality is the main body that serves a major urban metropolitan centre. It is financially and administratively tied to the Ministry of Municipal and Rural Affair (MOMRA) but independent on a local government level. It is presided over by a Mayor *"Ameen"*, it undertakes the implementation of the tasks entrusted to it as defined by The Ministry of Municipal and Rural Affairs and Council of Ministers' decrees. As can be seen from the organizational structure shown in Figure 3.3, there are four major sections linked to the mayor.
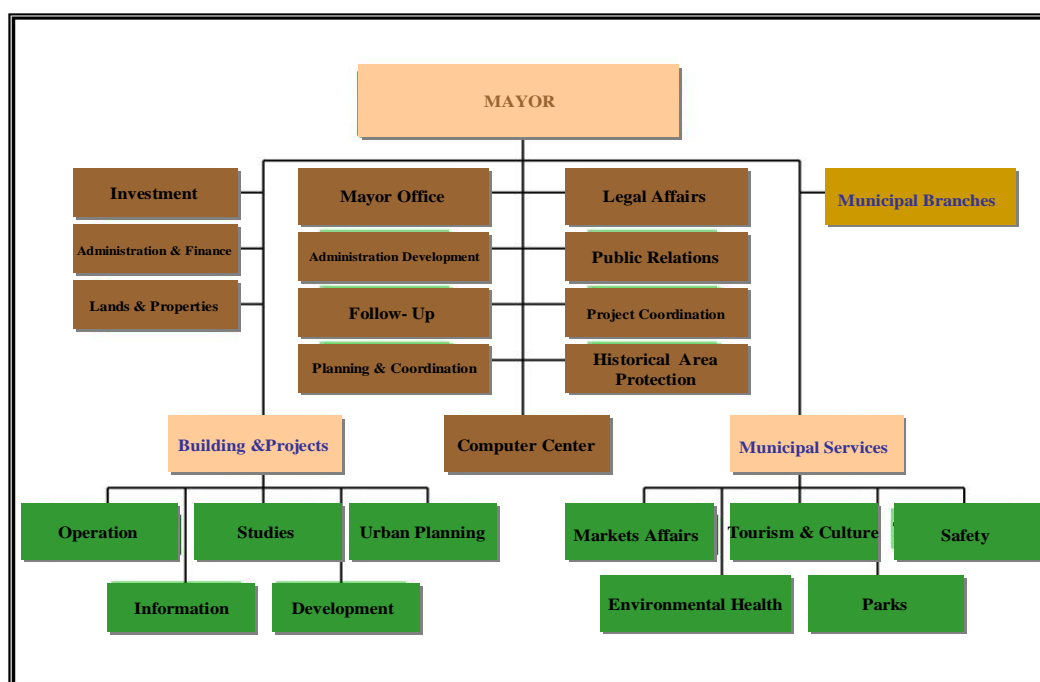
Figure 3-3 MOMRA Approved Class A Major Municipality Organizational Structure

The office of the mayor along with eleven other departments is linked directly with the mayor and these are described below.

3.11.1 Main Municipality Organizational Structure

The main municipality structure comprises of the Mayor's office, and of the Office for Public Relations which perform the public relation function for citizens and other government and

non-governmental agencies. In addition, there is the Department of Legal Affairs which oversees all internal and external legal matters concerning the municipality; and Department of Projects Coordination which controls the execution of major utilities and infrastructure projects and its follow-up and coordination with other service providers. There is also a Department of Historical Area Protection which is responsible for the rehabilitation and regeneration of the historical centre of the city. The department of administration development provides systems and training programmes for municipal staff and their skills improvement. Department of Project Planning and Coordination and the Department of Follow-up & Control help plan and executes all follow-up tasks concerning all municipal operations.

In addition to the above operational departments, there are also other departments that oversee the external operations like investments and land acquisitions. The Department of Municipal Investments which is in charge of developing city-wide investment schemes and opportunities to enhance municipal revenues and Department of Land, Properties and Grants which controls all matters relevant to land ownership, public land acquisitions, grants and eminent domain issues. There are also separate departments for administration and finance and computing. Finally, there is a Department of Local Municipal Branches that helps in coordinating the work of the municipal branches.

In addition to the preceding organizational units, there are two main strategic offices for deputy mayors in the Municipality structure. The first one controls all municipal services controlled by the municipality and the second office is for city-wide municipal projects and public work construction. Under the deputy mayor for services five main departments operate:

Deputy Mayor for Services:
1) Market Affairs which control all issues relevant to licensing and inspection of food markets, commercial goods markets, restaurants and shops.

2) Environmental Health Department that oversees waste disposal operations in the city, cleaning, landfills and pest control.

3) Parks and Landscaping Department is in charge of parks, landscaping, and irrigation throughout the city and its maintenance.

4) The Department of Safety, Security and Public Services which is responsible for keeping all municipal operations safe and secure including the provision of public grave yards, cemeteries and their maintenance.

5) Tourism and Culture Department is responsible for promoting tourism in the city and cultural events.

The Office of the Deputy Mayor for city-wide municipal projects and public construction consists of five main directorates that include the General Directorate, the General Directorate of Studies and Supervision of Municipal Projects, Information and Development Unit, General Directorate of Urban Planning and the Directorate for Regeneration and Development.

The General Directorate of Operations and Maintenance is responsible for the operation and maintenance of all municipal facilities, roads and streets, street lighting and paving. The general Directorate of Studies and Supervision of Municipal Projects is in charge of performing architectural and engineering studies for city-wide municipal projects and supervise their construction. There is also the Information and Development Unit that oversees the dissemination of all technical information. The general directorate of urban Planning consists of various technical departments such as building permits and licenses, land survey, and city planning and the Directorate of Regeneration and Development which is responsible for slums and informal settlements

3.11.2 Local Municipal Branches of Main Municipality

Furthermore class A municipalities in the country are usually composed of a number of local municipal branches in order to wield development growth management control of the increasingly urbanized land in large cities. The organizational structure of the Municipality of Jeddah is shown in Figure 3.4. The relationship between the Mayor and Municipal branches directors which engage in monitoring, development and urban growth within the administrative boundaries are approved by the Mayor of Jeddah, which is within the appointment of mayors Subcommittee. Recently the adoption of the Directorate General for municipal branches under supervisor of Assistant Secretary for public administration

regarded as a medium between the municipal branches and the Mayor of Jeddah Municipality.
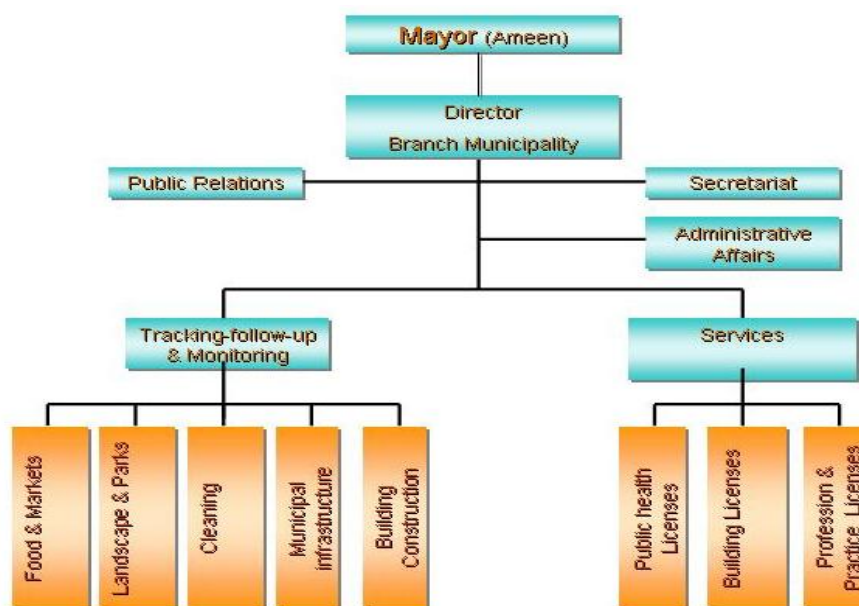
Figure 3-4 Local Municipal Branch Organizational Structure

The local municipal branch official representative of the Central Administration of the Jeddah municipality is responsible for the implementation and application of development policies and programs, urban growth, the central management plans and projects to provide all municipal services.

The planning, development and growth management tasks and responsibilities of the local branch requires a lot of coordination with middle management level at general directorates in the main municipality. Departments inside the local municipal branch coordinate their tasks with general directorates in the main municipality through the local branch director. This usually leads to difficulty in coordination and delays in rendering municipal services since decision making in the local branch is highly centralized and departments within the local branch do not participate in decision-making in planning decisions affecting their own area of jurisdiction.

Each local municipal branch usually has a domain or an urban area of jurisdiction where the local branch is responsible for rendering the municipal service to the citizens. Table 3.6 shows the number of local municipal branches in major municipal bodies in Saudi Arabia. As can be seen, the city of Jeddah has 14 local municipal branches. Figure 3.4 shows the

Ministry of municipal and Rural Affairs, approved organizational structure for municipal branch of a class A municipality.

In Figure 3.4, the structure of the local municipal branch shows two major sections underneath the branch director. One section has the responsibility for tracking and follow-up and monitoring of all municipal activities in the area within branch's jurisdiction. This section has five main departments: the Department of Building Construction which is responsible for inspection and monitoring all building construction activities within branch's jurisdiction; the Department of Municipal Infrastructure which is responsible for inspection and monitoring all municipal infrastructure activities within branch's jurisdiction; Department of Cleaning which is responsible for collection and waste disposal of all types of waste within branch's jurisdiction; Department of Landscape and Parks which is responsible for maintenance and operation of public parks and gardens, landscape activities within branch's jurisdiction; and the Department of Food and Markets which is responsible for licensing, inspection and monitoring all food shops, markets, commercial activities within branch's jurisdiction.

The other major section in the local municipal branch is mainly responsible for services such as the insurance of all types of shop and commercial licenses. Typically all planning tasks for the area within the branch's jurisdiction are usually handled by the Planning Department under a deputy mayor of the main municipality for building construction and projects as shown in Figure 3.3 The role of the local branch is limited to execution of plans and less often than not the branch's director requests an amendment of a planning law or changes in the zoning-by laws based on actual events on the ground and contacts and request from active citizens or developers and investors. The decision-making as discussed before concerning the provision of municipal services is usually based on a top-down in the main municipality-local branch structure which leads to less than optimal services and makes the delivery of the service more or less dependent on the management style of the local branch director. It is mainly based on the ability of the local municipal branch to determine the needs of the citizens in the area within its jurisdiction based on citizens' demands and its mapping efforts of their needs. In short it depends on the abilities and skills of the director. The branch director usually prioritizes the needs of the local branch and communicates that

to the mayor and other related departments within the main municipality. That usually acts as the motivator and trigger for financial planning and budgetary appropriation within the overall organizational structure for municipal projects and services.

3.11.3 Analysis of the Organizational Structure of Municipalities

Since its inception in 1978, the Ministry of Municipal and Rural Affairs, approved organizational structures are obligatory for class A municipality and local branches and are used by most main municipalities of large cities in the kingdom and their local branches. Some cities have not changed this structure in any drastic manner, others through time have modified it, albeit unofficially. A number of mayors have used innovative administrative tactics to accomplish these organizational structural changes to respond to changing conditions in the internal and external organizational environment. The driving force behind these changes in the organizational structure is the need to adapt to changes in their urban development and growth management environment and responding to citizens' needs which is argued as the main reasons behind such modifications by municipal officials i.e. the case of the municipality of Jeddah where many new departments were created among which is the Department of Urban Regeneration and Development for unofficial planned settlement urban areas that was created to respond to the increased number of these settlements around the city (54 areas as of now). This situation underlines the rigidity of the approved structure and the need to make this structure more flexible to respond to pressures from the rapidly changing urban conditions.

Another class of municipal organization is the Regional Municipality. This body is one of the formations founded by the Ministry of Municipal and Rural Affair according to certain regulations and standards and is a financially and administratively independent body on the local level, with an independent budget. It serves medium sized cities such as Taif, Rabegh, Kholais in the western province, Baha and Abha in the southern province, Alkharj in the central province and Alkhobar in the eastern province. The Municipality offers municipal services for cities where it is located and villages connected to it according to a ministerial decision issued by the Ministry of Municipal and Rural Affair. In some cases, such as in the Taif region, it acts as central municipality connected to a number of other but smaller municipal branches and village clusters in a defined region. Usually this type as can be

discerned from its structure has limited authority in terms of urban development and growth management and in sharp need for major restructuring to prompt decision- making and achieve flexibility. It serves rather as an administrative authority for its municipal branches and village clusters connected to it. It has its own budget appropriated by the Ministry of municipal and Rural Affair; it undertakes tasks vested on it by MOMRA; administratively supervises branch municipalities and village clusters connected to it (www.momra.gov.sa).

The current government system in Saudi Arabia allows no public participation in planning decision-making. At the present time the instituted government and the council of ministers legislate municipal elections in major cities and towns in the country. According to its stated objectives, the elected public official will be able to propose planning tasks and review municipal planning decisions.

Table 3-3 Municipalities and Village Clusters by Administrative Regions

Region	No. Of Amma'nah	No. Of Municipalities And their Categories				No. Of Village Clusters Categories (VCC)		
		A	B	C	D	B	C	D
Riyadh	1	1	8	15	11	0	0	1
Makkah	2	1	1	6	4	0	0	2
Madinah	1	1	2	2	3	1	1	0
Qassim	1	1	3	4	7	1	1	0
Eastern Region	1	2	3	2	4	0	0	3
Assir	1	1	4	5	6	1	0	1
Tabuk	1	0	1	4	1	0	0	1
Hail	1	0	0	2	8	0	0	2
Northern Borders	1	0	0	2	1	0	0	1
Jizan	1	0	2	3	7	0	0	2
Najran	1	0	0	1	3	0	0	1
Baha	1	0	1	2	3	0	1	0
Jouf	1	0	1	2	1	0	0	1
Total	14	7	26	50	59	3	3	15

Source: www.momra.gov.sa

Table 3-4 Branch Municipalities in Main Cities of Saudi Arabia

. Major Saudi Cities with a main municipal body	Number of municipal branches
Makkah	10
Medinah	13
Riyadh	16
Jeddah	14
Dammam	05

Source: The archives and documentation centre at the Ministry of municipal and Rural Affairs 2012.

3.12 Effectiveness of MOMRA'S Structural Plans for Urban Development

A structural plan guides the development of cities and towns through a defined time period and usually is prepared based on national and local urban strategic plans. The structure plans are also influenced by reviewing the needs and outline strategies to respond to these needs for extending the municipal boundary covering a larger area. The Ministry of Municipal and Rural Affair is the key agency involved in the preparation of new structure plans and updating of existing ones. The current process lacks consultation of all stakeholders but there is an effort to enhance ownership of the plan among key stakeholders and other public service providers (National Saudi Plans and The Ministry of Municipal and Rural Affairs).

Unlike the traditional approach of making a blue print, The Ministry of Municipal and Rural Affairs devise the structure plan that outlines land use, transportation and major infrastructure in the city and provides development controls to enhance planning flexibility and empower decision-making by planning departments in each municipality. These structural plans however lack tools such as rigorous investment and funding mechanisms and plans and to a lesser degree development control regulations for the rational growth of the Saudi cities.

The Ministry of Municipal and Rural Affairs approved structure plans normally layout the basic themes upon which the strategy of development is based. It identifies solving, enhancing and improving transportation throughout the city as a central key element of the plan based on projected and approved population densities in the various parts of the city.

The structure plan normally outlines the various land uses for the various parts of the city and the skeleton and backbone of main roads and highways linking these parts internally and externally to other urban centres and major utilities stations and public service facilities' locations, and all of the other features must be subservient to it. The environment is usually a major feature of the city that must be conserved and developed as an integral element of the plan. Other themes of the Ministry of Municipal and Rural Affairs structure plans include religious and cultural heritage of the certain cities such as Makkah and Medinah that is evident through the presence of gateways and protected zones. These are further sanctified by mosques that are auspicious markers throughout the urban setting.

In addition, the Ministry of Municipal and Rural Affairs approved structure plans usually take into account that the city must be organized around a central spine, or Urban Corridor, which carries a public transport system and major underground utilities. This spine usually links neighbourhoods' service nodes, which support and help define a system of Urban Villages. Urban hubs, in the various directions of the city, also have the goal of decentralizing pressure from urban cores. These are located along urban corridors.

Currently the latest the Ministry of Municipal and Rural Affairs, approved structural plans strive to enrich the urban setting of Saudi cities through the enhancement of its Urban Core and minimizing automobile use. Normally Ministry of Municipal and Rural Affairs, and through expert consultants engaged in the preparation of these structure plans, base their preparation on a set of principles of intelligent and new urbanism and strategies of urban development and management which emanate from them. These are principles which have emerged from the process of preparing this plan such as envisioning any major city as embracing settlements beyond the city (urban region) that are highly influenced by the activities in different parts of the city. This urban region has a symbiotic relationship with the city, both feeding each other.

All the Ministry of Municipal and Rural Affairs approved structure plans are followed and enhanced by the preparation of detailed master plans and local and action area plans, which interpret the structure into detailed urban components in the form of city parts and blocks. The structure plan is not a static document, but a living plan that will guide the numerous incremental projects and improvements, such that the small parts assemble into a beautiful and efficient whole. The structure plan identifies investments in the form of projects which can be taken up when they are prioritized.

Although the Ministry of Municipal and Rural Affairs, approved structural plans effectiveness is influenced by many factors including the enforcement of its policies, development controls, and guidelines, Municipalities throughout the country may improve the effectiveness of these plans through consultative meetings with local municipal branches and local municipal councils, media releases and the placement of downloadable

information on internet. The Ministry of Municipal and Rural Affairs- approved structure plans could also serve better if they are accessible as public document.

There is also scope for the comments and feedback of the people to be integrated into the plan. At the local level people's participation should be used to learn from future stakeholders about their requirements, and to teach them how the plan enhances them in creating a civil society and a well-tempered urban environment and infrastructure system.

3.13 Financing Urban Development

The total budget allocation of the municipal sector (The Ministry of Municipal and Rural Affairs) amounted to 38.3 billion Saudi Riyals during the seventh development plan period. However, notwithstanding the tangible development of municipal services during the Seventh five-year development plan period, the continuous socio-economic changes that have taken place involve new challenges and issues. Foremost among them are meeting the growing demand for municipal services, infrastructure and facilities increases as a result of the increasing population, growth and expansion of cities as well as economic expansion. Such needs increase substantially and exponentially particularly in urban centres, a matter which requires intensive efforts to meet the demand. Meeting the growing demand for municipal services entails continuously enhancing the potentials and actual capacity and resources of municipal agencies to enable them to meet the growing demand for such services, along with speeding up the implementation of adequate alternatives for funding the sector's various programmes, such as: expanding private sector participation in the provision of these services; attracting investors, as well as increasing municipal revenues.

Municipal revenues are among the main financing resources that contribute to the provision of municipal services. These revenues grew substantially during the seventh development plan period as a result of expansion in leasing of municipal properties and upgrading of the efficiency of collection. Notwithstanding this improvement, municipal revenues are still below the required level, as annual revenues constitute only 15% of the average annual budgets of municipalities and village clusters. This is attributed to the existing rate of untapped economic assets, low level of municipal fees and their collection rate, in addition to the fact that the municipal agencies provide several services free of charge. The revenue deficit facing municipalities reflects the necessity of managing municipal facilities and

services on a suitable commercial basis including reconsideration of the present fees of certain services to cover their provision costs and to rationalize the use of such services. It is also imperative to enhance collection efficiency, expand the leasing of lands owned by municipalities and accelerate the process of privatization of selected services in order to pave the way for private sector participation, and encourage it to provide services in a more efficient manner.

Another factor that influences the rising demand for municipal services in cities in Saudi Arabia is the application of what is called the urban boundary. This has eliminated the uncontrolled expansion of urban areas. However, the phenomenon of vacant lands, particularly in major cities, still exists and contributes to the dispersion of urban areas, thus enhancing the difficulty of providing such areas with basic services. This has impeded the optimal utilization of existing facilities and services, along with increasing construction, maintenance and operation costs. The demand for municipal services in the current eighth development plan is higher due to increased population, urban growth and economic expansion. The proposed total financial requirements of the municipal sector (The budget of the Ministry of Municipal and Rural Affairs, 2005) during the Eighth Development Plan period amount to SR 39.6 billion for financing programmes of management and operation, maintenance, manpower development, studies of projects, improvement of municipal performance, protection against storm water, environmental health, municipal roads, buildings, markets, public facilities, public parks, property expropriation and environmental health.

3.14 The Role of Private Sector in Urban Development

In terms of encouraging the role of the private sector in urban development or privatization, The Council of Ministers' Resolution No. 219 of 11/11/2002 list of facilities, activities and services that are to be privatized includes operation and maintenance services of public markets and parks, transport services, collection of municipal revenues, cleaning and waste disposal services. Privatization was confined to these areas to provide the private sector with administrative and technical experience in these fields. Ministry of Municipal and Rural Affairs is currently developing mechanisms and manuals which cover guidelines aimed at helping municipalities in the preparation and implementation of privatization programmers and the selection of appropriate activities to be privatized. Steps have already been taken

regarding the assignment of certain works to the private sector such as inventory and collection of municipal revenues, transport operations and cleaning tasks. This is in addition to a decision of the Council of Ministers to approve foreign investment in the cities of Saudi Arabia and the acquisition of land for housing projects and the establishment of urban development to serve the development of urban growth and economic, social, and this is aimed at providing career opportunities for employment in Saudi Arabia according to the regulations and instructions.

3.15 Future Development Vision

Ministry of Municipal and Rural Affairs have published on its website its vision for the municipal sector in Saudi Arabia by 2024. This includes:

- Transferring of most powers from the central level to the regional and the local level of Municipalities and Village Clusters.

- Giving the private sector a major role in the provision of municipal services.

- Linking all municipal agencies within the e-Government system along with the development of a comprehensive database covering administrative, financial and technical affairs.

- Ensuring a Kingdom-wide land registry to facilitate procedures pertaining to the settlement of property related disputes, expropriation of properties, and eliminate the encroachments on lands and begin to divide and planning of government land.

- Introduction of public utilities and municipal services and then build private houses for the needy and poor and people with special needs according to the regulations and instructions.

- In addition to helping municipalities in the management of all lands that lie within the scope of their responsibilities, establishing the legal framework for spatial planning at the national and regional levels, through a comprehensive and standard system of urban planning (which clearly defines the powers and responsibilities of all concerned agencies, development directions and growth centres).

- It is planned to introduce officially approved comprehensive and unified criteria for urban and rural planning, which will contribute towards spatial planning at the national and regional levels as well as towards directing land use and development in the context of preparing structural plans for cities and local action plans.

- Upgrading environmental health with a view to defining effective environmental criteria subject to strict regulatory rules which are easily enforced,(criteria should include protection of air, water, soil and, fauna and flora) as well as protection of the environment through proper planning of land use, municipal streets and roads.

- Adequate regulation of commercial and industrial activities in order to reduce noise and air pollution along with the full utilization of urban solid waste and waste water through the process of treatment and recycling. Where that the wastewater resulting from the use of water for citizens to be thrown or poured in the Red Sea at a depth of a very large, despite the Jeddah Municipality to locate east of the city for wastewater collection and the refined three-way to take advantage of treated water in irrigated agriculture and gardening.

3.16 Summary

This chapter explained briefly about management style applied in the governmental bodies in accordance with the policy of the senior leadership of the Saudi government, which is described the manner of administrative central, particularly government agencies, for example, the Ministry of Municipal and Rural Affairs (MOMRA) and the relevant urban development of the cities of Saudi Arabia in coordination with the Municipalities of the cities and municipalities, sub-village clusters. Also the organizational structures of the Ministry of Municipal and Rural Affairs and the relationship of departments among themselves, and the communication process secretariats in cities from the top down, without any participation or request to express an opinion has been discussed. Hence, this is reflected in the local authorities in the reciprocity in the issuance of orders implementation of the executive authorities without any desire to listen to advice or to express an opinion on these entities receives from the regulations and instructions.

The chapter has also discussed the increasing population of the Kingdom of Saudi Arabia and the need for a lot of services, public utilities, for example, supplementing the infrastructure within the cities and the expansion of the establishment of schools, universities, and attention to health by establishing hospitals, linking towns and villages and networks for abandoned centres.

Also the functions of departments and their role in the process of urban development and the achievement of organizational goals through the vision of the strategy approved by the senior leadership of the country, through the five-year plans for urban development has been clarified.

4   Municipal Organization in Saudi Arabia: Case Study of the Jeddah City

4.1   Introduction

This chapter presents an in depth look into how the various functions and tasks of urban planning and management is organized by the main central Municipality in Saudi Arabia and by the local municipal branch structure in the city of Jeddah. In order to provide the context for assessing the Municipal organization of Jeddah; it is essential that a discussion of the city of Jeddah and its landscape be presented at the outset. The chapter also contains a discussion on the urban planning strategies and policies so that an understanding is developed about how the city has developed and with what objectives.

4.2   Jeddah City

The city of Jeddah is one of the major cities which is important at regional, national and global levels. It is a contemporary city, faced with challenges and historical changes. It has an important role functioning as the principal gateway of the Two Holy Mosques and the Kingdom of Saudi Arabia on the west coast of the Kingdom. It has a long history in the field of trade and industry, finance, administration, science, health and entertainment. Figure 4.1 shows how Jeddah evolved from a small town surrounded by ships and its modest transformation, diversification and expansion of its various components. The population was 18000 people in 1344 AH (1923) and grew until it reached more than two million in 2002.

Figure 4.2 describes the area of Jeddah, until 1947 when it was surrounded by a fence. It did not exceed 1 km^2 and was known as the walled city. As a result of population growth of the city and frequent needs for services and facilities the fence was removed in 1947 and led to the expansion of urban space of the city to 2.8 km^2 see Figure 4.3. This coincided with the beginning of the era of oil in Saudi Arabia, and "modern" stage in the development of the city of Jeddah. From 1947 to 1956, Saudi Arabia witnessed boom and economic recovery reflected positively on the rest of the

country. Large construction projects in Jeddah have benefited from its location on the Red Sea, as a major regional commercial centre, and activated its role as a seaport and contact with the outside world in importing goods and building materials. City growth has increased and expanded, the number of residents increased to 250,000 people during 1961-1968 and by1991 the city grew from 2.8 km^2 to 32 km^2 see Figure 4.4.These figures represent average annual rate of increase of 11% during the period 1947-1966 (Jackson, 1979). In 1968, the area of urban and city reached 5,600 hectares see Figure 3.5. This rate of growth was maintained over the next five years, giving a 1971 population of 404,650. Between 1971 and 1978, the city's population more than doubled to a total of 915,800 in1978.

Figure 4-1 Map of Jeddah city

Total Area = 0.6 km² before demolition of city walls
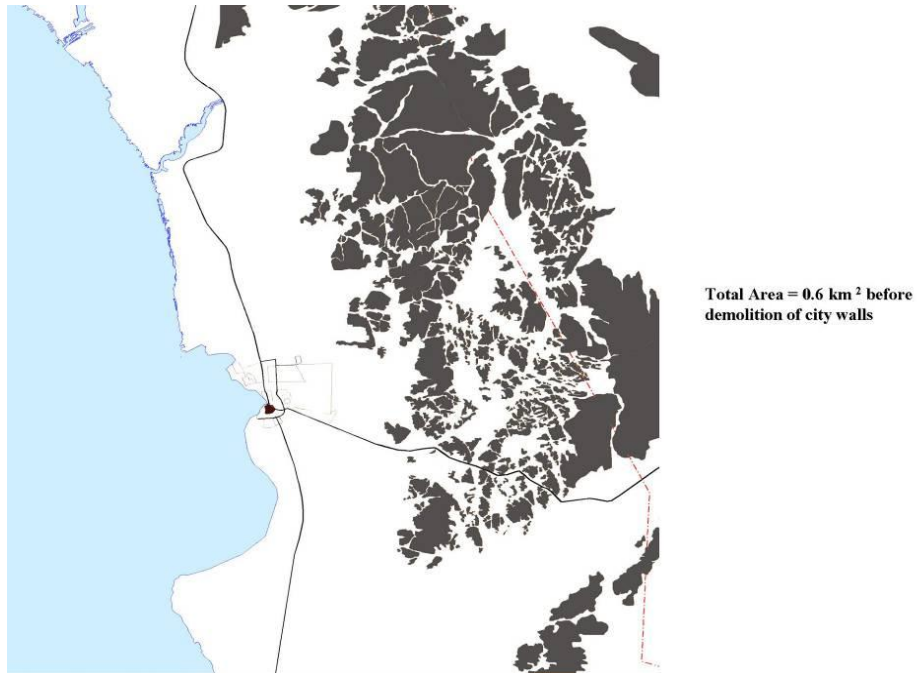
Figure 4-2 Jeddah Urban Area before Demolition of City Wall in 1947 = 0.6 Km2

Total Area = 2.8 km² (1952)

Figure 4-3 Jeddah Urban Area from 1952- 1968 = 2.8km² - 56 Km²
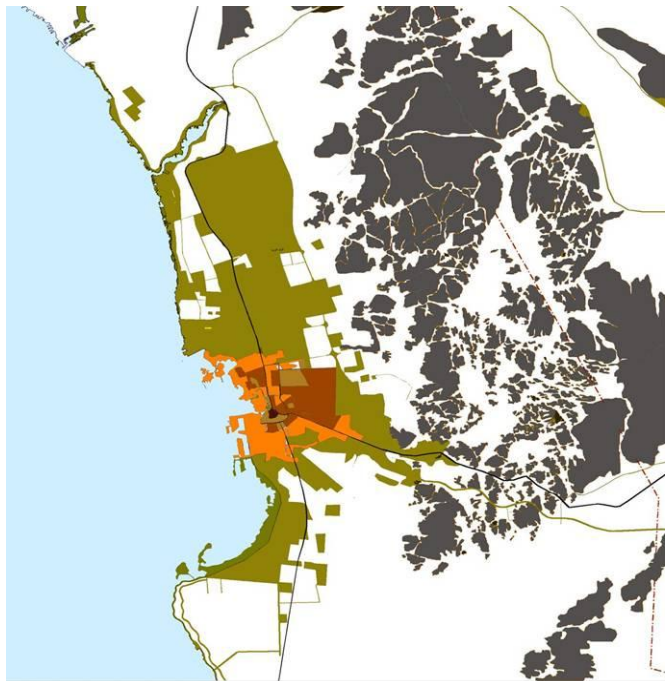
Total Area =367 km² (1987)

Figure 4-4 Jeddah Urban Area 1987 = 367km²
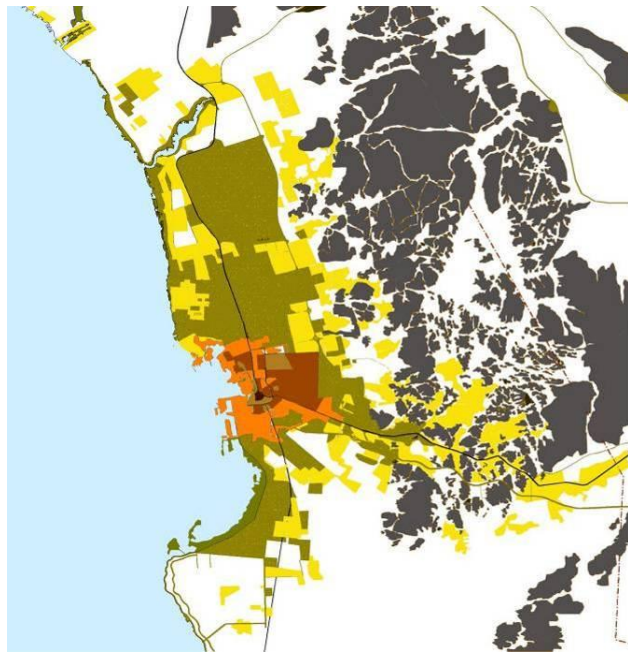
Total Area = 1378 km² (2002)

Figure 4-5 Jeddah Urban Area 2002. 1378km²

Table 4-1 Population growth in the city of Jeddah

Year	Population	Area km^2	Growth Rate %	Source
1980-1987	1,312,000	387	3	Daghistani 1991
1987-2002	2,440,000	1378	9.5	Daghistani 1991
2002-2010	3,456,259	2500	5	Telegram from Principality of Jeddah

Table 4.1 shows rate of population growth for the city of Jeddah between 1980 and 2010. In 1987, the population was 1,312,000. In 1987-2002 population growth rate rose to 9.5% as a result of economic improvement in the country, which helped many to continue escalated growth and expanded the city area from 3,200 to 36,700 hectares. This led to an increase in the population's needs for services, utilities and infrastructure. Also as a result of this rapid growth of the city, slums have proliferated as a result of migration from villages bordering the Red Sea city of Jeddah in search of jobs and education. This form of pressure on government agencies for services was not anticipated and hence became large and formidable challenges faced by Central and local government. Appendix B shows an aerial image of Jeddah.

4.3 Urban Planning, Development, and Growth Management in Jeddah

Jeddah has witnessed five main stages of comprehensive master planning. The first came in 1960 shortly after the demolition of the city wall. This stage witnessed an urban rush towards building nearby the coastal plains in the north such as the Baghdadiyah district and towards the south, such as the Mada'in Alfahd district and towards the valleys in the east such as the Wadibani Malik region. The city's services lagged behind the development and building activities in these new urban areas. Only some areas were provided with municipal services such as roads, water, and electricity. This stage culminated with the Makhloof master plan for the city of Jeddah see Appendix C. The plan determined existing population trends and provided for future needs in relation to urban land use, road networks, water, sewage and utilities networks, and called for a new seaport and airport in the city. The administration of

the city's growth and development according to the provision of the Makhloof plan was limited to and distinguished by the re-planning process of the old city and planning of the early stages of water and utilities projects inside the old city and constructing the wharfs of the seaport and asphalting and beautification of main streets.

The second stage came into effect with the completion of master plan for the city by Robert Mathew in 1973 (see Appendix D). The plan organized the city's districts around urban commercial centres in the various districts, established and expanded the principal road network inside and around the city, maintained and improved the existing land uses, and conducted a very detailed urban design study of the city's centre and its old city quarters and classified its historical buildings and proposed ways to preserve the city's urban and architectural heritage. The urban growth was limited to existing vacant urban areas in the southern, central, eastern, and northern sectors of the defined urban area for the city.

The third master plan for the city was prepared by Jackson in 1960 (see Appendix E). The plan described in more detail the urban road network and the urban land uses. It allotted the southern parts of the urban fabric into an industrial zone and encouraged the growth of the city urbanization into the northern sector. Al-Somait master plan for Jeddah in 1990 (see Appendix F) called for a marked urban growth into the eastern hills and northern areas beyond the Obhor Creek into the Thah'ban region. This growth formed new satellite urban centres around new residential areas such as Thah'ban which shortly after was assigned a local municipal body based on the recommendation of the plan to handle the new growth and municipal responsibilities Presently new structural and master plans for the city are being prepared and both call for new focus on sustainable land uses by concentrating development; creation of new urban satellites around the periphery of the city to reduce the size of intercity vacant lands and stretched linear city growth in order to improve transportation and ease traffic along roads and increase density and maximize mixed use developments. The plan need to calls for increased participation of the private sectors in urban growth and management.

4.4   The Structure of Jeddah Municipality

According to the political system, there are thirteen emirates or administrative sectors and each of these emirates is headed by an Emir who is the governor and leads the Majlis (council) that has a tied functionality with the interior ministry.

The Mayor has representatives from the key agencies: the police, healthcare, water, electricity supply, defence, commerce. Local VIPs are directly appointed by the King to the local Majlis. The local Majlis nominates some of the members to the municipal services committee which is formed by the Majlis and is entrusted the responsibility of better cooperation with the regional ministries. This is necessary to improve cooperation in the fields of strategy formation, planning, budgeting, and providing civil and municipal facilities in a better way.

The villages and municipal bodies have been included into the functions of the municipalities and the municipal councils have the duty to ensure good public health and safety with the help of organization and layout of the construction of the city, and also by effective administration of the license of buildings, improving public health and protection of the property from encroachment. The systems are in place for the protection of public amenities having been identified to protect them from damage.

In 2004, per a royal decree, the local municipal Majalis were created with 14 members. Local elections would be held to elect at least half of the members who will be a part of the local body. This is a very big step for Saudi Arabia, where there is absolute monarchy and no history of election for any public roles. The procedures like nominations, campaigning advertising and voters were established by the law.

The Ministry of Municipal and Rural Affairs (MOMRA) was declared as the supervisor for the process of election. This was because it is in charge of all the issues related to the municipal services and appoints the other half of the members to the municipal council (Government of Saudi Arabia, 2010).As this was the first election, the election process had a very high interest among the people among and more than 1800 businessmen, journalist, scholars contested in the elections across the regions of the country. Voting was limited only to men, and women have been promised voting

rights in 2009. At present, women have the right to nominate and compete in local Chamber of Commerce elections (Government of Saudi Arabia, 2010).

The local municipal elections in Saudi Arabia were conducted and around 178 municipalities in Saudi Arabia participated in the elections. The public response was not very high because of the low powers given to them during the constitution of the local councils. No political parties are allowed, hence all the candidates were independents and they used their own money for election purposes. People turned out in heavy numbers to compete in the election. In Riyadh, around 700 candidates participated in the elections for 7 council posts. In Greater Riyadh, around 1800 candidates contested for 127 seats (Government of Saudi Arabia, 2010).

Even though so many candidates took part in the elections, the interest among the electorate was not at its best. Only 25 per cent of the male population registered themselves to cast their vote. In Jeddah, around 523 candidates filed nominations to seek election to the seven seats in the municipal council in Jeddah. There were 45 voter registration centres established across the city (Figure 3.6). Around 57,000 men had registered for voting, which means that only 20% of eligible men registered for voting. In other areas, the registration of voting was around 40 – 50%. Once the election is over the council discusses issues like budget allocation, maintenance of amenities, street lighting etc. However, political debates are not on the agenda. Therefore, Saudi Arabia has introduced political reforms through elections of the local bodies and the Shura legislative council attempts to encourage the rule of law, transparency, stopping of corruption and improves public participation. There is still a long way to go before any form of democratic reforms is enforced and public involvement is increased in local and national governments. All the members of local municipalities should be elected and awarded more control and authority should be given to the local bodies so that they can make a remarkable impact on the key issues that face the Saudi Arabian society.

Figure 4-6 Voters' Registration Centres in Jeddah. Source Government of Saudi Arabia, 2010

Figure 4.7 shows Jeddah's Municipal Branches and boundary area and Table 4.2 presents statistics for the local municipalities. Through the method applied in Jeddah municipality and local municipal branches deal with development and emerging issues in the city as a result of rapid population growth and try to meet their basic needs of municipal services and public utilities and infrastructure, where still more than 70% of the city lacks infrastructure provision. It features many slums and confronts the infrastructure-related projects for many problems, including the cancellation and postponement and interruption due to a lack of coordination and management between the stakeholders resulted in causing the recent disaster that befell the city of Jeddah in 2009, as a result of excessive rainfall and run-off from the valleys.

During this flood, houses collapsed, there was damage to asphalt streets and cracks appeared in modern buildings from the vulnerability of the earth's crust. All this happened as a result of non-completion of the infrastructure of the city and the many inconsistencies and duplication between the service agencies in the city. There are other problems of traffic congestion, encroachment on the floodplains, and

construction in the valleys. Decisions are taken by each individual service resolution without any overall coordination between these services.
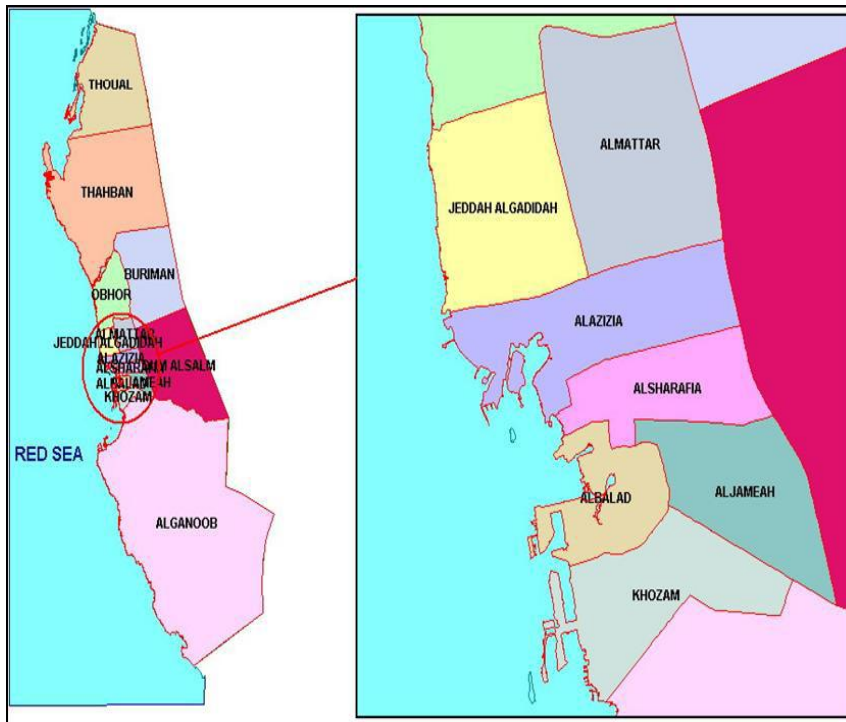
Figure 4-7 Jeddah's Municipal Branches & Boundary Area

Table 4-2 Local Municipal Branches Statistics

No.	Municipal Branch	Area of jurisdiction (km^2)	Population	Date of establishment
1	Al Azzizia	36,48	250,000	1980
2	Al Balad	17,52	350,000	1980
3	Buriman	388,68	250,000	1992
4	Thahban	932,49	15,000	1983
5	Al Jameah	29,6	125,000	1977
6	Al Ganoob	2270,6	50,000	1984
7	Jeddah Aljadida	38,81	200,000	1977
8	Khozam	31,28	260,000	1977
9	Al Mattar	51,3	400,000	1980
10	Obhor	156,64	300,000	1982
11	Al Sharafia	22,9	150,000	1982
12	Thuoal	503,55	15,000	1987
13	Um alsalam	467,22	380,000	1986
	Total	4945	2,745,000	

Source: Jeddah Municipality, 2006

Appendix G illustrates the organizational structure of the Jeddah municipality and the site of municipal branches and their relationship with the city and service agencies where the agencies and services agency named Agency for reconstruction and development projects.

The Ministry Of Municipal and Rural Affairs (MOMRA) outlines the required approaches from major cities as follows: the overall town planning and management process, involves a continuous process of organizing and implementing comprehensive policies and plans and programs for development of the city and plans which must be technically and economically feasible. We should acknowledge the

interactions between the municipality and various agencies in the city, and programs by municipal departments (MOMRA, 2009). To analyse this statement requires reference and to application of the basic principles of good management to deal with urban development and to review the current organizational structure of the Jeddah Municipality and how they deal with issues and problems. To implement it must meet several requirements, including:

- Contribute to the effective management of urban areas.
- Activate good coordination with other agencies.
- Facilitate the formulation and implementation of policies and programs
- Provide and clarify the system and procedures sufficient to control development.
- Provide an effective mechanism for monitoring and review.

4.5   Organizational Structure of the Jeddah Municipal Organization

The organizational structure of the Jeddah Municipality demonstrates the current role for urban development plans and projects and their impact on the process of development and management of the city to meet needs of municipal services, infrastructure and public utilities that affect direct impact on the well-being of the population in the city. For example, for the Planning Department to the Secretariat by adopting and planning a sewage collection site in east of the city with an estimated land area of 17 km^2, without reference to the negative impact that would result from a site near residential areas and dangerous pollutants and the steady increase runoff.

4.5.1   Organizational Structure and Policy Development and Implementation

There seems a clear link between the management processes of planning and practice of urban cities in the organizational structure of the Jeddah Municipality and departments attached to direct the Office of the Mayor of the city. These operate according to a clear policy formulation to deal with issues and problems identified in the coordination and organization among the agencies. However, this regulatory policy has failed to stimulate the improvement and development of the process of coordination between the service and municipal branches internally and externally, has attributed this failure to the method used in the organizational structure in the

role of performance planning and coordination of the current, which is reflected in the apparent weakness of the organizational structure (Figure 4.8).

4.5.2   Organizational Structure and Inter-agency Coordination

To improve coordination between different activities in the city, with other organisations, an office for the coordination and implementation of projects was created to prevent duplication of projects and to administer periodic reports.

4.5.3   Organizational Structure and Policy Implementation

Owing to a lack of technical personnel of municipal staff, and incompetency and inexperience in implementation of strategic plans for projects meant the Secretariat was forced to bring consultants and experts to do the work of the municipalities. In fact, most of the staff of the Secretariat of Jeddah and municipalities do not participate in the preparation of subsidiary plans and projects for the city. This is one of the reasons that led to the delay and postponement of many important projects for the city.
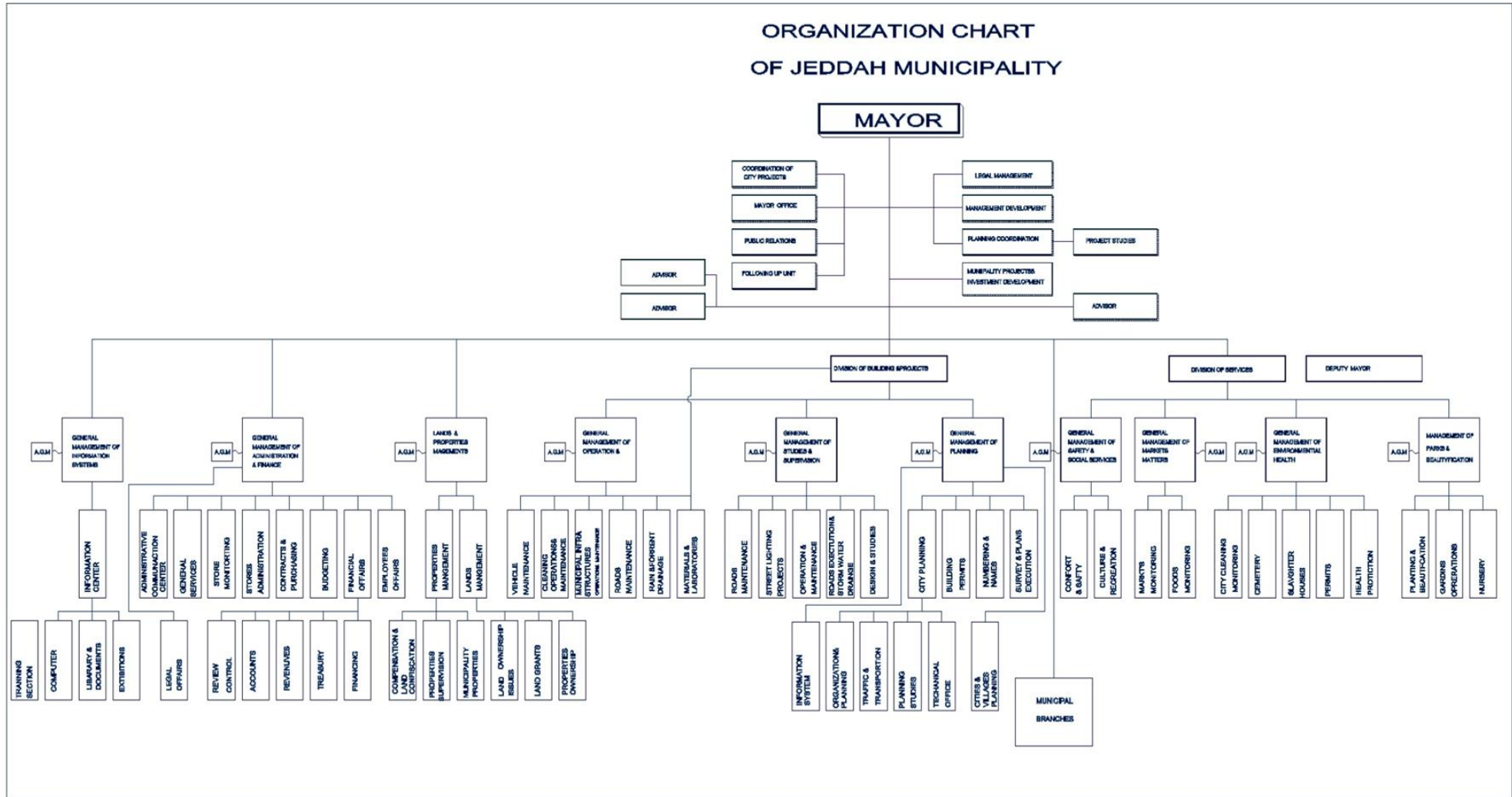
Figure 4-8 Organization Chart of Municipality of Jeddah (1982-2005)

For example, to implement the plans of first-class municipality in Jeddah is a complex activity, requiring the use of a variety of functions in the analysis and study, implementation and understanding of those who control resources within the municipality in order to adopt a correct political orientation for policy implementation process.

You can say perhaps that the capital master plan has been relatively successful in attracting resources to assist in the implementation of some projects in the public sector-for example, proposals have been implemented in highway network master plan almost perfectly. A similar situation exists with respect to utilities and other services. The same can't be said for the attraction, coordination and balance of private sector investment. For example, retail trade developments and shopping centres have been built on floodplains.

In terms of development, there are two separate problems relating to control over development. The first is the inability to prevent their territories in areas not designated for the development of the capital master plan. The second is the ability to control the development sub-divisions, which are consistent with the pattern and intensity of land use. One of the main difficulties in controlling the land that once land is distributed by the Government to individuals many granted large tracts of land hundreds and sometimes thousands of hectares, it is in practice, it was almost impossible to resist the development version. There is a conflict here between government policy clearly central to the granting of land, as an important element in the distribution of wealth, and local policy objectives for urban development. Resolving this conflict is crucial to the future process and successful urban growth management policies.

4.5.4   Organizational Structure and Control and Monitoring Processes

Jeddah city brought in four consulting firms from1960-1990 to develop (master plan) which led to a wave of problems of planning and environment of the city, causing delay and implementing many projects approved in the master plan for the development of the city. For example, the highway network with continued

population growth and migration from the countryside to the city and encroaching on Government land, building without construction permits.

The Jeddah municipality over the last five years since 2006 has reorganized and the need to change organizational structure to accompany urban change however, there is an apparent shortage in the number of qualified staff and skilled labour to do this work. The Government's new approach is the establishment of municipal councils for citizen participation in urban development and decision-making in the city of Jeddah.

4.6   Decision Making In Jeddah Municipal Organization

Under this heading, two major issues are presented. The first one has to do with how planning and growth management decisions are made inside the municipality and the local branches system. The second point concerns the role of the public in participating in decision-making of planning and growth management through local municipal councils.

Local municipal branch structure shows the absence of a formal planning office within the organizational structure that would be responsible for all planning tasks. The local municipal branch employees are generally understood to be responsible for mapping out the area needs within their divisions and inside the branch's area of jurisdiction. In turn these municipal workers report to their division heads who in turn report it to the branch director who communicates these needs to various central directorates within the main municipal structure. This bottom–up approach is slow and weak and almost not existent within the existing municipal structure and when it is made the process is random and not formalized. The urban planning, development, and growth management tasks are carried out in a top-down approach and have proven not to be very effective due to the lack of needs assessment for each municipal area and vertical nature of the existing Municipality structure which constraints timely communication and coordination between the local municipal branch divisions and the main municipality directories. A lot of requirements for the provision of municipal services to the urban population within each branch of the municipality are not provided because of the central municipality in the administration. An example of this

is the need of some neighbourhoods for asphalting of residential streets and the needs of the population to be provided with services of parks and open spaces for hiking and recreation. All this was being examined by the competent department of the Secretariat and included in the priorities and within the amounts appropriated for these projects.

With respect to public participation in the municipal decision-making process, as mentioned previously, this process has started in KSA with the recent municipal council elections. However, these councils are just beginning and still can be considered in the embryonic stage and therefore no real participation is taking place at the present time and very little effect will be felt before the decisions by the local municipal councils are enacted and its advisory role is changed into a legislative one.

4.7   Financial Issues in Urban Planning and Growth Management in Jeddah

Financial resources for the municipality of Jeddah are comprised from budgetary appropriation from the central government in Riyadh through the Ministry of Finance and National Economy and MOMRA generated through returns on municipal investments, building permits and income from industrial and commercial business licensing fees. All municipal income from fees and licensing collection, and investment must first be deposited with the Ministry of Finance before it can be utilized by the municipality. The total annual budget for the municipality of Jeddah is determined by negotiations between representatives from the Ministry of Finance and municipal officials. Normally municipal income from governmental financial resources is assigned to cover salaries, expenses of municipal maintenance and operations, and municipal projects.

The mayor uses his authority in the distribution process of the annual budget according to the priorities set by the various municipal departments. Local municipal branches do not play a major role in determination of their annual budget or size of expenditures. Annual budgets tend to address local needs as determined by the central Municipality departments and directorate since financial resources are pooled for the whole municipal system. There is also a tendency for imbalances to occur in money allocations between the local municipal branches and budget appropriations for development projects and maintenance. The typical

municipal organizational structure for Class A municipality is shown in Figure 4.9 which exhibits the complete dependency of the local branch and its lack of authority in management of its financial appropriations. This leads to a dilemma for the local municipal branch and how it can balance between its jurisdictional responsibilities and its assigned role in development and growth management, and its needs to secure the required financial resources to carry out its duties in that context.
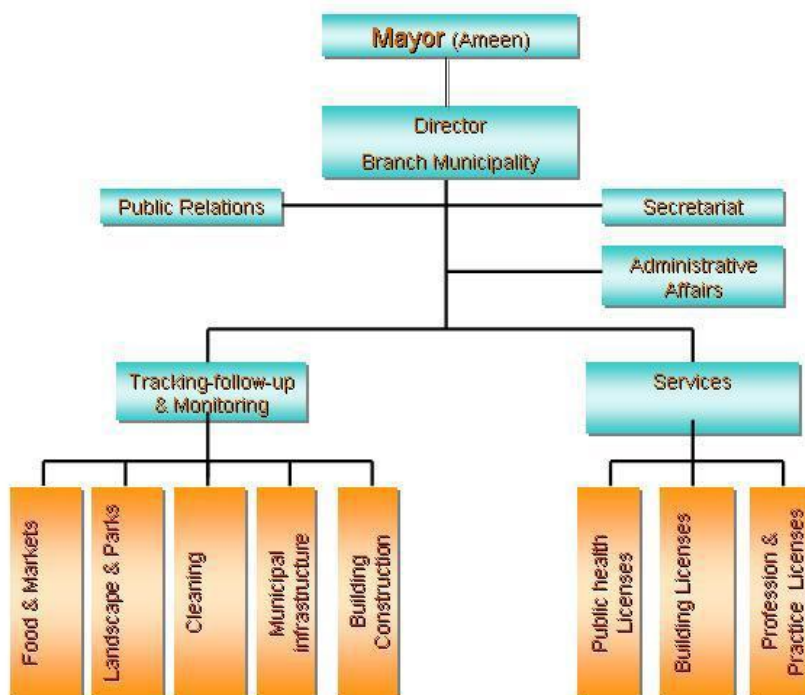
Figure 4-9 Jeddah's Local Municipal Branch Organizational Structure

Furthermore and in certain instances, income from fees and licensing collection within a jurisdiction of a local branch exceeds the appropriated budget for that branch. In other words, and because the central control mechanism used in financial management by the Municipality- local municipal branch system, the local branch may sometimes get less money appropriated than what it has collected through fees. In other instances municipalities spend more than what they have earned in fees collection. This may not represent a real problem and allow for cross-subsidies between the different local municipal branches.

To gain some insights into the public finance of municipal services and infrastructure projects for the city of Jeddah, we review the expenditures and revenues generated by the municipality of Jeddah. Table 4.3 and Table 4.4 show budgeted public

expenditures for municipal services and infrastructure projects for the city of Jeddah and all its municipal branches and corresponding total municipal revenues and budgets between 2001 and 2008. Table 4.3 shows the data for annual appropriated budget, total revenue generated by the municipality and its local branches, and project expenditures for the same period. The data also shows that expenditures for municipal services have hovered around 700 million Saudi riyal for the period shown which indicate and can inferred from that there money spent did not address any demand changes for new service although the city size and the population number is on the increase. Infrastructure and project expenditures have risen steadily during the period due to increases in national oil revenue.

Table 4-3 Budgeted Public Expenditures for Municipal Services and Infrastructure

	Annual Expenditures in millions SR						
	2001	2002	2003	2004	2005	2006	2007
Municipal Services	720	800	540	620	900	750	740
Infrastructure Projects	250	270	250	260	330	900	920
Total	970	1070	790	880	1230	1600	1660
SR = 0.267 US dollar Source: Municipality of Jeddah annual reports (2001-2008)							

Table 4-4 Municipality of Jeddah Budget, Expenditures and Revenue (In Millions of Saudi Riyals)

	2001	2002	2003	2004	2005	2006	2007	2008
Appropriated Budget	980	1070	790	880	1230	1650	2018	1866
Actual expenditures	970	989	785	865	1001	1230	1660	1590
Total Revenue	230	245	274	292	313	345	371	420
1 SR = 0.267 US dollar Source: Municipality of Jeddah annual reports (2001-2008)								

As can be seen from Table 4.5 revenue for each of the 13 municipal branches differs. This is mainly due to the area size of the branch and the number of businesses located

in the jurisdiction of the branch. However when there is no relationship between revenue achieved and project expenditure in each jurisdiction. Some local branches tend to get more budget allocation than others even when these branches are making fewer revenues. This can be attributed to higher management's irrational preferences due to political and lobby groups pressure, centralized project and municipal services planning, municipal organizational structural deficiency which allows for no or minimal participation by the local branch in identifying its needs and project and financial planning decision making. Inevitably this leads to ineffectiveness of the local branch in solving problems which diminish its ability in managing its urban development and growth within its jurisdictional boundaries.

Table 4-5Annual Revenue (Fees & Licensing) By Local Branches (2001-2008)

No.	Local Branch	2001	2002	2003	2004	2005	2006	2007	2008
		Millions Saudi riyals							
1	Al mattar	14.5	20.2	20.0	19,1	14.8	15.1	16.5	17.8
2	Al Balad	10	11	14	16.1	11.3	12.6	13.7	16.5
3	Al Azzizia	7.4	8.5	9.7	11.2	8.6	8.7	9	9.4
4	Jeddah Algadida	7.8	10.8	11.7	12	10.2	10	9	9.2
5	Al Sharafia	6.6	7.7	8.2	8.6	8.4	7.1	6	6.4
6	Khozam	5.8	6.1	5.9	6.8	6.9	7	7.3	7.7
7	Al Ganoob	5.5	5.1	6.0	6.0	6.7	6.9	7.3	7.8
8	Al Jameah	4.4	5.0	4.8	6.0	5.5	6.2	6.5	7.3
9	Obhor	3.7	5.1	5.6	7.2	6.8	6	5.5	4.5
10	Um Alsalam	3.0	3.8	3.6	5.1	4.0	4.2	4.4	4.5
11	Buriman	1.3	1.7	2.3	2.3	2.2	2.7	3	3.5
12	Thahban	0.6	1.0	1.0	0.8	1.1	1	1	1
13	Thuoal	0.2	0.4	0.2	0.3	0.4	0.5	0.6	0.7
1 SR = 0.267 US dollar									
Source: Municipality of Jeddah annual reports (2001-2008)									

In addition, and as a reflection of the existing imbalance which affects the ability of the local branch in carrying out its responsibilities, there is a clear lack of municipal financial management apparatus in the local municipal branches. This situation is portrayed graphically and can be deduced from the organizational structure of the typical local municipal branch. The typical structure does not show a unit that is specialized in municipal finance and necessary sub-units specializing in purchasing, budgeting, and follow-up. The structure provides only for a collection office responsible for fees collection and which is manned by a single part-time employee of the central municipal finance department.

Another current problem is the waterfront in Jeddah which is important for the province. It is one of the most beautiful waterfronts in the region, and serves, environmental, economic and recreational important functions. Figure 3.10 shows the city waterfront and the view of the sea. This is an important public utility unable to meet the needs of citizens. Nevertheless, the interface remains and marine monuments add value to the town, and there are still many opportunities to their development and improvement for the benefit of all citizens. Figures 3.11 and 3.12 show that in most areas of the coast at the present time services of sewage networks and infrastructure for the disposal of rainwater are lacking.
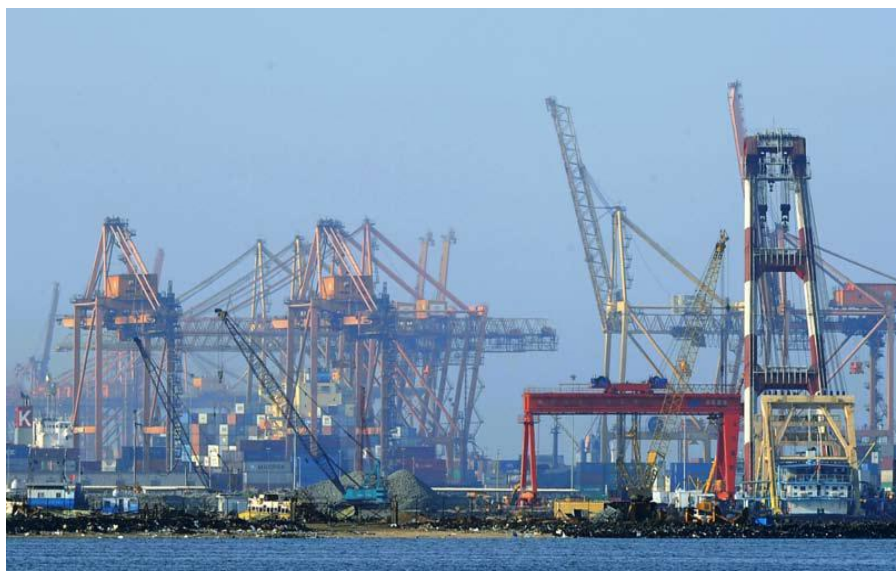
Figure 4-10 Balancing Competing Uses along the Waterfront

Figure 4-11 Area of the Waterfront from the City Centre

Figure 4-12 Residential Development Project along the Waterfront

4.8   Summary

The above discussion highlighted that there are several issues in the organizational structure of the Jeddah Municipality as well as its branches that hinder the decision making process and also creates conflicts in implementation. It is seen that there is no central planning agency at the main municipal level and no provision to get inputs from the branches before making land allocation and issuing of licenses related decisions. The lack of planning apparatus means that the municipality has to hire external consultancy firms to develop its plans of development for the city. The organizational structure also restricts communication and coordination within the branches, inter-branch, and with external stakeholders like the

local communities, business, environmental researchers, and other governmental agencies that look after material and logistics management for the construction projects. Additionally, the financial structure of the municipality is such that there the local branches find themselves stretched in making their objectives met with the resources that are allocated to them. The resource allocation is arbitrary and is not in keeping with a realistic need assessment at the branch level.

5   Research Methodology

5.1   Introduction

The aim of this study is to review the impact of the decentralization policy and the nature of governance in cities in Saudi Arabia using Jeddah as a case study and to evaluate the performance of the Ministry of Municipal and Rural Affairs (MOMRA). The analysis of proposed strategies is motivated by the central research question: *What are the primary challenges and effects of municipal Decentralization within the specific context of Saudi Arabia*?

The principal objectives of the research are:

- To examine perceptions of service delivery quality from service providers and citizens and to compare them.
- Consider the effects of decentralization on service delivery.
- To assess potential of the type of Municipal structure, used in Jeddah, to deliver high service quality and effective performance
- To assess the Municipal organizations in terms of level of participation, autonomy, accountability, transparency and equality in regional development.
- To identify constraints affecting urban development and management in Jeddah arising from issues or organisational structure.
- To develop a range of recommendations for improving the performance of the Municipal organization.

This chapter discusses the research methodology and design method that was used in this study to collect and analyse data.

Analysis of decentralization in governance in Saudi Arabia was found by the researcher to be similar to that of Bardhan (1997). Applying and promoting the development of decentralization in governance is important when improving and developing services provided to people. Basic principles of the new administration, which has several important aspects, including the transfer of competencies from Central Government without neglecting local authorities for their knowledge and their ability to contribute to the rapid decision-making, must be applied.

The researcher enforcing the decentralized approach is very important in Governments, particularly in developing countries, such as Saudi Arabia. This will be explained through analysis of all the above factors through the questions forwarded to officials and citizens, via questionnaires, to benefit from their views. Bardhan stated that decentralization is not an end in itself but a tool of philosophy and development that enables people to participate in decision-making regarding the development of their communities to realize their interests, and is concerned mainly with the transfer of powers from the central levels until you reach the lower local levels.

There are a number of methods of investigation that are typically associated with case study research including the document review, interviews, direct observation and feedback from the participants, all of these were used in this study. In general, participant observation techniques proved extremely useful in providing the vision and preliminary ideas that led to more cautious formulation of the problem and hypotheses.

Table 5.1 presents the methods used to collate information for this study.Table 5-1 Methods used to collect data

Location	Methods	Techniques
Library	Analysis of background of Saudi Arabia,(Case Study Jeddah City). Searching in literature for urban governance and management. Searching for the concepts of quality and service in Jeddah Municipality	Recording of notes. Content analysis. Microfilm and microfiche searches. Computer information and CDsInternet.
Fieldwork	Personal interview. Questionnaire on the applicability of the basic principles of the new administration, and the quality level of services provided to citizens of municipalities. Observation	Interviews with selected groups in the search, and the questions are designed to be open, in addition to the interview questions were open and direct. Use of Likert-scale for attitude measurement Record the answers and direct observations, interviews and other approved registration record through the Registrar. Monitor and record the services provided by municipal branches and satisfaction of service receivers.

5.2   Primary Data Collection

The main objectives of the field work and data collection was to collect information from the relevant officials in the municipality of the main branches and the officials of local municipalities and residents within the area controlled by each local municipality, through a set of questionnaires based on the SERVQUAL Model. This was done to gather information and responses on the quality of service provided by the current municipal structure. It is necessary to measure resident perceptions of quality of service of municipal services for urban development and management of urban growth, because it gives direct indications as shown in the earlier level of performance of the current municipal structure. Field work was conducted between April 2010 and March 2011, this included interviewing officials in Jeddah municipality, the municipal branches and inhabitants of Jeddah.

5.2.1   Questionnaire surveys

Three types of questionnaires were designed for the sample research community:

1) The municipal managerial group (strategic level) –Type 1.

2) The municipal administrative group and the staff (tactical level and the operational level) – Type 2. These first 2 groups are from the central Municipality-local municipal branches.

3) The third group is represented by the citizens and residents of the city of Jeddah at large – Type 3

The 3 groups were selected to ensure that the data collected was holistic and covered the opinions of a large section of the stakeholders.

5.2.2   Questionnaire design

The questionnaires were designed in such a way to gauge the perceptions of the respondents that included the general citizens, investors, developers and the local city and municipal government level officials who were responsible for urban planning, development and growth management. Different questionnaires were designed for different audiences. Perceptions on the central municipality-local municipal branch structure performance relating to public sector management aspects such as technical, economic and organizational planning capabilities. Questionnaires were also planned to get the perceptions of all those targeted on urban management policy, strategy planning and making inside the Municipality-local municipal branch structure, tactical decision making processes inside the Municipality local municipal branch structure, and its operational

control aspects such as municipal approvals, licensing, level of investment and urban development inducements. Furthermore other questionnaires focused on perceptions of level of public participations and use of e-government approach in the urban development and planning and growth management issues. See Appendix H for the questionnaires.

5.2.3   Likert Rating Scale & Measurement

Likert Scales are used when the attitudes or the opinions of the respondents need to be rated in terms of their magnitude and value (Babbie, 2005). The variables under study are given ratings by the respondents to reflect their attitude and opinion. The ratings given range between 1 and 5 meaning from very low to very high and with low, medium, and high in between. This approach was used in the questionnaires.

5.2.4   SERVQUAL Model

The SERVQUAL model can be used to assess all kind of organizations and their structures on the basis of the quality of service rendered. In this day and age service quality is becoming increasingly important as efforts are made today by every kind of organization to establish a sustainable technology-based competitive advantage. All types of organizations are directing their attention and resources to service quality as a truer source of superiority. This model recognizes that the key to ensuring good service quality is meeting or exceeding what clients or customers expect from the service.

SERVQUAL model is used as an internal organizational assessment tool by the management to understand its own weaknesses. It is also used by independent agencies to assess an organization in terms of the differences in customer expectations and actual perception of service. It is an adequate assessment tool that can enable the managers to determine actions needed in their own services. As such, SERVQUAL evaluates service quality as the discrepancy between a customer's expectations for a service offered and the customer's perceptions of the service received – thus the greater the gap in the two, poorer the service quality.

The model outlined described in measuring quality of service is used to evaluate the contradiction between customer expectations and their perception of expected service by applying the five major dimensions of gaps and intangible assets, reliability, responsiveness, assurance, empathy, and tangibles.

In addition the SERVQUAL model identifies factors that influence customers' expectations and perceptions such as word of mouth, personal needs, past experience, and external communication from service providers. In addition, the model reveals ten general dimensions or evaluative criteria that customers use in assessing service quality. The model also provides for a 22–item data collecting instrument for measuring customers' expectations and perceptions along the five main quality dimensions.

However, there is some criticism levelled against the use of SERVQUAL. Several scholars have expressed their doubts about the appropriateness of the five dimensions that SERVQUAL uses in assessing the effectiveness of an organization (Zeithaml et al., 2005). Also, there are concerns that one model of SERVQUAL could be used for all the industries as effectively (Buttle, 2005). It is also based on the assumptions that customer's perceptions could be objectively and accurately measured, though perceptions are very subjective and one person's response as 'satisfied' may be equivalent to other person's 'neutral' because the two respondents may have a different criteria for evaluating their own feelings.

Still, the SERVQUAL methodology can help determine where and how serious the gaps between customers' expectations and their perception of the services rendered. This means that the model uses the customer's own frame of reference for measuring their perceptions and expectations. So, in effect, the criticism that the SERVQUAL model does not cater for the subjectivity of the customers is not valid. The model goes on to identify five main gaps that are responsible for low quality of performance (see figure 5.1). These gaps are namely:

- Reliability
- Responsiveness
- Assurance;
- Empathy, and
- Tangible (e.g. appearance of physical facilities, equipment, etc.)

The above factors have been repeatedly discovered by researchers to have a direct impact on service quality (Lages & Fernandes, 2005). This model is therefore based on sound understanding of what goes into making service quality. Also, the methodology is based on the fact that gaps between customer expectations and customer perceptions are

highlighted for each dimension and hence a more in depth understanding obtained about what the customers want and if the organization is able to deliver on it.
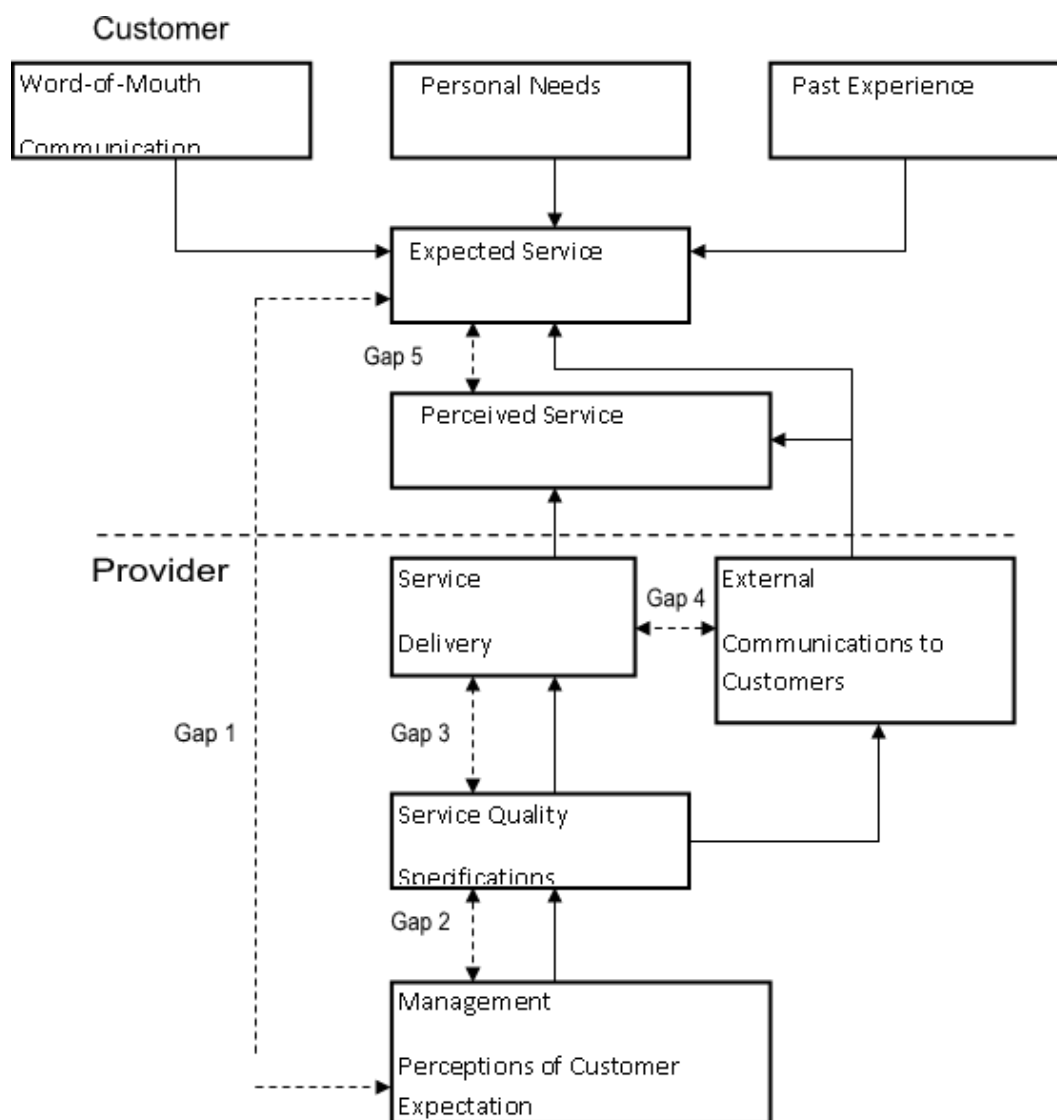
Figure 5-1 The SERVQUAL Model

SERVQUAL is carried out using questionnaires that requires the customers and other stakeholders to answer questions about both their expectations and their perceptions (Parasuraman et. al., 1988). The use of perceived as opposed to actual service received makes the SERVQUAL measure an attitude that is related to, but not the same as, satisfaction. Parasuraman et. al. (1991) presented some revisions to the original SERVQUAL measure to remedy problems with high means and standard deviations found on some questions and to obtain a direct measure of the importance of each construct to the customer. It is this revised SERVQUAL model that is used as the basis of the questionnaires

used in the current study. Using five dimensions for measuring service based in SERVQUAL MODEL explains the gaps between expectations and perceptions.

However, a clarification needs to be made here about the scope of the SERVQUAL MODEL of questions that were used in the questionnaire. The research instruments contain only a section of questions on measuring the service quality dimensions. Other questions on the research instruments measured the respondents' opinions on aspects like the "perceived ability of the organizational structure to facilitate communications"; "level of participation"; autonomy etc. Each question of the Research Instrument is therefore closely linked with the research questions and objectives. Informed consent was provided and the questions were entirely voluntary. No conflicts of interest exist or were declared. This is an important consideration within an organization where the interviewer is presently a member all relevant documents and questions are included.

5.2.5   Pilot study

A preliminary study was conducted to arrive at an appropriate match for the objectives and the research methods to be used. Information collected through the questionnaires helped in testing the success or failures of the planned questionnaires for the main study. After the questionnaires were given to the respondents, the researcher followed up with the participants to ask them if they found any questions to be unclear and to understand if there was possibility of multiple interpretations of questions leading to incorrect responses. It is seen that the level of education, experience and background can play a major role in the way of understanding the questions (Cresswell, 2010). The respondents for the current research consisted of educated and non-educated people and it was therefore felt necessary that questionnaires be clear and transparent. For reasons such as this a sample survey was designed and approved before the questionnaires were circulated.

In the pilot study sample, three types of questionnaires were used:
- The first questionnaire was addressed to senior officials of the Jeddah Municipality staff, such as the under-secretaries and general directors and heads of Municipalities, and consisted of 13 questions.
- The second questionnaire was directed to the staff of Municipalities, and it contained 10 questions.

- The last survey was addressed to the citizens and had 5 to 20 questions.

5.2.6 Sample Sizes of the Pilot Study

The researcher approached 50 of officials of the Jeddah Municipality, 115 Directors, Employees of Staff, and Directors of municipal branch and 65 citizens and investors and businessmen linked to the work of the Municipality. Questions were re-defined where necessary. The main objective of the survey was to make it easy for the reader to understand the issues.

The questionnaires were mix quantitative in nature as they restricted the responses to a multiple-choice format. An analysis carried of the pilot survey responses revealed that there was a need to adjust the order of the questions better in order to facilitate better and more accurate response. Also, it was found that the questionnaires that were personally handed over to the respondents by the researcher had more chance of getting filled will all the questions answered.

The main advantages of the pilot study were:

- The refinement of the scenario
- The testing of the questions
- The identification of which type of questions should be asked
- Defining the distribution method for the questionnaires
- Clarifying how much time would be needed
- Identification of the best way to manage the study
- Improved time managements
- It yielded data for refining the questionnaires.

5.2.7 Main study

The first step was to obtain approval from is the Jeddah municipality and the municipal branches, to distribute questionnaires for research. A formal letter from the University of Newcastle upon Tyne was obtained that stated that the researcher needs to collect the information necessary for the purpose of scientific research.

In distributing the questionnaires, the researcher began with a sample research society, through municipal and Central Secretariat and a group of residents living in the city of Jeddah randomly within each subsidiary municipality area. The questionnaires were distributed personally in order to guarantee access to the correct person and to encourage a response between 10-20 days. However, queries to clarify some things in the research questions took time and delayed collection of the answers.

The refined questionnaires were distributed to all the officials of the Municipality and to over 500 citizens. When results of the questionnaire were compiled, it was found that only 15 from the main Municipality, 50 from municipal branches and 50 from citizen category had been received, see table 5.2. The following reasons were identified for non-responders:

1. Lack of understanding of the questions and lack of knowledge of the content.

2. Fear of casting opinion because of the sensitivity of the post.

3. The lack of time available for some people to answer questions.

4. Preference for a face-to-face interview to clarify responses and provide more primary data. Adding interviews was important in order to supplement a meta-analysis of the literature with what can be termed primary data derived directly from relevant sources.

Table 5-2 Questionnaire Response

Categories	Distributed	Returned	Percentage Returned
Direct interviews	150	65	44%
Type one	150	15	10%
Type two	200	50	25%
Type three	150	50	33.3%
Total questionnaires distribute	400	115	28.75%

5.2.8   Data analysis

The collected data for each question was coded as shown in Tables 5.3 and 5.4.

Table 5-3 Questionnaire codes 1

Rating	Key
Strongly Agree	5
Agree	4
Neutral	3
Disagree	2
Strongly Disagree	1

Table 5-4 Questionnaire codes 2

Rating	Key
Very High	5
High	4
Medium	3
Low	2
Very Low	1

Next, for each question, all the responses of were added up to arrive at a score. As the questionnaire contained each question with two parts, part (a) measuring respondents expectations and part (b) measuring perception, the scores of part (a) and part (b) were used for measuring the overall expectations and perceptions of the three different groups of respondents. The respondents' gap score for each question was calculated using the difference in that questions overall score on part (a) and part (b). A negative gap score indicated that there is dissatisfaction with the current state of affairs. The higher the negative score the more the difference in expectations and delivered service.

In this manner, gap scores for each question was calculated for the three different sets of respondents who are called Type 1 (Jeddah Municipality), Type 2 (Municipal Branches) and Type 3 (Citizens).

The gap scores are then compared among the respondents and also with the available literature review to highlight the themes or differences and to point out scope of improvement.

5.3 Interviews

The researcher aimed to conduct interviews to determine the key factors that help to improve and develop and address the problems faced by all parties for the provision of services within the Jeddah Municipality. Through these interviews, the researcher was able to measure the quality of services and the calculation of the gap between the perceptions and expectations of officials. In the interviews the researcher was keen to move away from direct questions that may be of personal or embarrassing. The researcher was keen that participants were free to answer and express their views. The interviews were designed to last 30-60 minutes.

Personal interviews were designed to obtain information and data to enrich the research, by validating data and information gained from other primary and secondary sources: questionnaires and official reports. Interviews also facilitate more informal discussions and allow less structured questions that encourage the participant to talk more freely, rather than being restricted by questions posed in a questionnaire. Conducting personal interviews gives direct contact with persons who own the information that is required; this helps reduce the time spent on searching for documents, records and systems.

The researcher began by getting appropriate approval for conducting personal interviews. The interview was set up so that the researcher allowed people to speak freely and say what they wanted without any interruption. However, some participants objected to the researcher taking notes. During the interview the researcher kept calm and managed his emotions in a professional manner.

The nature of the questions were tailored to the participants' position and powers. The author was careful to choose the people who could enrich the research information and data necessary to help the author to get to the facts and correct results.

The following were considered in choosing participants:

- Academic qualifications and practical experience.
- Those who have relations with other employees and customers.
- Transparency to clarify issues with courage and credibility.
- Ability to cope with the problems and develop solutions

- Those who are deemed moral and good at listening to employees and customers with open-mindedness.

- Those who could quickly respond with full transparency, efficiency and effectiveness with issues and problems.

- Those who could access documents and papers that serve the scientific research and the public interest.

- Those with respect for personal privacy while conducting personal interviews, and would allow the results to be reported in the researcher's thesis.

The author classified people who he wanted to conduct personal interviews into seven categories as follows:

1. Deputy Mayor
2. Assistant of Deputy Mayor
3. General Manager
4. Director of municipal branch
5. Director of Administration
6. Head of administration unite
7. Employee

These categories were selected as each have different roles, office and administrative qualifications, and administrative powers and abilities. For example, the undersecretary cannot go beyond the power and responsibility granted to them. However, as the researcher worked in the in the same Jeddah Municipality there was a kind of appreciation, mutual respect and honesty among co-workers, easing potential difficulties; for example, setting dates and times for the interviews, sometimes this was outside typical working hours. However, in some cases there were some apprehensive attitudes faced by the researcher while asking questions and there were some reservations about the answers until consent of the owner of the authority was provided and it was highlighted that the information given would only be used for the purpose of scientific research and not for publication or shared with the media.

The following questions were asked:

1) Are decentralized management methods applied in Jeddah municipality and local municipalities?

2) If decentralization is not applied as it should, what are the constraints and obstacles to implementation?

3) What is the evidence that the decentralized management is not applied in Jeddah municipality and local municipal branches give clear examples?

4) What are the reasons for the failure to operationalizing and decentralization in Jeddah municipality and local municipal branches?

5) Does decentralization affect the fight against corruption?

6) Does Decentralization affect Corruption?

7) Does decentralization reduce corruption?

8) How decentralized is measured?

9) How satisfied are you with the level of services provided to citizens through municipalities and sub-central public administration?

On completion of the personal interviews, all were collected and analysed, and any follow-up questions or points of clarification were completed. The 65 interviews and all the questions and answers for each individual were monitored in a special file for each individual and were checked for the extent of integration. Answers and responses in each of the seven categories were grouped to determine the proportion of each category answering each question and arrange the data in the custom table to know the expectations and perceptions.

5.4   Ethical Considerations

In conducting both the questionnaires and interviews it was very important to firstly get their formal consent that the data will be used for the purpose of this research study. In addition it was also important to protect the identity of the participants and to convince them that their anonymity would be maintained throughout this study. In agreeing to take part in the interviews, respondents were given the choice of how they expressed their views and how interviews were recorded. Any translation of data and information gathered from documents used in the research, plus direct interviews with officials and non-officials and

answers to questionnaires from Arabic language to English was completed with accuracy and credibility.

5.5   Secondary Data Collection

Supplementary data in support of the conclusions and methods described herein were obtained through literature meta-analysis of similar decentralization initiatives in other countries; in order to identify common themes applicable to the case of Jeddah. Searches were performed using online databases including Google Scholar to find appropriate articles and journals. Research was conducted through the use of secondary literature relevant to the subject of research as described in Chapters 2-4. In addition, official documents, scientific research and local magazines and newspapers, related theories, books and the experience of other countries were also considered. There were also many visits to the government service records and recording the level of services provided to people in Jeddah municipality, municipalities and relevant public administrations such as the General Directorate of Hygiene, General Department of Operation and Maintenance, General Administration of Land and Property, Public Administration of Urban Planning and Public Administration of Parks.

5.6   Limitations of Research Methods

The research involved carrying out a large number of interviews and surveys from a variety of respondents. There were several problems that were encountered while collecting the data, especially from the officials. There were time delays and at times non-availability of officials and the researcher had to make numerous visits in order to get the respondents and hand them the questionnaire. Additional problems encountered by the researcher included non-responsiveness of a large number of people who were provided with the questionnaires. About 2/3 of all those who were asked for participation and who had agreed, did not return the questionnaire for a prolonged period of time. Additionally, the researcher felt that the respondents, especially during the interviews were not very open about their opinions and feelings. This is easily understood in terms of the work culture and general environment of Jeddah that is restrictive and the employees feared repercussions for their honesty. However, as the researcher himself had worked in various capacities in the municipal organization, he was aware of the potential problems and was able to quiz

the respondents more intimately, while at the same time ensuring them of the confidentiality of their data.

5.7 Summary

This chapter provides a detailed discussion of the research methodology, research design, research tools and techniques used in this study and their suitability. Primary data collection measures included questionnaires and interviews, supplemented with secondary data for the case study from reports and other literature. The chapter also discusses how the information from the questionnaires have been coded and describes how the SERVQUAL scale model has been used to discover gaps in data analysis between expectations and perceptions of the responding to learn about quality and the quality of services provided.

6   Respondents' Analysis: municipality staff

6.1   Introduction

This chapter contains findings from two sets of respondents: vice-mayors, department managers, general managers and managers of Jeddah Main Municipality (Type 1); and Directors and Deputy Directors plus other employees of the 13 Municipal branches from the various areas of Jeddah (Type 2). The information collected from the sample research community considers the subject of urban management and governance, and the impact of decentralized governance in management system in Jeddah municipality in terms of services provided, and the role of municipalities in the management and development of the city of Jeddah. A statistical package software (SPSS) was used for comprehensive analysis of data and information collected.

6.2   Analysis of interviews with respondents in Jeddah municipality and Municipal branches

Direct interviews indicated that the apparent administrative method in dealing with the implementation of regulations and directives is the decentralized method, but the process is in fact the centralized management style, imposed by decision makers in the Municipality without taking into account the views of staff.

Table 6.1 provides a breakdown of the respondents, in terms of their role. 50% of the respondents stated the current management style was inappropriate for dealing with administrations, in particular service departments that require application of the decentralized management style in order to quickly provide the needs and services to citizens and to enable implementation of strategic plans and policy for the Government. The second group accounted for 15% of the staff, who stated that the current management style is the ideal method for dealing with service departments through: controlling business execution, reducing a large proportion of administrative corruption, reducing gifts and bribes, and making it easier for stakeholders. The third group, which accounted for 35% responded that mixing and combining decentralized management style is best for interaction between the service departments: to help control the things, provide services efficiently and effectively, and accelerate the implementation of orders. Interviews revealed

that senior officials make all the decisions without qualification and knowledge of regulations and directives.

Table 6-1 Proportion of respondent types

Categories	The percentage of the responsive to questions interviews %	
	F	%
Deputy Mayor	03	05
Assistant of Deputy Mayor	10	15
General Manager	09	15
Director of municipal branch	13	20
Director of Administration	10	15
Head of administration unite	10	15
Employee	15	15
Total	65	100

The respondents' answers suggest that combining and mixing the decentralized management, informed from a central control is the best method for dealing with other service departments. This is consistent with Al-shawkaani, (2009, p.12), who argued:

"There can be no administrative decentralization without central control. Central control is the origin in the management system and decentralization a supplement to avoid central defects and not a clear central authority because this will break the State and society."

Interviews took place with a selected group of research participants in May 2011. The following eight questions were asked to the research participants to understand more about the decentralized management methods:

1) **Are decentralized management methods applied in Jeddah municipality and local municipalities?**

See table 6.2: 80% of the respondents said that decentralized management is not applied in Jeddah municipality and the municipalities, 10% said it was applied, while 10% of those

responding replied that they did not know. The vast majority of respondents want the decentralized management approach to be applied at the level of the high command and the General departments and municipal branches. This corresponds to other literature, for example, Brown et al (2000), where the local authorities, when given power and responsibility, are more responsive to the needs of the public central authorities, provided accountability and monitoring and transparency.

Mardjono, (2005) and Rhodes (1997) state that the fundamental principles of the new administration, when applied in the private sector, particularly large companies, lead to transparency and improved accountability and responsibility. This led to a reduction of corruption. The application of decentralized management approach contributes to the making and decision-making, and helps engage with the needs of the citizens more quickly and efficiently. As well as contributing to improving good governance, democracy and development, which enhances awareness and good practices in governance at the level of public participation.

Table 6-2 Response to question one

Categories	No. Of Respondents	The percentage %				
		Strongly Applied	Applied	I do not know	Strongly Not Applicable	Not Applicable
Deputy Mayor	03	0	01	0	02	0
Assistant of Deputy Mayor	10	0	0	01	08	01
General Manager	09	0	0	01	07	01
Director of municipal branch	13	0	0	01	11	01
Director of Administration	10	0	0	01	08	01
Head of administration unite	10	0	0	01	08	01
Employee	10	0	0	01	08	01
Total	65			10%	80%	10%

2) If decentralization is not applied as it should, what are the constraints and obstacles to implementation?

Table 6.3: 80% of the respondents said that there were impediments of decentralization in Jeddah municipality and the municipal branches, and 10% of the responding reported that there are no impediments because of centrally applied administrative work, 10% did not know.

The analysis of responses from interviews indicated that the vast majority reported that the non-application of the decentralized management approach is due to the following obstacles:

- The Statute depends on centralized administrative approach.
- The lack of qualified human resources trained to assume the powers and responsibilities.
- No active regulators in follow-up and accounting errors caused either intentionally or unintentionally.
- Functional instability of workers as a result of movements from time to time.
- The constant change of the position of Governor of Jeddah, as well as managers and mayors.
- Not knowing the proper understanding of the concept of decentralized management approach.

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Table 6-3 Responses to question two

Categories	No. Of Respondents	The percentage %				
		Strongly Existing	Existing	I do not know	Strongly Not Existing	Not Existing
Deputy Mayor	03	02	01	0	0	0
Assistant of Deputy Mayor	10	08	01	01	0	0
General Manager	09	07	01	01	0	0
Director of municipal branch	13	11	01	01	0	0
Director of Administration	10	08	01	01	08	0
Head of administration unite	10	08	01	01	0	0
Employee	10	08	01	01	0	0
Total	65	80%	10%	10%		

3) The following question was given to the 80% who indicated that they did not think the decentralisation is applied: what is the evidence that the decentralized management is not applied in Jeddah municipality and local municipal branches, give clear examples?

A number of examples were presented. Centralized management licensing prolonged the time for issuing construction permits to all parts of the city of Jeddah which discouraged those interested in construction as it raised the cost of projects. Previously issuing permits was performed by the 13 municipalities. Furthermore, decentralized implementation of services such as pavements, parks and city aesthetics through public departments and not municipal branches led to the delays and postponement of projects, therefore not meeting the needs of citizens.

There is evidence of complaints and requests to improve performance of services e.g. Hussein ' Abdul Rahman Abu Rashid wrote an article published in the city newspaper on 12/06/2012 number 17947, noting the suffering faced by people with the Jeddah

Municipality and particularly service providers. The media encourages the officials in the Jeddah Municipality to improve the delivery of services, which take a long time to accomplish, for example issuing a building permit at the time of months or years, and lack of maintenance of sidewalks, lampposts, and in addition to the deterioration of the cleaning work within residential areas, in particular in slums. Analysis has found a lack of qualified technical personnel to work in the Jeddah Municipality and municipal branches and central management method. For a citizen living in Riyadh service delivery is much better than in Jeddah. For example a building license can be obtained in one day in Riyadh.

4) What are the reasons for the failure to operationalizing and decentralization in Jeddah municipality and local municipal branches?

Table 6.4 - 100% of participants answered this question with the response of 'strongly agree'; reasons highlighted from interviews included:

- The nature of administrative method in the Saudi Government is the central administrative method.
- Upper central vision helps to control things and is controlled.
- Lack of skilled personnel and an expert in municipal work to develop confidence.
- Decentralization encourages rampant corruption and bribes.

In addition to the current decision-making management convictions a new culture as reflected in previous answers is required.

Table 6-4 Responses to question four

Categories	No. Of Respondents	The percentage %				
		Strongly Existing	Existing	I do not know	Strongly Not Existing	Not Existing
Deputy Mayor	03	**03**	**0**	**0**	**0**	**0**
Assistant of Deputy Mayor	10	**10**	**0**	**0**	**0**	**0**
General Manager	09	**09**	**0**	**0**	**0**	**0**
Director of municipal branch	13	**13**	**0**	**0**	**0**	**0**
Director of Administration	10	**10**	**0**	**0**	**0**	**0**
Head of administration unite	10	**10**	**0**	**0**	**0**	**0**
Employee	10	**10**	**0**	**0**	**0**	**0**
Total	**65**	**100%**				

5) Does decentralization affect the fight against corruption?

Table 6.5 – all respondents were in agreement that decentralisation affects corruption. Through direct interviews with a group of decision makers in Jeddah municipality a common answer from the respondents was that, '*the application of the decentralized management approach without taking into account the administrative approach, of course, will affect the resistance to fight corruption*'. To be effective, efficient and useful, application of the decentralized management approach must provide tools of success against corruption of all kinds, for example providing the basic elements of the new administration such as transparency, frankness and clarity in regulations, participation in decision-making, independence, accountability and follow-up, training of staff and the provision of appropriate practical environment for the local authority.

This corresponds to what is stated in chapter II in the literature review, in particular authors who spoke on decentralization and corruption e.g. Boadway and Shah (2009) and Shah (1998). They noted that the impact of decentralized management approach helps in eliminating administrative and financial corruption and urban economic development amid

the developing communities, and also helps and affects administrative discipline for officials to control public and private interests. Also Richards (2005) pointed that the decentralized management approach helps create valid and clean environment within the organization. Santiso (2001) states it also contributes to the provision and distribution of public resources in an equitable manner to all societies, and strengthens work and practice. When the awareness of officials is raised it helps them perform and practice democracy.

Table 6-5 Responses to question five

Categories	No. Of Respondents	The percentage %				
		Strongly Existing	Existing	I do not know	Strongly Not Existing	Not Existing
Deputy Mayor	03	**03**	**0**	**0**	**0**	**0**
Assistant of Deputy Mayor	10	**10**	**0**	**0**	**0**	**0**
General Manager	09	**09**	**0**	**0**	**0**	**0**
Director of municipal branch	13	**13**	**0**	**0**	**0**	**0**
Director of Administration	10	**10**	**0**	**0**	**0**	**0**
Head of administration unite	10	**10**	**0**	**0**	**0**	**0**
Employee	10	**10**	**0**	**0**	**0**	**0**
Total	**65**	**100%**				

6) Does decentralization breed corruption?

Table 6.6 illustrates the vast majority, 63% of respondents reported that application of the decentralized management approach does not generate corruption (54% reported strongly disagree, and 9% reported disagree). While we find that 29% of the respondents reported that application of the decentralized management approach does generate corruption (17% strongly agree and 12% agree).Through personal interviews, there were some observations that reported that the absence of rules and regulations, lack of clear instructions and transparency, in addition to lack of oversight, follow-up and accounting errors contribute to generating corruption under application of the decentralized management approach.

Table 6-6 Responses to question six

Categories	No. Of Respondents	The percentage %				
		Strongly Agree	Agree	I do not know	Strongly Not Agree	Not Agree
Deputy Mayor	03	01	0	0	02	0
Assistant of Deputy Mayor	10	02	0	02	05	01
General Manager	09	01	0	02	06	0
Director of municipal branch	13	01	02	01	07	02
Director of Administration	10	02	02	0	06	0
Head of administration unite	10	01	02	0	05	02
Employee	10	03	02	0	04	01
Total	65	17%	12%	8%	54%	9%

7) Does decentralization reduce corruption?

Most respondents have made it clear that the decentralized management approach helps in minimizing and reducing the percentage of financial and administrative corruption and also made it clear that several types of corruption exist:

- Administrative corruption: occurs when one man is placed in the place of others. Unfamiliarity with regulation, instructions and regulations for business.
- Physical (financial) corruption: occurs when a deal is imposed without fees, and converted to financial fees in an informal manner to perform work in exchange for bribes.
- Amid weak regulations, instructions and the lack of follow-up and monitoring and accountability and the erroneous accounting and external interference with the aim of protection of illegal business.

Decentralization does not limit corruption. Instead, in the presence of clear regulations, transparency and accountability, monitoring and provision of basic principles of governance find that decentralization reduces to a very large proportion of corruption.

8) How is decentralized measured?

By listening to the answers respondents for all selected groups, everyone agreed that decentralization can be measured by the application of standards and basic principles of the new administration in achieving the goals set for the organization. Reports filed by service agencies can be validated by talking to the public to determine whether rules and regulations are fair and transparent, without complaints.

Table 6-7 GAP analysis of decentralization in the Jeddah municipality and the municipal branches (65).

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A Key*Number of Respondents)	No. Of Respondents	B Key*Number of Respondents)	
Strongly Applied	5	30	150	20	100	-50
Applied	4	20	80	20	80	0
I do not know	3	1	3	5	15	+12
Not Applicable	2	5	10	10	20	+10
Not Applicable strongly	1	9	9	10	10	+1
Total Score (Max of 75 and Min of 15)		65	252	65	225	-27

Table 6.7 analyses the responses received on the effectiveness of the decentralization of the administrative system in Jeddah municipality and the municipalities. The answers clarify expectations and understanding different between selected groups, and a clear divide between the responding to a degree – 27, this means effective decentralization is very weak in the current administration (Figure 6.1). In Jeddah municipality and the municipalities, and there is a large gap between perception and expectations.
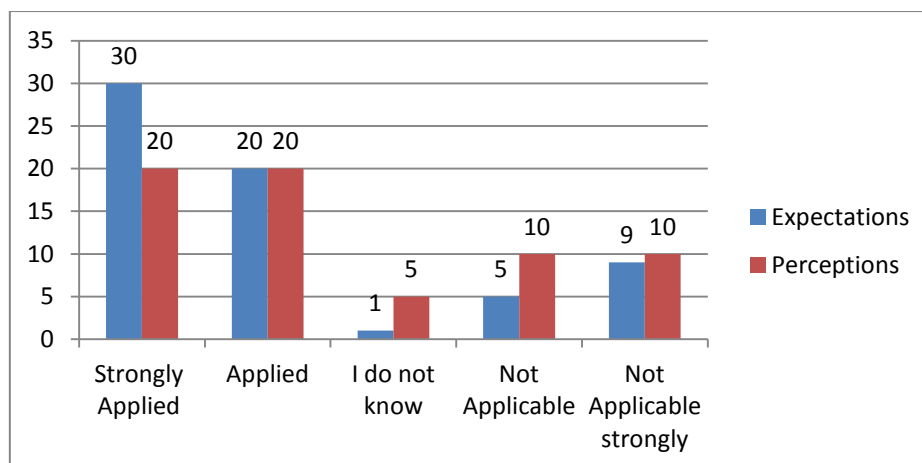
Figure 6-1 Decentralisation in the Jeddah municipality and the municipal branches.

In figure 6.1, 30% of respondents state that decentralization is strongly applied, 20% state that it is applied.

6.3 Summary of the results of the analysis of decentralization

Through the analysis of answers to questions regarding the effectiveness and efficiency of decentralized management system in Jeddah municipality, municipalities, we find that the vast majority of the responding agreed that decentralization is not effectively implemented and there are many complaints and frequent referral to higher authorities to request assistance in developing solutions to problems and issues facing administrative work, causing disruptions and delays and delays in decision-making. Furthermore, weak monitoring and control over administrative acts, which are not mistaken there is accountability and transparency in accounting errors resolutely and severely, leading to frequent errors and lack of attention to the needs of citizens services. In addition, the absence of the basic principles of the new administration and demand by everyone to improve performance is enticed. These results correspond to what has been mentioned in chapter 2 on the controversial research literature specifically for and combating corruption and the pros and cons of decentralization in the provision of any service organization.

6.4 Analysis of questionnaires on urban development

Reviewing the literature provided the following basic factors upon which urban development depends:

- Participation of stakeholders

- Autonomy of local bodies

- Organisational structure that facilitates communication, unity of command and ease of operations

- Accountability of all agencies involved

- Fairness in resource allocation

- Efficiency in service delivery/management

- Equality of regional development

- Holistic or balanced development approach that takes into account the environmental and social and overall development of the community

These themes provided the basis for the questionnaire presented to participants of this study. The questionnaire contained two parts for each of the questions – part A requesting the respondents to rate the importance of an attribute or quality, thus measuring their 'expectations', and part B asking them to rate the performance of their organization on this attribute, thus measuring their 'perceptions'. Answers to the questionnaire were analysed using the SERVQUAL model of asking questions – expectations and perceptions; questions does not merely measure the gaps on the dimensions of "quality of services" as stated in the original SERVQUAL instrument. Instead, current questions that span gaps in expectations and perceptions of respondents about themes, centralization and decentralization in governance, organizational structure, basic principles of the new administration, such as autonomy, transparency, public participation in decision-making, flexibility and accountability, resource allocation, equality in the level of development and services.

The overall measure of 'expectations' and 'perceptions' for each individual question is calculated for by using the following key:

Rating	Key
Strongly Agree	5
Agree	4
Neutral	3
Disagree	2
Strongly Disagree	1

Or

Rating	Key
Very High	5
High	4
Medium	3
Low	2
Very Low	1

The ratings of all the respondents are added up to arrive at the total score of that particular question's part a (expectations) and part b (perceptions) scores. Finally a gap between the expectations and perceptions is evaluated by subtracting the scores of part B from that of part A to arrive at the SERVQUAL Gap that is presented in the tables.

The findings are also represented in the form of charts for better visual comprehension of the gaps.

6.4.1 Participation of Stakeholders

6.4.1.1 Participation for Balanced and Holistic Development

The majority of both Type 1 and Type 2 respondents stated that they agreed or strongly agreed to the statement that 'urban development and management should take into account the needs of the citizens, businesses, and also the environmental issues' (Figure 6.2 and Figure 6.3). For this question, Appendices I and J shows that there is a large gap of -90 points and -243 points between perception and expectations for Type 1 and Type 2 respondents, respectively.
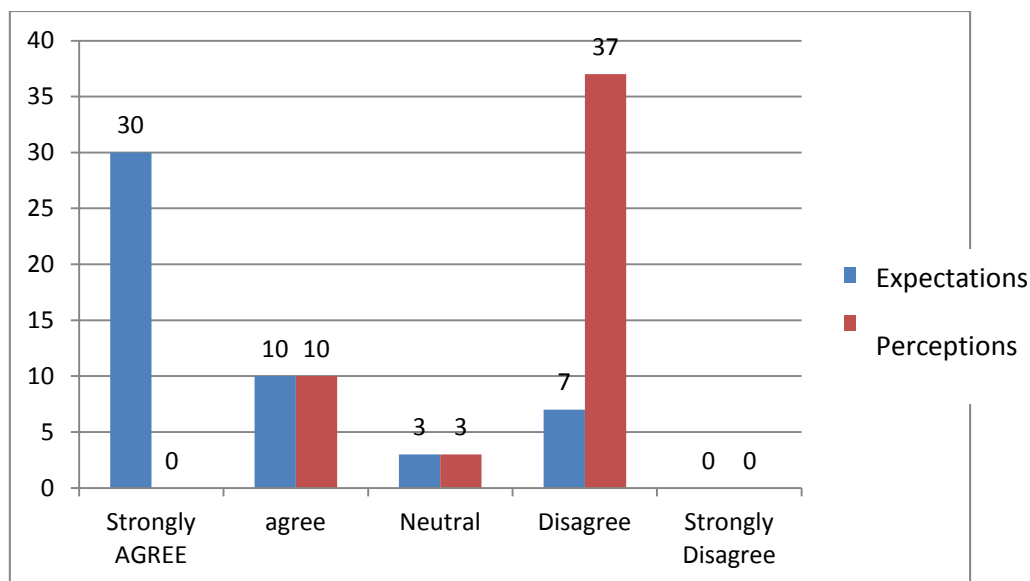
Figure 6-2 Participation for balanced and holistic development – Type 1
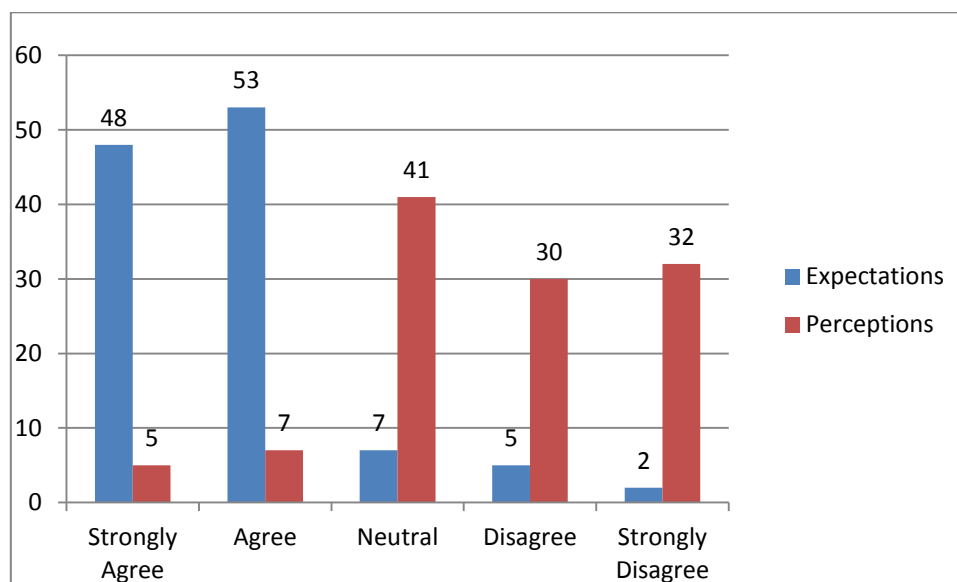
Figure 6-3 Participation for balanced and holistic development – Type 2

However, only 10 of the Type 1 respondents and 12 of the Type 1 respondents agreed to the statement that the Jeddah Municipal branch was able to provide for such a holistic development.

The above findings indicate that while the officials do expect that their organization take up inputs or involve the various issues concerning the citizens or the social, community or environmental agencies; they do not think that the Jeddah Municipality is actually able to do so. As highlighted in Chapter 2, Narang and Reutersward (2006) mentioned that the participation of the citizens in developing the plans for their cities is essential for a holistic

growth and their participation increases the efficiency of the programs. Moreover, the involvement and participation of the citizens in the developmental plans makes the plans more holistic and efficient.

6.4.1.2   Participation from External Agencies

The findings from the survey show that there is less agreement about the importance of the participation of external agencies in the decision making process as well as for providing inputs to the Municipality from both respondent groups (see Figures 6.4 and 6.5). In addition they did not rate the Jeddah Municipality highly on the participation of external agencies.
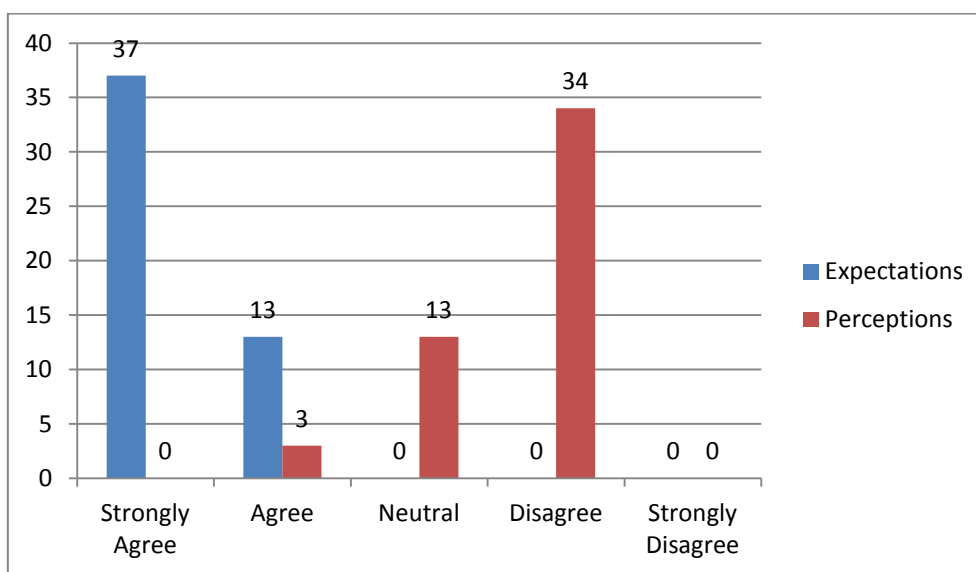
Figure 6-4 Participation from external agencies – Type 1
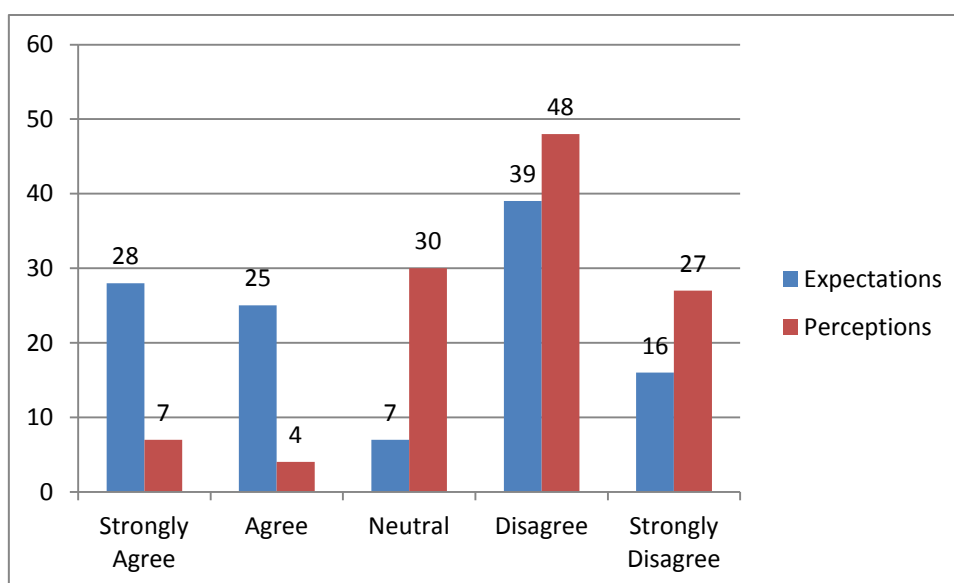
Figure 6-5 Participation from external agencies – Type 2

From the literature review, we can conclude that the involvement of external agencies is essential in the process of decision making as well as providing inputs and insights to the municipal organization. This is lacking in Jeddah.

6.4.1.3   *Participation from Citizens*

The research findings revealed that there is a considerable gap in the expectations of the respondents on the attribute of participation of the citizens in the Municipal strategic planning process, and the actual perception of the extent of such participation. It can be seen from the chart below (Figure 6.6) that all the respondents either strongly agreed or agreed with the importance of the participation of the citizens with the Municipal planning process, but they did not agree that it actually happens at the moment.
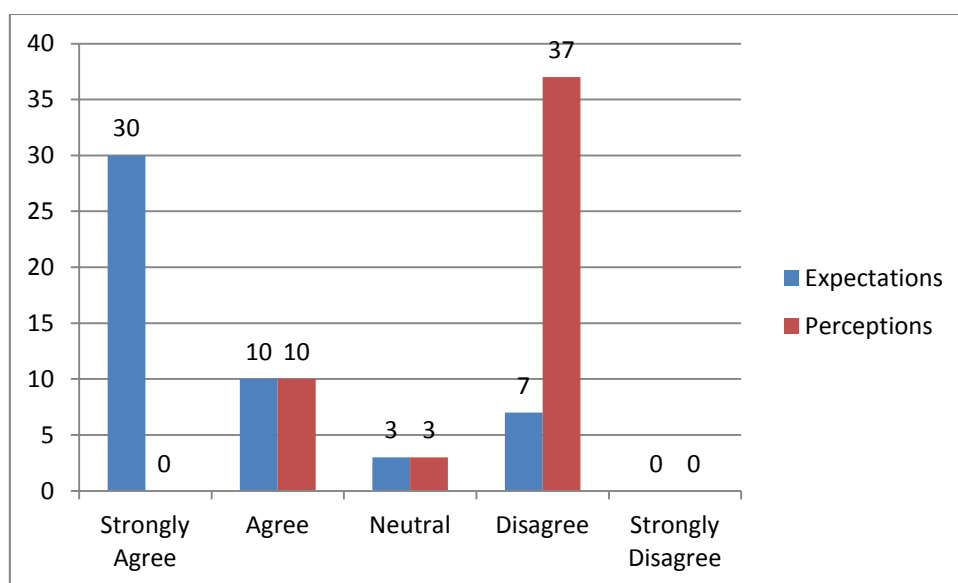
Figure 6-6 Participation from citizens – Type 1

According to Benjamin (2000), the participation of the citizens in strategic planning related to Municipality is crucial for the effectiveness of the program and for making the program fulfil the expectations of the citizens. However, the primary research does not prove this concept as Appendix M shows that there is a large gap of -88 points between perception and expectations on this account**.**

The research findings from the survey of Type 2 respondents show a considerable gap in the expectations of the respondents on this aspect regarding the participation of the citizens in

the Municipal strategic planning process, and the actual perception of the extent of such as participation. Figure 6.7 show that all the respondents either strongly agreed or agreed with the importance of the participation of the citizens with the Municipal planning process. There is also an interesting fact to note about the responses, that the majority of the respondents have stated that they are neutral when they are answering for their perceptions of the current level of involvement of the citizens in the municipality. This finding is interesting and it indicates that the respondents may be afraid of making a definite negative statement about this aspect of the Municipality.
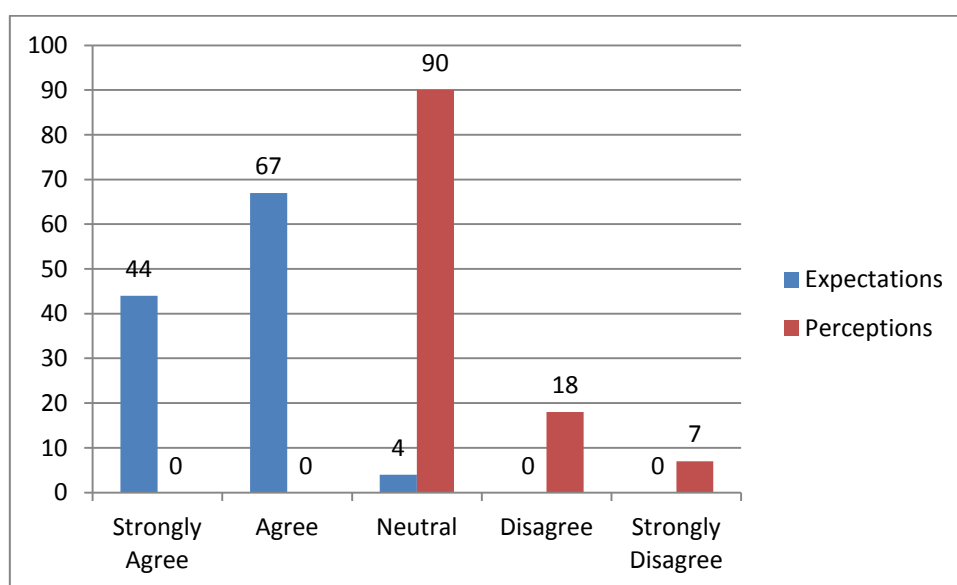
Figure 6-7 Participation from citizens – Type 2

Appendix N shows that there is a large gap of -187 points between perception and expectations on this account. The gap of the type 1 respondents for this parameter is -88. As per Benjamin (2000), it is important that the citizens are involved in strategic planning related to the Municipal Corporation to make sure that the program fulfils the expectations of the citizens.

6.4.1.4 *Participation of the local branches*

The participation of the local branches in the decision making or the planning process of the Jeddah Municipality was revealed as very low by all respondents. The following charts (Figures 6.8 and 6.9) shows that almost all the respondents understood the importance of such participation, but nearly all of them also stated that currently there is none of this apparent in the Municipal system.
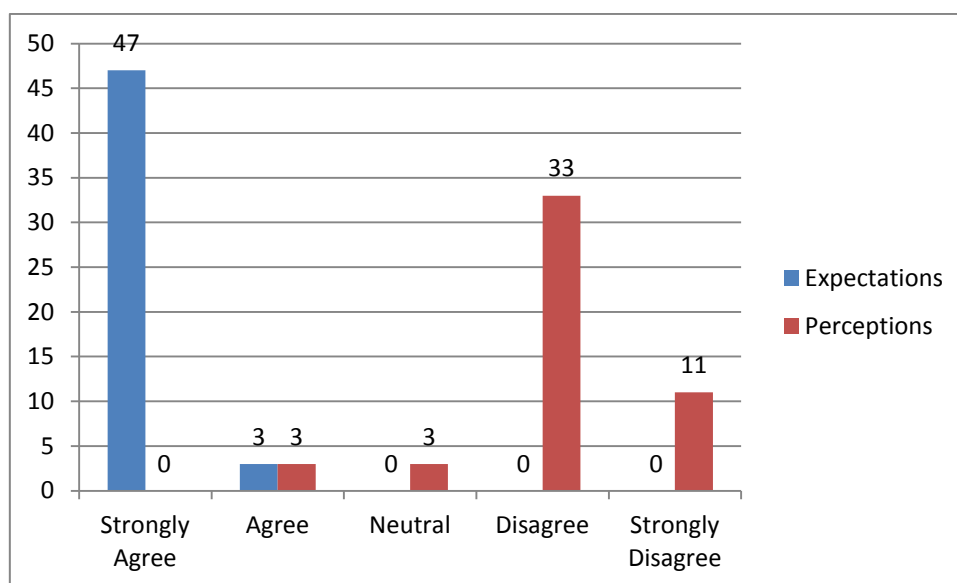
Figure 6-8 Participation from the local branches – Type 1
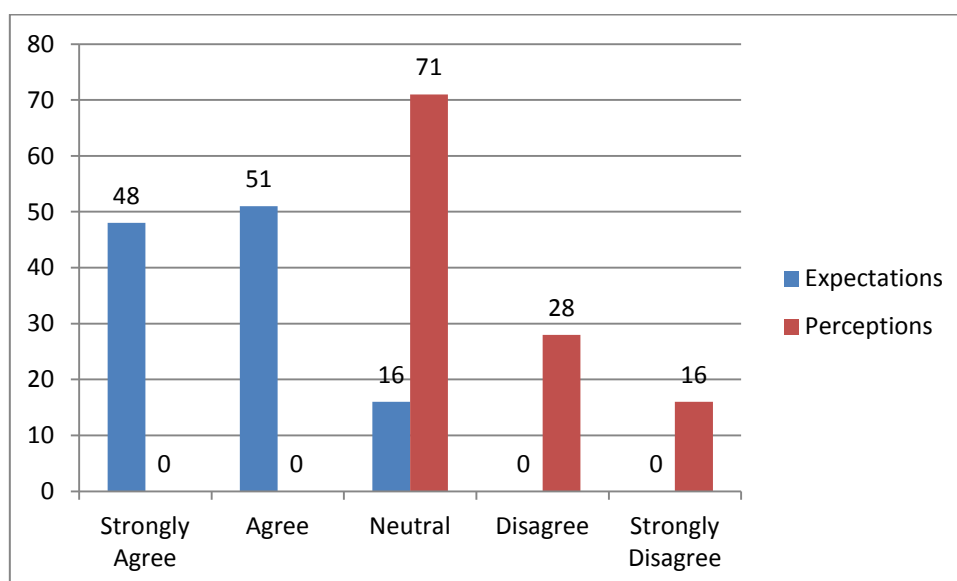
Figure 6-9 Participation from the local branches – Type 2

In the literature review, Rodriguez and Winchster (1996) mentioned the importance of local branches in a municipal body as it is crucial for the local branches to contribute to the development of municipality to see holistic growth in the society.

6.4.2   Autonomy of the Local Municipal Branches

6.4.2.1   *Autonomy to Assess the Local Needs of Development:*

This finding is noteworthy as all the 50 Type 1 respondents agreed on the high importance for giving the local branches autonomy for assessing the needs of their local areas. However, majority of them also felt that currently the local branches did not have substantial

autonomy for this (Appendix Q). Likewise for Type 2 respondents, with almost 106 out of 115 respondents agreed (Appendix R).

Appendices S and T show that there is a large gap of -157 and -206 points between perception and expectations on this account.

These findings show that the current level of autonomy for the local business branches was actually very less, even though the officials who were interviewed felt that there was a need for such an autonomy. Here again it is evident that a large number of the respondents did not want to express their opinion and they answered in the neutral for their perceptions of the current level of autonomy granted to the Municipal branches In the literature review, it was seen that autonomy is necessary for the local branches to function in an action-oriented manner.

6.4.2.2   Autonomy for Strategic Planning

Figure 6.10 below shows that not a large number of respondents feel that there is a requirement for the local municipal branches to participate in the strategic planning of the Jeddah Municipal management system. Even when the expectations of these officials are low or very low from the strategic involvement of the municipal branches, they still perceive that the actual contribution of the branches is even lesser. It is evident from the large number of people (44 with 37 stating low and 7 stating very low) that the municipal branches falter even on the minimal expectations that these officials have for them.
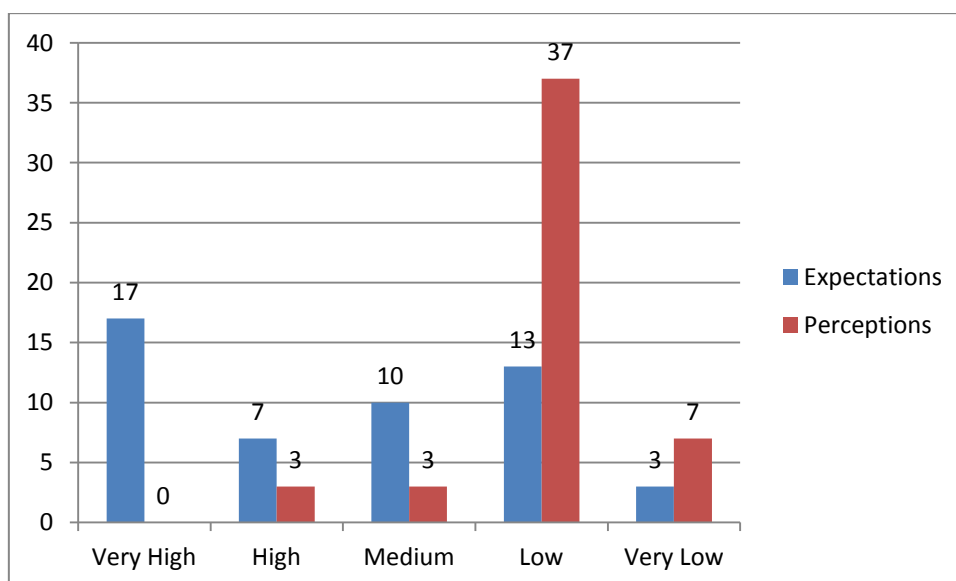
Figure 6-10 Autonomy for Strategic Planning – Type 1

As per Nickson (1997), Municipal branches function more efficiently if they have autonomy for strategic planning. However, practical research does not support his point. Appendix S shows are a large gap of -70 points between perception and expectations on this account.

For the Type 2 respondents, the figure below (Figure 6.11) shows that a large number of respondents feel that there is a requirement for the local municipal branches to participate in the strategic planning of the Jeddah Municipal management system. However, they perceive that the actual contribution of the branches is less. It is evident from the fact that none of the respondents stated that they perceived the current level of autonomy to be high. There are also a few number of respondents, 12, who said that they disagreed or strongly disagreed with the statement that the branches have adequate autonomy for strategic planning. As in some of the previous answers, here again, the respondents are inclined to take the 'neutral' approach when they appear to disagree with the statement.
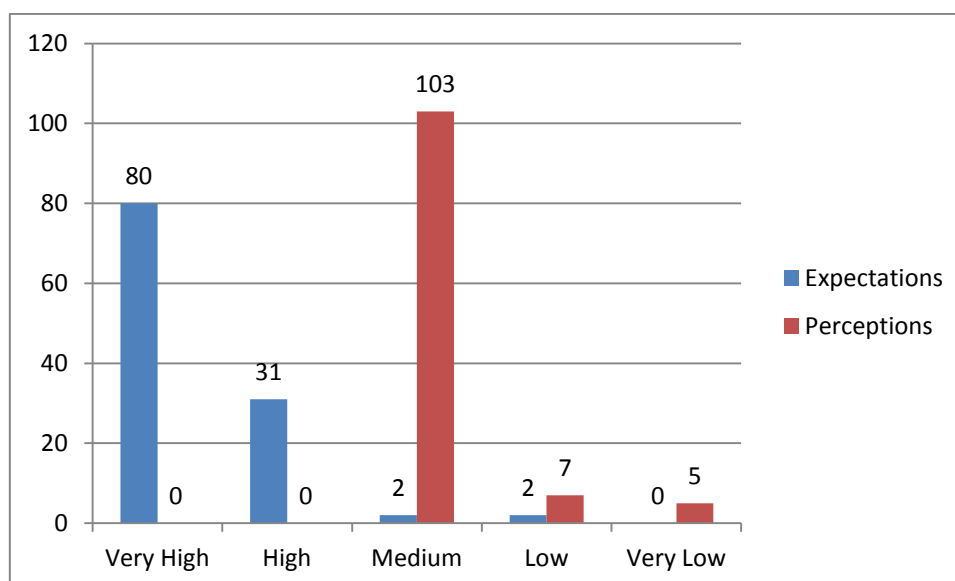
Figure 6-11 Autonomy for Strategic Planning – Type 2

Appendix W shows that there is a large gap of -208 points between perception and expectations on this account. When compared to the response of Type 1 respondents, this gap is much higher.

6.4.2.3   Autonomy for Goal Setting

The findings show that there is an overall low level of expectation from the Municipal branches regarding any involvement in goal setting (see Figure 6.12).
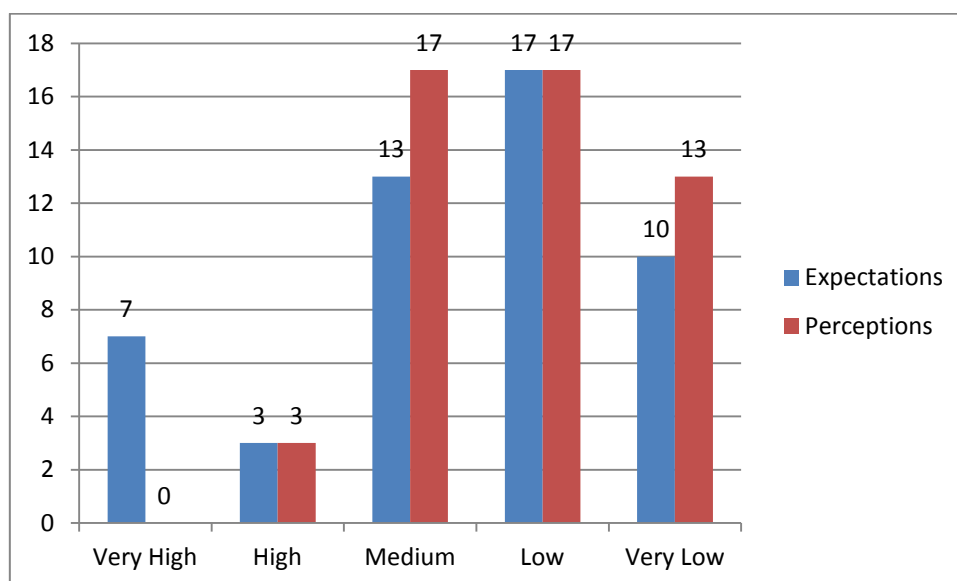
Figure 6-12 Autonomy for Goal Setting – Type 1

Appendix X shows that there is a large gap of -20 points between perception and expectations on this account**.** This gap is comparatively lower than the gaps in perceptions and expectations on other attributes considered in the analysis up till now. This lowered gap is not because the Municipal branches indeed have the autonomy for goal setting, but because the respondents here do not have this expectation from the municipal branches. They do not think that it is really essential for the municipal branches to set their own objectives, and hence lowered level of expectations led to the lowered gap with perceived level of autonomy. According to the research done by Hathloul, et al (1985), autonomy in goal setting is necessary to function independently and to carry out the plans in a less dependent manner.

Appendix Y shows that almost all the Type 2 respondents have expressed a high expectation about the autonomy for goal setting for the municipal branches, however, they did not perceive the current level of autonomy that the municipal branches had as adequate.

There is a large gap of -188 points between perception and expectations on this account (Appendix Z).This gap is slightly lower than the gaps in perceptions and expectations on other attributes considered in the analysis up till now. However, this gap is very high when compared to the gap noticed for the same set of attributes (-20). This lowered gap is not because the Municipal branches indeed have the autonomy for goal setting, but because

the respondents here do not come out in the open to say their opinions. They do think that it is really essential for the municipal branches to set their own objectives, and some of them also report that the current level of autonomy is lacking, but the majority of them refrain from stating the fact more openly. In the literature review, according to Rodriguez and Winchster, (1996), autonomy and independence in goal setting is essential to develop as well as implement the manner without any roadblocks.

6.4.2.4   *Autonomy for Tactical Planning and Execution*

The research findings indicate that the Jeddah main branch officials did not expect the branches to have much autonomy as regards to tactical planning or execution, but they also found that that whatever autonomy the branches had currently, was inadequate (see Figure 6.13). The research findings from the Type 2 respondents indicate a high expectation for their branches to be given higher autonomy with regard to tactical planning and execution. Almost all of them stated that they agreed (High) or strongly agreed (Very High) for the same. A small minority of them state that they either disagreed or disagreed strongly with the statement that the current level of autonomy provided to the local branches was adequate. The presence of a large majority of responses in the 'neutral' rating are again noteworthy and indicate that probably the respondents did not want to go on record to say something negative about the current state of affairs (see Figure 6.14). In the literature review, it was seen that a good amount of autonomy is required in the field of tactical planning and execution for local municipal branches for effective implementation of plans and policies.
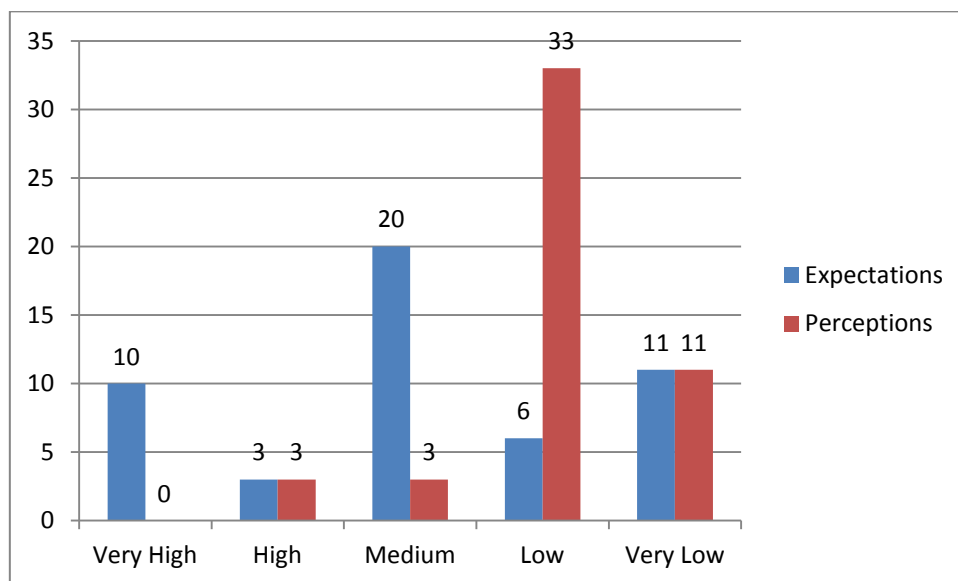
Figure 6-13 Autonomy for Tactical Planning and Execution – Type 1
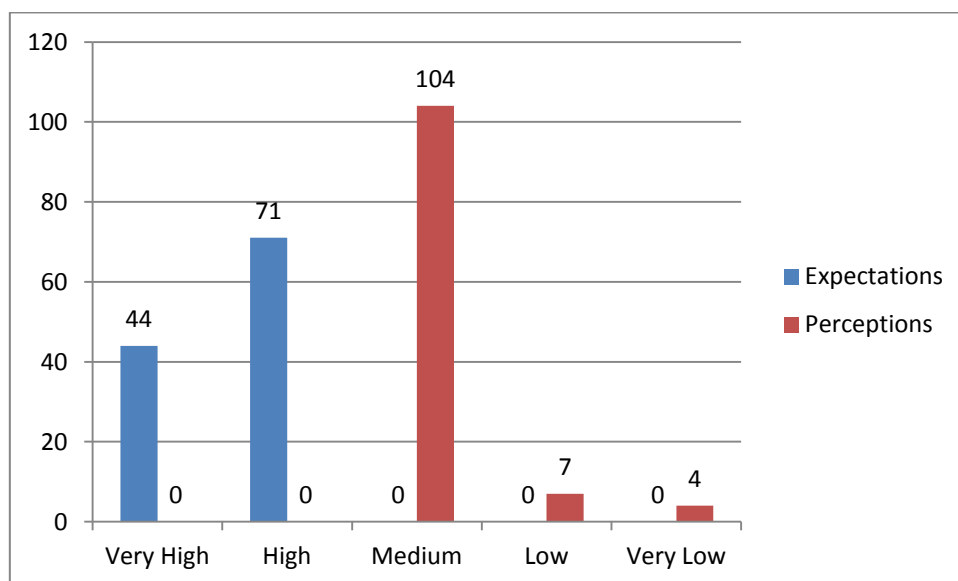
Figure 6-14 Autonomy for Tactical Planning and Execution – Type 2

Appendix AD shows that there is a large gap of -174 points between perception and expectations on this account. The gap is much higher when compared to the gap seen in Type 1 which is around -47 (Appendix AC).

6.4.3   Adequacy of the Organizational Structure of the Jeddah Municipality and its Branches

These set of findings gauged the respondents' attitudes about what they expect the organizational structure of the Jeddah Municipality and its Branches to accomplish and what

they thought it was actually able to do. The adequacy of the organizational structure is measured in terms of its ability to facilitate information flow and communications.

6.4.3.1 To Improve Communication and Flow of Information

The respondents revealed that they want the organization of the Jeddah Municipality to facilitate smooth communications, rapid information dissemination and quick implementation of decisions. However, the respondents' perceptions of the current adequacy of the organizational structure in this regard are very low as can be seen in Figure 6.15.
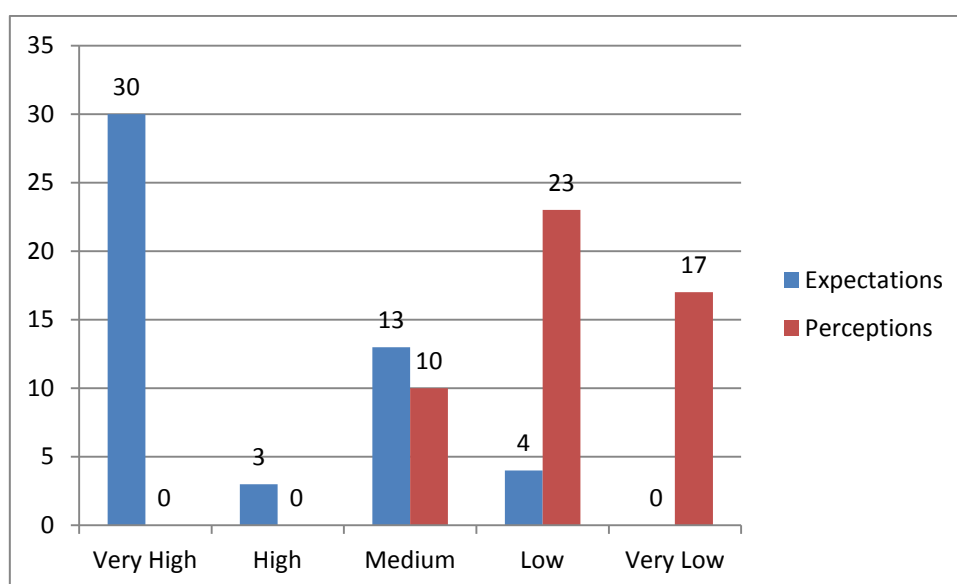
Figure 6-15 Adequacy to improve communication and flow of information – Type 1

Appendix AE shows that there is a large gap of -146 points between perception and expectations on this issue. While reviewing the literature, it was noticed that smooth flow of information is essential for effective communication and to remove any roadblocks. Figure 6.16 shows a similar pattern of response as shown in the previous several questions for Type 2 respondents, where the respondents have indicated that they expect a high level of adequacy but they are not very open about their perceptions of the actual level of adequacy as they see. The majority of the respondents give a 'neutral' answer when they give their perceptions.
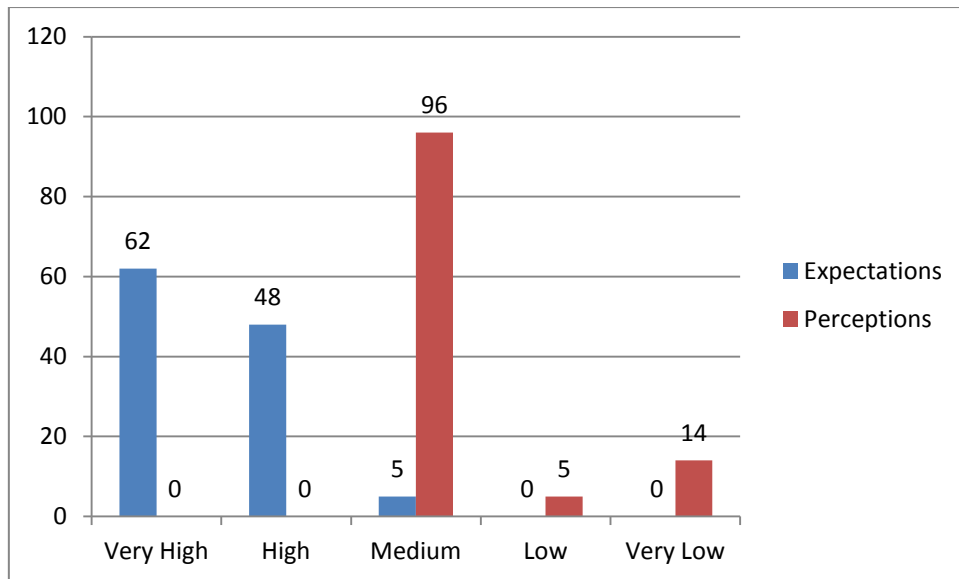
Figure 6-16 To improve communication and flow of information – Type 2

6.4.3.2   To develop coordination

Similarly, it can be seen that the respondents are not satisfied with the current level of coordination and team work that the organizational structure leads to. The majority of the respondents have high level of expectations from the organization in this regard.
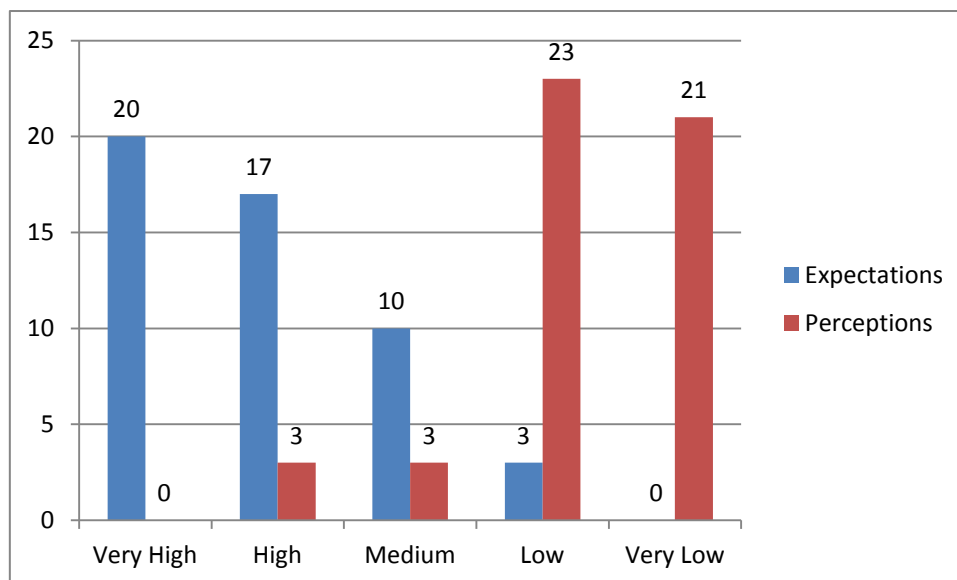
Figure 6-17 Adequacy to develop coordination – Type 1

Appendix AF shows that there is a large gap of -116 points between perception and expectations on this account. According to Hathloul, et al (1985), a good amount of coordination is required between the different bodies like local branches, municipal bodies and citizens to function well as a unit.

The organizational structure of the municipal organization was not reported to be adequate for developing coordination by the Type 2 respondents. However, the expectations were high for this attribute and it indicates a readiness among the branch officials to get a structural make over for their organization. The trend to indicate 'neutral' answer is also seen to continue in this question when the respondents are answering about their perceptions (see Figure 6.18). Appendix AG shows a high gap score of -199, while the gap for the same account for type 1 was only -116 (Appendix AF).
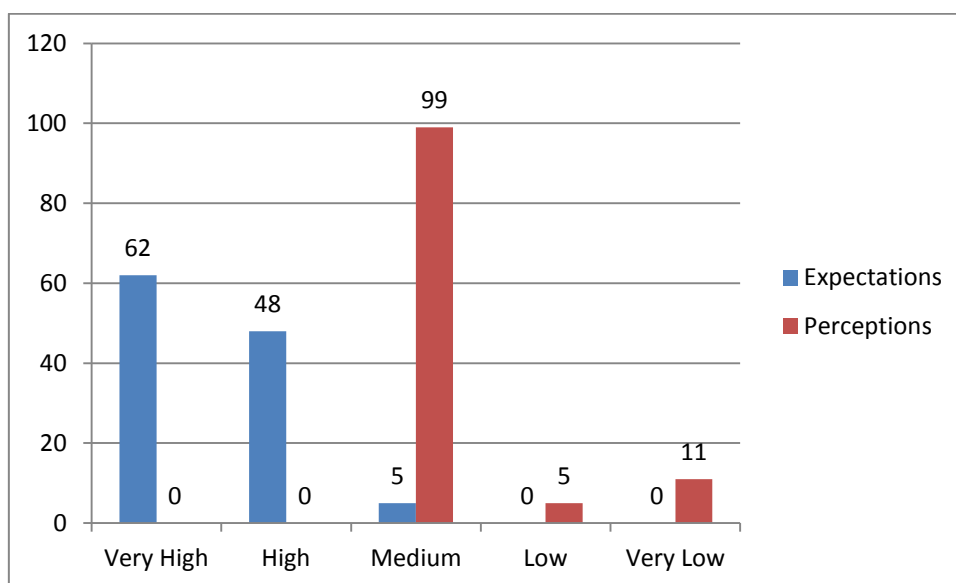
Figure 6-18 Adequacy of Organisational Structure – Type 2

According to Rodriguez and Winchster, (1996) in literature review, a high amount of coordination between the different bodies improves the functioning mechanism of the tasks.

6.4.3.3   *To Facilitate Feedback and Information Gathering*

In this aspect as well, it is seen that the respondents expect the organization structure to be such that it enables information flow and feedback, but the respondents are not satisfied with the current state of affairs in the Municipality.
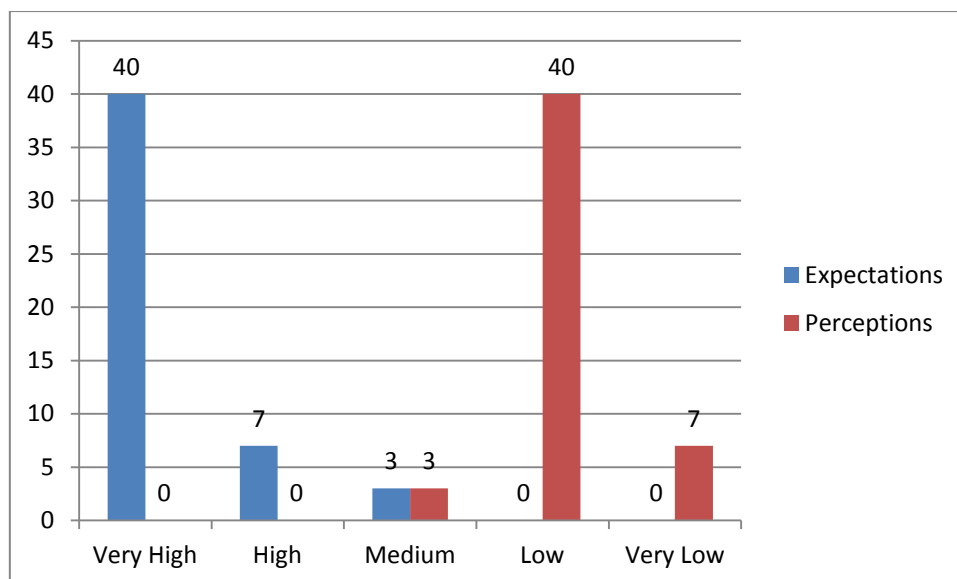
Figure 6-19 Adequacy to Facilitate Feedback and Information Gathering – Type 1

Appendix AI shows that there is a large gap of -137 points between perception and expectations on this issue**.** Rodriguez and Winchster, (1996) have highlighted the importance of a feedback mechanism to gather information and to gauge the public opinion on development activities.

The following figure 6.20 show that there were only 2 people from among the Type 2 respondents who disagree (Low) with the statement that the current organizational structure is adequate for facilitating feedback and information gathering. This would, on the face value look like that the current structure may actually be sufficient for this purpose. However, almost all the respondents stated that they were 'neutral' (medium) or preferred not to say anything concrete about their opinion. This may be the result of the fact that the respondents actually felt that the current structure was inadequate but did not wanted to say it out for fear of repercussion from the office. Findings such as these also reveal that there may be a closed working environment in the Jeddah Municipality that inhibits freedom of speech and prevents people from voicing their opinions.
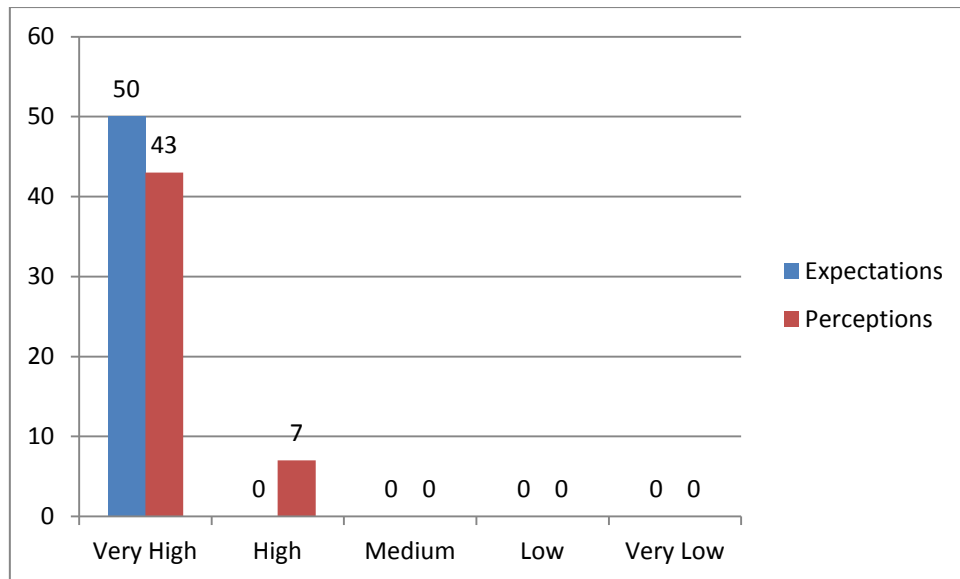
Figure 6-20 Adequacy of the Organizational Structure to Facilitate Feedback and Information Gathering – Type 2

6.4.4 Adequacy of Resource Allocation system of the Jeddah Municipality and its Branches

6.4.4.1 Budgets Allotment Based on Realistic Need Assessment

These finding shows that there is a very low, almost negligible gap (Appendix AK). This means that most of the respondents agreed that the current system of resource allocation is as they expect it to be. While the respondents agree that the resource allocation should be fair and based on need assessment, they also think that it is how the current resource allocation is carried out. These findings (and all the others as well) will be compared to the findings of the Type 2 respondents covered to understand the situation better.
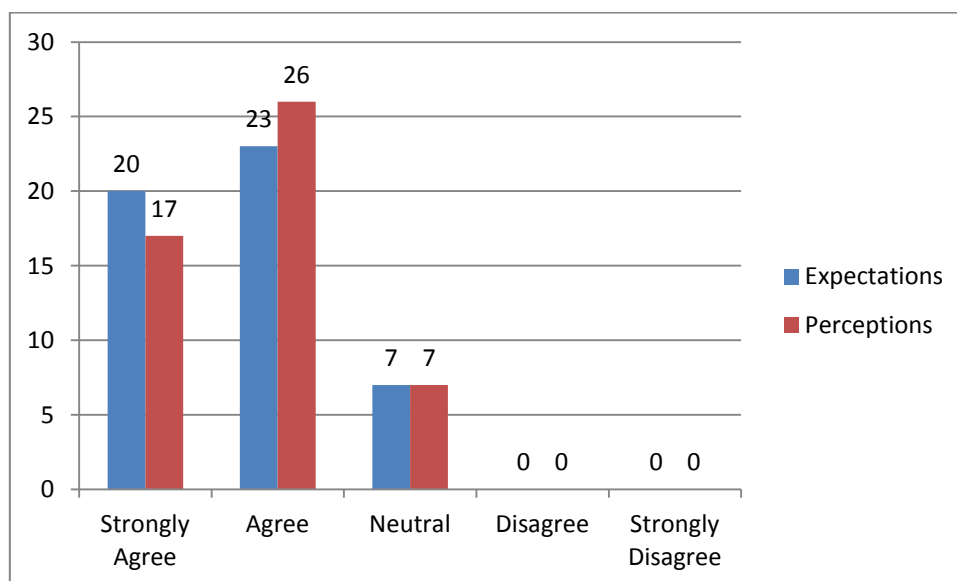
Figure 6-21 Budgets allotment based on realistic need assessment – Type 1

The majority of the Type 2 respondents here again stated that there was a need for the budget allotment process to be based on the realistic assessment of the individual branches needs and requirements of investments. There were some respondents who even stated that the perceived the current method of budget allocation to be sufficient and adequate (6 strongly agreed and 9 agreed with the statement that the current process of budget allocation was adequate; see Figure 6.22). However, a relatively larger number of respondents also stated their open disagreement with the statement, which was not evident in the previous several responses as mentioned earlier in this chapter. The reason for this opinion of responses could be that either the subject of budgets was relatively openly allowed to be discussed the respondents were used to informally complaining about the same. Appendix AJ shows the gap of -225 for expectations and perceptions about the budget allocation process. However, for type 1 respondents, the gap was much lower at-3. As per the Government of Saudi Arabia (2010), a good way of ensuring correct and accurate budget allotment should be based on needs assessment of the various needs and requirements.
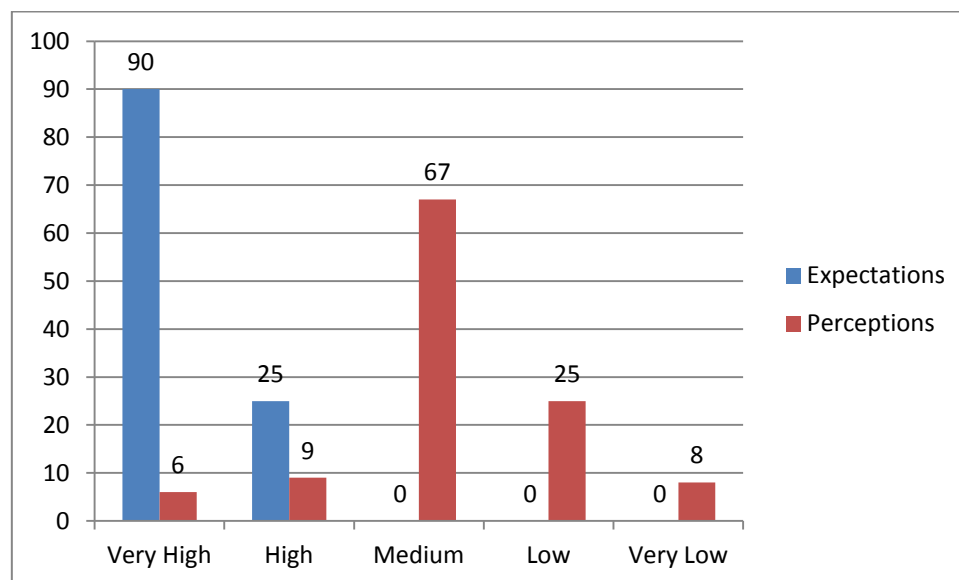
Figure 6-22 Budgets allotment based on realistic need assessment – Type 2

6.4.5   Accountability of agencies involved

6.4.5.1   Accountability of the Municipality

The research findings show that there is both a high expectation about accountability of the organization, as well as a highly positive perception about its existing accountability (see

Appendix AL). This finding is essential to be compared with the perception of the accountability by the other branches employees as well as by the citizen's analysis of responses presented in Chapter 7. Such a comparison will reveal if the responses of the current Type 1 respondents are to be considered as valid or to be considered as an official 'saving-face' response.

The Type 2 respondents showed that they had a high level of expectation from the Jeddah municipality to be accountable and they also believed that the Municipality was indeed accountable. Appendix AM shows that almost a similar number of respondents agreed or strongly agreed with the importance of a Municipality to be accountable and also perceived their Municipality to be so.

The relative match in the respondents' expectations and perceptions about the Municipality has resulted in a lower SERVQUAL gap of only -58 as shown in Appendix AO. These findings are also similar in nature to the findings from the Type 1 respondents presented, where a relatively smaller gap of -7 (Appendix AN) was found. Hathloul, et al (1985) have stressed on accountability of the agencies as one of the important factors that are necessary for the implementation of a successful development plan.

6.4.5.2   *Accountability of Agencies Involved: Transparency in Operations*

The responses for this question, on the expectations and perceptions regarding transparency of the operations of Jeddah Municipality, are similar to those on the previous question on accountability. The respondents rate their expectations as high and also their perceptions as high, meaning that the Jeddah Municipality is a transparent organization (see Appendix AP).

Appendix AQ shows that the Type 2 respondents have high expectations about the transparency of the municipal branches and also reveal a highly positive perception about their branches being transparent.

This is the only question that has shown a positive gap score of +33, meaning that the respondents' perception about the transparency of their branch is extremely high and even surpass their expectations (Appendix AR). The reason for this response may be presumed to be one of two assumptions. One assumption could be that the municipal branches are

actually high on transparency, which is rather unlikely especially seeing the way the respondents had reported earlier and used 'neutral' option most while stating their perceptions and indicating that the work environment may be very closed. The other could be that the respondents were not being really honest and may have given the responses to present a good picture of their branches.

This finding is similar to the one of Type 1 respondents, where the gap score of -3 was found for the same attribute. However, even in the case of the Type 1 respondents, the score was not positive and the current positive score appears like an anomaly in the current research here. It looks like the officials at the Municipal branches had great trust on their branch and on the Municipal organization to be just, fair and transparent. This result can possibly be interpreted in terms of the fact (which the researcher is only too aware of himself as he has worked in the organization) that the Municipal organization in Jeddah is a closed organization and any dissent is not condoned or allowed. The branch officials may be trying to 'fit in' or trying to 'appear good' on the survey so that they are not taken to task by their seniors. The researcher therefore suspects that the respondents did not answer this question honestly. This suspicion is also highlighted by the fact that for the survey of the senior Municipality officials in the Type 1 section of the research findings, the gap was low but it was still acknowledged. The senior officials, while not wanting to show their organization in a bad light, showed lesser amount of enthusiasm in going the other way and proclaiming the organization as very good on this account. As per Goodman, (1972) in the literature review, for the establishment of e-governance in developing nations, transparency is a very critical factor.

6.4.6   Equality of regional development

6.4.6.1   Equality in Regional Development
The majority of the respondents stated that they thought that the Jeddah Municipality was able to provide equality. As per Rodriguez and Winchster, (1996), equality in the level of development among the different regions is the base for the holistic development of a region. Appendix AV shows that there is a large gap of -23 points between perception and expectations on this issue.

A relatively lower gap score of -43 was calculated for the Type respondents' expectations and perceptions about the equality of regional development. This can be seen in Appendix AW. This means that the respondents did have high expectations, but they also believed that their organization was able to provide for an equal regional development across Jeddah. Here, the gap is much closer to the gap of -23 seen by type 1 respondents. According to Nyeck et al. (2002) equality in the development of all the regions sets a strong foundation for holistic development.

6.4.7   Service Delivery Quality

6.4.7.1   Empathy

This is one of the few (perhaps only) attribute on which there has been found a positive gap in respondents expectations and perception, meaning that the respondent feel that the Municipality is performing well on this aspect of service quality.

Appendix AX shows that there is a gap of +6 points between perception and expectations on this account (see also Appendix AY). As per the SERVQUAL model of Zeithaml et al. (1990) empathy is reflected in the ease with which the customers can access detailed information about the service even before they actually consume it.

The Type 2 respondents revealed that they perceive that the municipality was doing well on the service quality attribute of empathy. Majority of them (32 strongly agree and 53 agree; see Appendix AZ) stated that they believed the municipality to be high on empathy towards the citizens.

There was however still a negative gap of -37 in their expectations and perceptions (Appendix BA) revealing that the respondents wanted the municipality to improve on this aspect. For the same finding for Type 1 respondents had, it was shown that a gap of +3 was calculated (see Appendix AY) indicating that they were satisfied with the current level of empathy shown by their organization in service delivery.

6.4.7.2   Efficiency:

Appendix BB shows that there is a gap of +121 points between perception and expectations on this issue (see Appendix BC). This is a good indication of the realization of the

respondents about the positive ideas about the importance of efficiency in service delivery quality.

The service quality attribute of efficiency was not reported to be a strong point for the Jeddah municipal organization by the Type 2 respondents. The respondents did indeed say that they felt that efficiency should be a priority, indicating that they expect the municipal organizations to be efficient. However, they also perceive that currently efficiency is low, as indicated by their responses in Appendix BD.

A gap of -122 was seen in the service quality attribute of efficiency as the difference in the respondents' expectations and perceptions (Appendix BE). This is in sharp contrast to the gap score calculated for the responses of the Type 1. The Type 1 respondents showed a positive gap score of +121 indicating that they perceived the current level of efficiency to be even beyond their expectations. As seen in literature review, the importance of efficiency in service delivery was established.

6.4.7.3   Assurance

Appendix BF shows that there is a large gap of +3 points between perception and expectations on this account. The need for the citizens to be educated and to be aware of the concept of assurance is necessary for getting a proper service delivery model in place.

It can be seen from Appendix BH that the majority of the respondents (50 with 44 strongly agree and 41 agree) have a high expectations from the municipality in terms of service quality attribute of assurance. However, a relatively lower number of respondents (50 with 25 agree and 25 strongly agree) think that currently their organization is high on this attribute.

A large number of Type 2 respondents, 53, also stated that they were neutral about their perceptions on the ability of their branch to deliver service quality attribute of assurance. This 'neutral' answer appears to be genuine as it is not accompanied by a complete absence of agreement or strong agreement with the statement used (as was seen in the previous findings where the respondents only stated neutral and omitted from saying that they agreed or disagreed) for gauging the perception of service delivery.

6.4.7.4   Responsiveness

Appendix BK shows that there is a large gap of +11 points between perception and expectations on this account. This is in contrast with Type 2 respondents where the gap was -8. This means that this set of respondents are highly satisfied with the state of affairs. Therefore, different types of respondents have taken the importance of responsive in different ways.

The attribute of responsiveness was stated to be high among the municipal organization as can be seen in Appendix BM from the survey of the Type 2 Respondents. Majority of the respondents (41 strongly agreed and 48 agreed; see Appendix BL) stated that they agreed or strongly agreed with the current level of service quality attribute of responsiveness.

However, the expectations were even higher and as a result, a negative gap score of -8 was calculated (Appendix BM). This score indicates that there is a scope for improvement on this account as perceived by the Type 2 respondents; in contrast with the opinion of the Type 1 respondents whose gap score of +11 shows that they are highly satisfied with the current state of affairs (see Appendix BK).

6.4.7.5   Reliability

Appendix BO shows that there is a large gap of +13 points between perception and expectations on this account. The reliability aspect of the service delivery quality is important and necessary as seen in literature review. These set of respondents have expressed their satisfaction over the reliability factor (Appendix BN).

The reliability of service delivery was perceived to be high by the Type 2 respondents (30 strongly agreed and 30 agreed; see Appendix BP) but the expectations on this attribute were presumed to be higher as reflected in the majority of the respondents stating their strong agreement with the importance of reliability. A large number of respondents stated their perceptions as neutral, indicating that either they had no idea how to gauge the reliability of their organization's service delivery, or that they did not want to show that they perceived the reliability to be low.

A negative gap score of -41 indicates that the respondents want the municipality to improve its service quality delivery attribute of reliability (Appendix BQ). This finding is in contrast with the Type 1 respondents who stated that their satisfaction with the current level of reliability (Appendix BN).

6.5   Summary

The above results indicate desire of officials and employees at the Jeddah municipality for decentralization in administrative work with the basic principles of management transparency, monitoring and accountability. These results can be understood in light of the fact that the Group of respondents drawn from Jeddah municipality officials who may not be very close to or fair in the truth of what they think about the quality of service either because of fear of the consequences or to appear to justify the services provided by the organization. In the majority of responses around the issues of urban management, respondents appear to be neutral on issues.

7   Respondents' Analysis: citizens of Jeddah

7.1   Introduction

This chapter contains findings from the sample of respondents who are categorized as Type 3 i.e. the citizens of Jeddah. The sample therefore comprises of the various people including general citizens, officials, contractors, environmentalists, researchers, educationists etc.

The following findings are based on the 65 respondents who adequately replied from those contacted at different locations across the Jeddah city. As for Type 1 and 2 respondents the questionnaire contained two parts for each of the questions – part a, requesting the respondents to rate the importance of an attribute or quality, thus measuring their 'expectations', and part b, asking them to rate the performance of their organization on this attribute thus measuring their 'perceptions'.

These findings are based on the slightly different questionnaire from the one that was used for the Type 1 and the Type 2 respondents. This is because, the citizens may not have information or even understanding about the organizational structure or the resource allocation process of the Municipality, and hence asking their opinions on such matters is not relevant. Only those questions that may have a direct impact on the citizens are therefore used in this questionnaire. As such, questions pertaining to the accountability of the Municipality and its transparency, equality in development and service quality delivery are included in the survey of the citizens.

7.2   Analysis of Respondents' Questionnaires

7.2.1   Accountability of Agencies Involved

7.2.1.1   Accountability of the Municipality

Figure 7.1 shows that a large number of respondents agreed or strongly agreed with the importance of a Municipality to be accountable but none of them expressed their agreement or string agreement with the statement that the Municipality was accountable. The large difference in the respondents' expectations and perceptions about the Municipality's accountability has resulted in a high SERVQUAL gap of -131 as shown in Appendix BR.
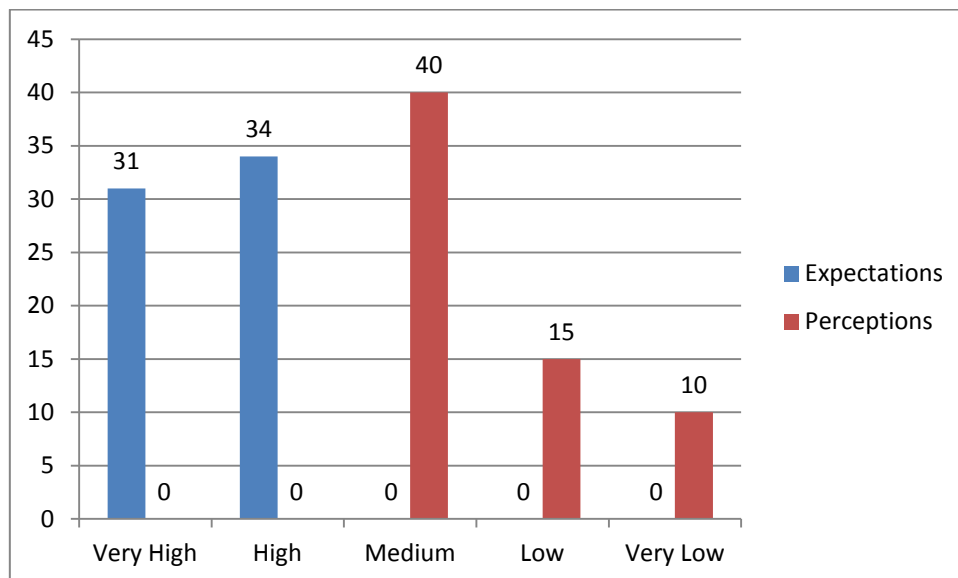
Figure 7-1 Accountability of agencies involved – Type 3

These findings are unlike the findings from the survey of Type 1 and Type 2 respondents, as both the previous analysis showed a much lower gap (Appendices AN and AO). This shows that the perception of the citizens about the accountability of the Municipality is low. As per the SERVQUAL model developed by Zeithaml et al. (1990), accountability can be one crucial factor that improves the credibility and the image of the bodies.

7.2.1.2   *Transparency in operations*

The graph below (Figure 7.2) shows that the respondents have high expectations about the transparency of the municipal branches but do not think that the current state of affairs at the Municipality is transparent.
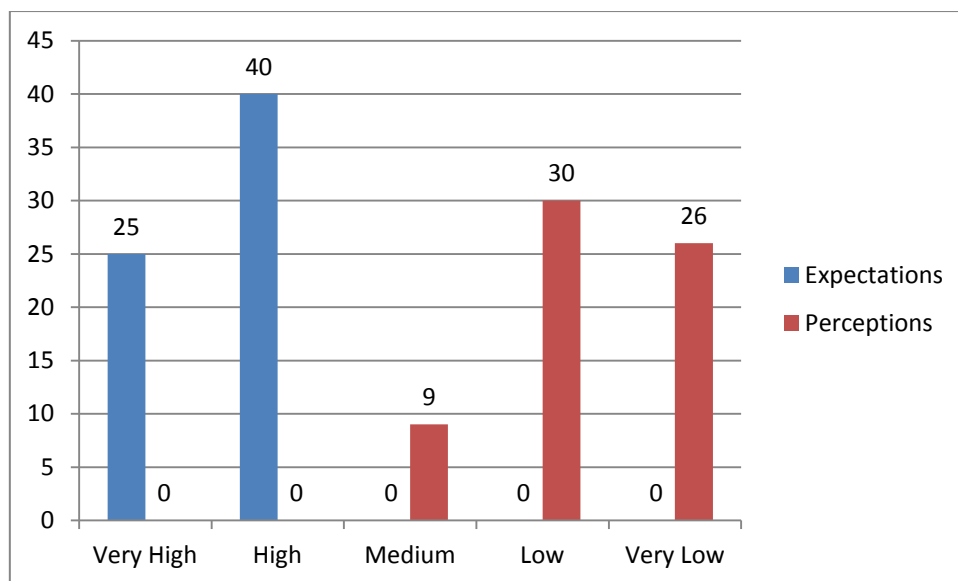
Figure 7-2 Transparency in operations – Type 3

This is a question that has shown a very high gap score of -172 (Appendix BJ) meaning that the respondents' perception about the transparency of Municipal organization is extremely high, as all of them stated an agreement with this statement as can be seen in the Figure 7.2 above. However, the respondents perceptions largely ranged in the lower side about the existing level of transparency showed by the Municipality.

7.2.2   Equality of Regional Development

This question was aimed at finding out what the citizens of Jeddah think about the Municipal organizations' performance on equality in developing the different regions of the city. The following figure illustrates the respondents' answers about their perceptions and expectations from the Municipality on its regional development approach.
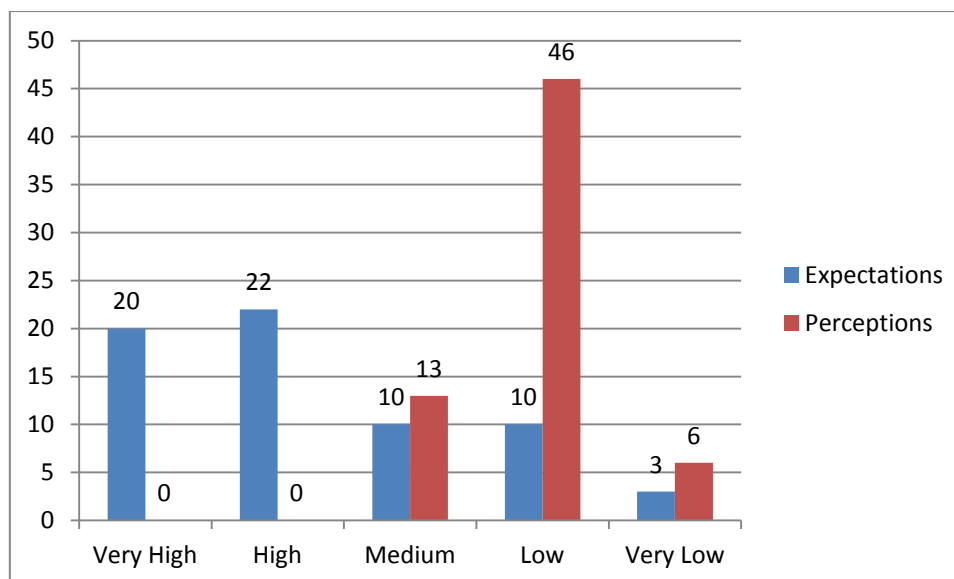
Figure 7-3 Equality in Regional Development – Type 3

A relatively lower gap score of -114 was calculated for the respondents' expectations and perceptions about the equality of regional development. See Appendix BK. This finding can be interpreted in two ways. It could mean that the respondents did have high expectations, but they also believed that the organization was able to provide for an equal regional development across Jeddah. Or it could mean that the citizen respondents did not have high expectations about this aspect and hence, it matters relatively less to them that the Municipality is not delivering high on this variable. A look at the graph above (see Figure 7.3) reveals that the latter is the case. As can be seen from the graph, there are a large number of respondents who are not satisfied with the level of equality that the Municipal organization shows in developing the different regions of the city (46 respondents stated that they disagreed (Low) and 6 stated that they strongly disagreed (Very Low) with the statement that the Municipality shows equality in developing the different regions). Yet the gap in perception and expectations is relatively lower. This is because a large number of respondents did not place great emphasis on the importance of the requirement of regional equality in development. As seen in the literature review, equality in development should be established for all the regions so make sure that the entire area develops as a whole unit.

7.3   Service delivery quality

7.3.1.1   Empathy

The respondents revealed that they perceive that the municipality was doing very badly on the service quality attribute of empathy. The majority thought that the Jeddah Municipality

was low on this attribute 48 disagree (Low) and 13 strongly disagreed (Very Low) with the statement that Municipality is high on the service delivery attribute of empathy (Appendix BV). This is contrasted with the fact that all the respondents expected the Municipality to be high on this attribute 46 strongly agreed (Very High) and 19 agreed (High) to the statement that empathy is a desirable quality for a Municipal organization (see Appendix BU).

There was a large negative gap of -185 in their expectations and perceptions (Appendix BV) revealing that the respondents wanted the municipality to improve on this aspect drastically. For the same finding for Type 1 responses had revealed a gap of +6 was calculated (Appendix AX) had indicating that they were satisfied with the current level of empathy shown by their organization in service delivery. Also, Type 2 respondents had shown a negative gap of -37 (Appendix AY) showing that they too wanted the Municipality to improve on empathy. However, there is a vast difference in the perceptions of the Type 3 respondents or the citizens from the responses of either of the Type 1 or Type 2 officials. This means that either the Jeddah Municipality is not aware of what are the factors involved in empathy and how to provide them – or that it is aware of these factors but lacks the will to inculcate them. In the event of an assessment of service delivery quality, the benchmark should always be kept as the customer's expectations and not what the officials or the employees think. This finding points out to the fact that the Municipality needs to tune in more into the needs of the citizens and then try to serve them better. In the literature review, the importance of empathy was established through the SERVQUAL model of Zeithaml, et al. (1990).

7.3.1.2   Efficiency

The following chart shows that the citizens are not satisfied with the service delivery quality attribute of efficiency for the Jeddah Municipal organization. As can be seen from Appendix BW, the respondents wanted the Municipality to be high on efficiency (49 stating strong agreement and 16 stating their agreement with the statement that efficiency is an essential attribute for municipality). However, none of the respondents thought that the current Municipality was high on efficiency (see Appendix BW).

A gap of -185 was seen in the service quality attribute of efficiency as the difference in the respondents' expectations and perceptions (Appendix BX). This is in sharp contrast to the

gap score calculated for the responses of the Type 2 respondents in Chapter 6 (Appendix BA). Also, as mentioned in the previous chapter when comparing the findings of the Type 1 respondents with those of the Type 2 respondents, the Type 1 respondents had a positive gap score of +121, meaning that they thought the current level of efficiency to be great and even beyond their expectations (Appendix AZ).

This finding again shows that there is a considerable difference in the perception of the efficiency by the higher Type 1 officials, the municipal branch officials and the citizens. The top officials appear to be more than satisfied with the current state of affairs as far as efficiency is concerned, while the branch officials acknowledge that there is scope of considerable improvement in this aspect. However, what is interesting to note is that the citizens do not think the Municipal organization to be efficient. There is therefore a need for the Municipality to assess the expectations of the citizens and then to make efforts towards scoring high on the customer expectations of efficiency.

7.3.1.3   *Assurance*

Service quality assurance is measured in terms of the trust that the people place on the organization's ability to perform its tasks and to support in their times of needs (Nyeck et al., 2002). It can be seen from Appendix BY that the majority of the respondents have reported a neutral attitude towards both expectations and perceptions from the Jeddah Municipality on this account of service quality (see Appendix BZ: 22 stated neutral for expectations and 44 stated neutral for perceptions). The chart also shows that the perceptions of the citizens about the 'assurance' provided by the Municipality are slightly lower than their actual expectations (9 strongly agree with the importance of this attribute and 7 strongly agree that Municipality delivers on this; similarly, 10 agree with the importance of 'assurance' attribute and 9 agree that the Municipality delivers on it; see Appendix BY).

This is the only finding that has shown a positive gap in the customer's perceptions and expectations or that gives out the indication that the customers are satisfied with the existing level of assurance provided by the Municipality. However, this gap of +27 should not be interpreted to mean that – the customers are satisfied. Instead, when seen in the context of the Appendix BY above, it shows that the positive gap is largely due to the 'Neutral' response shown by the respondents.

A large number of respondents, 44 stated that they were neutral about their perceptions on the ability of Municipality to deliver service quality attribute of assurance. This 'neutral' answer has acted to lower the perception-expectation gap and even make it positive. Also, as can be seen from the responses on the disagreement part of the Appendix BZ, the respondents appear to disagree that the attribute of assurance is an important requirement (10 stated they disagree and 14 stated that they strongly disagreed that assurance was desirable). This means that because this attribute was not rated high in the minds of the customers, they did not think it important enough.

This finding is also interesting as when compared to the findings from the Type 2 respondents who showed a gap score of -45 (Appendix BI). This means that the citizens need to be educated on this attribute of assurance. Also, the findings from the Type 1 respondents (Appendix BG) show a +3 gap, which is not because the Type 1 respondents were ignorant or that they did not think that assurance was important. The positive gap for Type 1 respondents only revealed that they rated their organization as competent on this aspect.

7.3.1.4 Responsiveness

Responsiveness is given great importance by the surveyed citizens for this research as can be seen in the chart in Figure 7.4, 53 out of 65 stated that they strongly agreed with the statement that responsiveness was an important attribute while the remaining also stated that they agreed with it. However, none of the respondents though that the current Jeddah Municipal organization was responsiveness (38 strongly disagreed and 27 disagreed with the statement that the Municipality delivered on this attribute; see Figure 7.4 below).
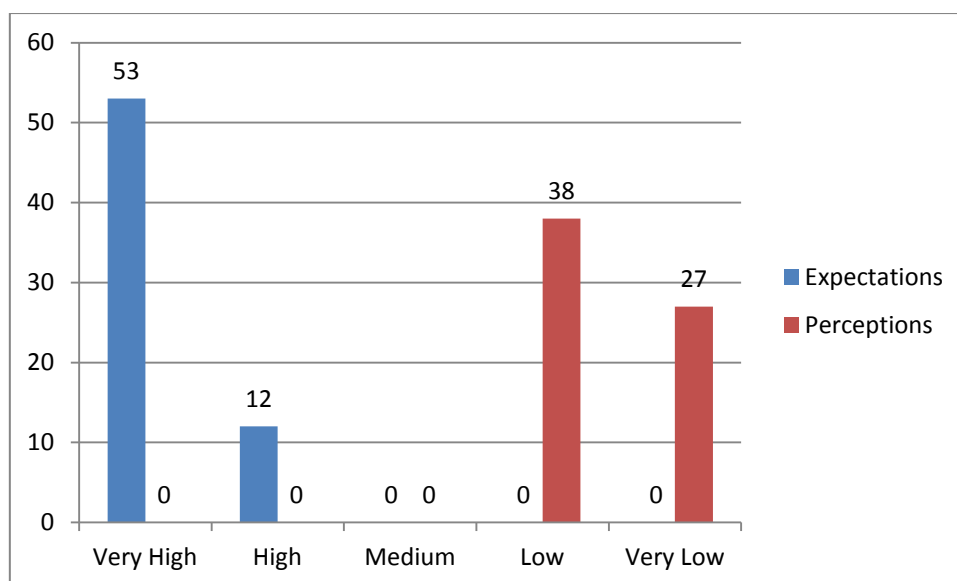
Figure 7-4 Service Delivery Quality: Responsiveness – Type 3

A large negative gap -210 was calculated on this attribute showing that there is utter lack of faith among the citizens who were surveyed about the responsiveness of Jeddah Municipality. This is in sharp contrast with the results of the survey of the Type 2 respondents that revealed a gap of only -8. However, the expectations were even higher and as a result, a negative gap score of -8 was calculated (see Appendix BL). Also, it is notable that the Type 1 respondents whose gap score was +11, showing that they are highly satisfied with the current state of affairs (see Appendix BJ). This means that there is a complete disconnect between what the citizens desire and what the top officials think that they desire.

7.3.1.5   Reliability

The reliability of service delivery was perceived to be very low by the respondents (36 strongly disagreed and 29 disagreed with the statement that the current Municipality showed reliability in its service; see Figure 7.5). The expectations on this attribute were higher as reflected in the majority of the respondents stating their strong agreement with the importance of reliability (see Figure 7.5 below). This finding is slightly different from the rest of the findings covered in this entire research, as none of the respondents stated a perceptions or expectations as neutral, indicating that they were well aware of the attribute and its importance and also that they were competent enough to rate the Municipality on this.
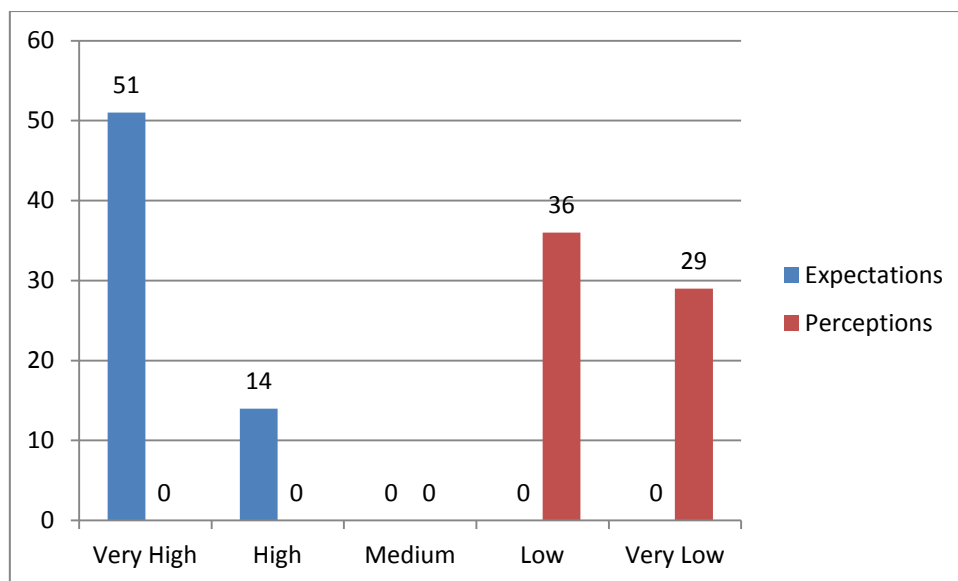
Figure 7-5 Service Delivery Quality: Reliability – Type 3

A negative gap score of -210 indicates that the respondents want the municipality to improve its service quality delivery attribute of reliability (see Appendix CB). This finding is again in contrast with the findings from the survey of the Type 2 respondents who showed a smaller gap of -41 points on this attribute (see Appendix BP) and Type 1 respondents who stated that their satisfaction with the current level of reliability (see Appendix BN).

7.4 Summary of Findings

This chapter revealed that the citizens or the customers of the Municipality were largely dissatisfied with the current service deliver quality. It also showed that the top officials were either unaware of this issue or that they showed apathy towards it, as on most of the responses for their survey; they had expressed their satisfaction with the service delivery quality attributes. This chapter provides insights that will be used in developing the recommendations in Chapter 8.

8   Analysis of Results

8.1   Introduction

This chapter contains an integrated analysis of the findings from the responses of the Type 1, Type 2 and Type 3 respondents. The findings are analysed with respect to the literature review from Chapter 2, and the analysis of the Municipal Organization of Jeddah covered and Urban Development and Growth Management in Saudi Arabia in Chapter 3 and Chapter 4. The chapter begins with a presentation of the research questions and then proceeds with a presentation of a table that contains the summary of the primary research findings in Table 8.1. Please note that while the model of GAP is used to assess the differences in perception and expectations, the concepts that are measured are varied and not restricted to the service quality dimensions that the original SERVQUAL model contained. The factors that were used for assessing the performance of the Jeddah municipality included those shown in the Table 8.1.

8.2   Research Questions

This study aimed to review the impact of the policy of decentralization on the administrative nature of governance in cities in Saudi Arabia, with a focus case study city of Jeddah. The main research questions are:

What is the extent of the application of the administrative decentralization policy in cities of Saudi Arabia, with a focus on the city of Jeddah?

What are the constraints facing Municipalities such as Jeddah in implementing the concepts of new public management (NPM) and good governance such as the decentralization of the decision-making process?

To assess the research questions, a number of objectives were set:

- To examine perceptions of service delivery quality from service providers and citizens and to compare them.
- Consider the effects of decentralization on service delivery.

- To assess potential of the type of Municipal structure, used in Jeddah, to deliver high service quality and effective performance

- To assess the Municipal organizations in terms of level of participation, autonomy, accountability, transparency and equality in regional development.

- To identify constraints affecting urban development and management in Jeddah arising from issues or organisational structure.

- To develop a range of recommendations for improving the performance of the Municipal organization.

These research questions are answered using the data from the primary surveys – questionnaires and direct interviews. With respect to the balance between central control and regional devolution of authority - "Central is the origin in the management system and decentralization a supplement to avoid central defects and not a clear central authority because this will break the State and society." Thus it may be inferred that the objective is to minimize defects of centralized control; yet to tread a balance that does not disrupt state authority. The respondents were asked to express their perceptions on the performance of Jeddah Municipality and their actual expectations from it. The following Table 8.1 contains the gaps in perception and expectations on various factors like autonomy, transparency, service quality etc. from the three groups of respondents. The individual gap scores are divided by the total number of respondents in that group so that the resulting gaps are amenable to comparison. For example, the gap score of -1.8 in the following Table 8.1 under row '*Participation for Balanced and holistic development*' and column 'Type 1' is derived by dividing -90 (from Appendix I) by 50 (which is the total number of Type 1 participants)**.** Similarly, the score of -2.12 in the Table 8.1 under row' *Participation for Balanced and holistic development'* and column 'Type 2' is derived by dividing -243 (Appendix J) by 115 (which is the total number of Type 2 participants). This is done in order to make the scores comparable as otherwise Type 1 scores would be based on 50 respondents and Type 2 on 115 respondents and cannot be compared.

Table 8-1 Gap Score Calculations for three groups of respondents

	Type1	Type 2	Type 3
Participation of stakeholders			
Participation for Balanced and holistic development	-1.8	-2.12	
Participation from external agencies	- 1.1	-0.85	
Participation from Citizens –	-1.6	-1.70	
Participation of the local branches	− 2.98	-1.8	
Autonomy of Municipal Branches			
Autonomy to assess the local needs of development:	-3.26	-1.8	
Autonomy for Strategic Planning	-1.4	-1.81	
Autonomy for Goal Setting	−0.4	1.64	
Autonomy for Tactical Planning and Execution	−0.93	-1.52	
Adequacy of the Organizational Structure			
To improve communication and flow of information	-2.92	-1.78	
To develop coordination	-2.32	-1.73	
To Facilitate Feedback and Information Gathering	− 2.74	-1.24	
Adequacy of Resource Allocation system			
Budgets allotment based on realistic need assessment	-0.01	-2.0	
Accountability of agencies involved			
Accountability of the Municipality	-0.14	-0.5	-2.06
Transparency in operations	-0.06	-0.29	-2.64
Equality of regional development	-0.46	- 0.38	-1.6
Service Delivery Quality			
Empathy	+0.12	−0.32	-2.84
Efficiency	+2.4	−1.06	-1.3
Assurance	+0.06	-0.39	+0.34
Responsiveness	+0.22	-0.07	-3.64
Reliability	+0.26	-0.36	-3.2

The following discussion and analysis is undertaken with the objective of understanding the current state of the Jeddah Municipality and to focus on the adequacy of the current structure to meet the challenges of urban management.

8.3   Participation from Stakeholders

Participation of stakeholders in the Municipality decision making and implementation programs has been recognized as a major requirement for the success of urban development. This is given as one of the essential criteria that new urban development projects could be successful by the United Nations Development Program, UN-Habitat and the World Bank (Werna, 1995). Under participation, it has been seen that governments and Municipal organizations that take initiative and help from external agencies like other governmental departments and ministries, environmental and research groups etc. and

keep the citizens involved in their decision making process, are able to get better results of their efforts (Narang and Reutersward, 2006). As such, based on the understanding of the importance of the participation of stakeholders in the Municipal functioning, that this research used three questions specifically aimed at understanding the current level of participation in this area in the Jeddah Municipality and its branches.

8.3.1 Participation for balanced and holistic development

It was found that both Type 1 and Type 2 respondents were not satisfied with the current level of participation. It was also seen that in the case of participation for holistic development, the respondents wanted their organization to do much better, though they did not rate it high on this attribute (see Figures 6.2 and 6.3).

8.3.2 Participation from external agencies

However, in the case of participation from external agencies, the Type 1 respondents differed from the Type 2 respondents in the fact that the Type 1 respondents wanted the Municipality to include more external agency participation, while in the case of Type 2 respondents, majority of them did not think of this as an essential requirement (see Figures 6.4 and 6.5). This is reflected in a small gap of -0.79 for the Type 2 respondents in comparison to the larger gap score of -2.36 for Type 1 respondents. See Table 8.1. However, both set of the respondents did not rate the Municipality high on this attribute.

8.3.3 Participation from Citizens

The gap scores of both the Type 1 and the Type 2 respondents were similar at 1.8 and 1.62 respectively. However, a look at the break down of responses in Figures 6.6 and 6.7, show that a large section of the respondents, 90 out of 115, did not venture an opinion on this aspect. The reason could be that the respondents did not want to come out and say openly that they were dissatisfied with the current state of citizen participation. This trend is also seen continuously throughout in the responses of the Type 2 respondents.

8.3.4 Participation of the Local Branches

The local branches current level of participation was not quoted as adequate by both the set of respondents and both the groups had higher expectations of the branches participation. However, there is a marked difference in the gap scores of the two groups on this aspect. Type 1 respondents showed a higher gap score of – 2.98 while Type 2 showed a lower score of only -1.8 (see Table 8.1). A look at the break down of responses from the two groups in

figures 6.8 and 6.9 it can be seen, that the Type 1 respondents were more forthcoming in accepting that there is lack of participation from the branches. The Type 2 respondents have largely used the 'neutral' response again here.

8.3.5   Summary

The above discussion reveals that there is a considerable gap in the expectations of employees and their perception of participation of citizens, branches and external agencies as well as holistic approach adopted by the Municipality. This means that the current Municipal system in Jeddah is lacking in this attribute which has been hailed as extremely important (UN-HABITAT, 2002). The analysis also reveals that the employees are prepared for including such participation and any changes made towards this would be accepted and appreciated by them. This forms the basis of the first recommendation for the Jeddah Municipality as shown in section under recommendations. However, an assessment of the structure of the Jeddah Municipality in the chapters 3 and 4 revealed that the structure is highly bureaucratic and preventive of communication and smooth interactions both internally as well as with external agencies. These findings therefore point out at the inadequacy of the Jeddah municipality to adopt a participative management stance, as well as indicate that there is a need for structural changes required for making such participation possible. The management principles are essential to the process, as described by a quote from the interviews: 'the application of the decentralized management approach without taking into account the administrative approach utilities, of course, will affect the resistance and fight corruption' It can be surmised based on this Type 1 quotes that the management stance is assumed to be a definitive component in the potential of decentralization to resist corruption.

8.4   Autonomy of the Local Municipal Branches

The United Nations Development Program (UNDP, 2000) advocates that it is essential that the local agencies and the local governments be empowered and given autonomy while enacting urban planning and management. Also, autonomy for local agencies and branches is found essential by various scholars like (Narang and Reutersward, 2006; Friedman, 2008) as well as finds a place in the list of guidelines for good urban governance and management made by agencies like the UNDP, the World Bank and the IMF (UN-HABITAT, 2002; Friedman,

2008). This is the reason that the current research focused on evaluating the current state of autonomy that the Municipal branches in Jeddah may have, so that appropriate recommendations can be made.

8.4.1   Autonomy to Assess the Local Needs of Development

It was found that the both the Type 1 and the Type 2 respondents were aware that there is a lack of autonomy at the local Municipal branches in terms of local need assessment (see table 8.1 for gap score). However, here again there was a large difference in the gap scores of the two types of respondents (see table 8.1 for gap score comparison). It can be seen from Appendix R, that a large number of Type 2 respondents again opted for a 'neutral' response which led to the lowering of the score. Also, it is good news to see that both the respondents wanted more autonomy to be granted to the branches in this respect.

8.4.2   Autonomy for Strategic Planning

While in the case of the above mentioned autonomy for the assessment of local needs, both the Type 1 and the Type 2 stated that it was an essential requirement, for the autonomy for strategic planning, there were wide differences in opinion between the two groups.

The Type 1 respondents largely felt that such autonomy is not needed (see Figure 6.12). However, in spite of the fact that Type 1 respondents did not think it was essential for the branches to have autonomy for strategic planning, the respondents still felt that the branches actually had very little autonomy in this regard. The gap score of -1.4 (see Table 8.1) is indicative of the fact that the current level of autonomy was even lesser than what the Type 1 respondents deemed necessary, which itself would be a low criteria owning to the low importance they assign to it.

On the other hand, the Type 2 respondents rated the need for autonomy for strategic planning as high (see Appendix V). They however, did not commit to an open answer for showing their dissatisfaction with the current level of autonomy granted to the branches by choosing the 'neutral' option. This has resulted in a relatively lower gap score calculation of -1.81 only, lower than that of the Type 1 respondents at -1.4 (see Table 8.1).

8.4.3   Autonomy for Goal Setting

The Type 1 respondents do not expect the branches to have autonomy for goal setting and so when they rate the branches level of autonomy in this regard as low or very low (see Figure 6.12), it does not mean that they are dissatisfied. The low gap score calculation of -0.4 (see table 8.1) shows that the Type 1 respondents are satisfied with the current level of autonomy as being low. This is in sharp contrast with the finding from the Type 2 respondents, who definitely appear to want more autonomy with this attribute (Appendix Y). The gap score of -1.64 reflects their feelings. However, it can be seen again from Figure 6.12 that the respondents use 'neutral' response mostly, thus lowering the gap score.

8.4.4   Autonomy for Tactical Planning and Execution

It can be seen from Appendix AA that the Type 1 respondents are satisfied with the current low level of autonomy that the branches have. In contrast, the Type 2 respondents appear to be dissatisfied as can be seen from their gap score of -1.52 in Table 8.1

8.4.5   Summary

The above analysis shows that there is a very low level of autonomy available for the Municipal branches in Jeddah, be it for goal setting, input gathering, strategic planning or tactical planning and implementation. This is a serious drawback of the Municipality, as autonomy for local branches and agencies involved in urban planning is found to be an essential requirement for effective urban management system (The Global Development Research Centre (GDRC), 2010; Urban Management Centre, 2010).

One of the reasons could be that the Type 1 officials – the senior Municipal officials – are not open to the idea of giving the branches autonomy. There may be other reasons like the control of the Ministry as well as the attitude of the government that is preventing the empowerment of the branches. This is in conjunction with the available literature on the important role that the governments of the countries play in ensuring good urban governance and management practices (Rodriguez and Winchster, 1996; Narang and Reutersward, 2006). Also, as the government of Saudi Arabia is not democratic or elected, there entire apparatus of public administration is not based on an elected system (Sabban, 1990; Rakodi, 2001) – which could have ensured local bodies autonomy.

8.5 Adequacy of the Organizational Structure of the Jeddah Municipality and its Branches

Organizational structure forms the skeleton or the base on which the organizational processes and the inter-departmental and interpersonal communications are built. The more the organizational structure is suited to the efficient performance of the processes, the more easy and efficient will be the performance of the organization. Also, organizational structure is dependent upon the chain of commands, hierarchies and protocols that the owners or the top level management officials want their organization to have (Urban Management Centre, 2010). Thus, there are constraints to the organizational structure in the form of the attitudes, visions and desires of the top officials or owners, and in its turn, the organizational structure places constraints and barriers to the effective movement of information, communications or feedbacks. It may also impact on the organization's ability to develop an environment of coordination, team work or camaraderie among the employees.

Organizational structure of the Municipal organizations should be so that there are provisions for easy flow of information, especially from the lower branches to the top levels. This is because the local branches and the local agencies are in direct contact with the people and the land and may have practical information on the needs of the region and the requirements of the people. Organizational structures should also facilitate feedback – both from the top down and bottom up manner so that the employees are well aware of what is expected of them (Jones and Evans, 2008). For Municipal organizations, it is essential that the work be carried out in a manner that involves diverse participants from within the main organization as well as from the local branches whenever projects are to be executed. This requires that the organizational structure used in the two tiers – main branch and local branches – should be flexible enough to enable people from the two sections to work in coordination whenever needed. Issues like chain of command, span of command etc. should be easily resolved when there is a need to involve people from different branches or from different departments.

The current research therefore explored the current adequacy of the organizational structure of Jeddah Municipality in facilitating communication, coordination and feedback.

8.5.1   To improve Communication and Flow of Information

The research revealed that both the Type 1 and the Type 2 respondents stated that they wanted the organizational structure to be better so that more effective communication can be undertaken and better and smoother flow of information is facilitated (see Figure 6.19).

The figures show that for both the group there is a realization of the importance of the Organizational structure's contribution towards facilitating information flow and communication. The researchers own experience shows that the Type 1 respondents usually feel that there is a greater need for the branches to conform to the dictates of the Jeddah Municipality. This could be the reason why the Type 1 officials rate the current level of communication and information flow as low On the other hand, the Type 2 respondents feel that there is lack of information given to the branches, or that they are left out of the communication loop mostly, and only contacted during the 'project implementation phase'. This is probably the reason why the Type 2 respondents feel that there is low communication and information flow and that the organizational structure is to be blamed for it.

In either case, the findings establish that there are problems related to communication and information flow and that these problems are largely due to the inadequate organizational structure. Another possible reason could be the attitude of the top officials who do not want the lower branches to be too involved at the earlier stages of planning and decision making as was show in the analysis under '*Autonomy of the Local Municipal Branches*' in the section above.

8.5.2   To develop Coordination and to Facilitate Feedback and Information Gathering

For both the Type 1 and Type 2 respondents, the current organizational structure was not adequate to support coordination or to facilitate feedback (see Figures 6.19 and 6.20).

These findings show that the current organizational structure of the Jeddah Municipality and the branches is not seen as adequate to facilitating coordination or feedback. The reasons for the responses lie in the actual inadequacies of the organizational structure as shown in Chapters 3 and 4. But another possible reason for the Type 1 respondents stating such an adequacy, as understood by the researcher during his work experience, could be that they want more discipline or falling in line by the branches and expect them to follow

the orders thoroughly and when the organizational structure actually acts as a barrier for this, they blame the local branches for not doing their best.

8.5.3   Summary

As it was shown in Chapters 3 and 4, there are various issues with the organizational structure. These include:

- No central planning agency at the main municipal level. The lack of planning structure results in the municipality hiring external consultancy firms to develop its plans of development for the city.

- No provision to get inputs from the branches before making land allocation and issuing of licenses related decisions.

- The organizational structure is restrictive of communication and coordination within the branches, inter-branch, and with external stakeholders like the local communities, business, environmental researchers, and other governmental agencies that look after material and logistics management for the construction projects.

- The financial structure of the municipality is such that there the local branches find themselves stretched in making their objectives met with the resources that are allocated to them.

- The resource allocation is arbitrary and is not in keeping with a realistic need assessment at the branch level.

All these issues have been highlighted in the above analysis that is based on the perceptions of the employees of the Municipality.

8.6   Adequacy of Resource Allocation System

Central budget allocations are the main financing resources for the Municipality and the branches that they can avail of for all their planning and implementation needs. MOMRA keeps the full control of assigning budgets to the different branches and these budget allocations are largely done on the basis of the areas under the jurisdiction of the branches, categories of the branches (A, B, C and D; see Table 3.2 in Chapter 3). While the revenues are collected by the local branches, these are deposited with MOMRA and the branches have no direct share in these revenues. The budgets allocations are not a reflection of the revenues collected and submitted. Neither, they are based on taking the feedback of the

branches about their own needs assessments. Instead, Jeddah Municipal organization is such that arbitrary and top down approach to budget allocation is practiced.

All across the literature review (Chapter 2), it has been seen that budget allocation should be made on the basis of the local needs and in a manner that equitable urban development can be achieved (UN-HABITAT, 2008; Goodman, 1972; Schmalensee, et al.; Jones, et al.1990; Camerer, et al.1988; Vining, et al.1990). In the case of Jeddah, the available literature points out that this is not the case (see section 3.4.2 Analysis of the Organizational Structure in Chapter 3).The current research therefore included a question specifically to understand how the employees perceive the allocation of the budgets and the results are insightful as discussed below.

8.6.1 Budget Allotment Based on Realistic Need Assessment

It is seen that the Type 1 respondents are largely satisfied by the way the budget allocations are done, and also believe that the system of allocation is fair and based on the realistic need assessment (see Appendix AK).

On the other hand, the Type 2 respondents are highly dissatisfied with the way budgets are allotted (see Appendix AJ). This also the reason for the large gap score for the Type 2 respondents as shown in Table 8.1

Another important feature of this finding is that the Type 2 respondents have shown openness in responding to the question. There are relatively larger number of respondents who have come out with an open disagreement to the statement that the 'current budget allocation is fair and based on realistic need assessment'. This is in contrast to all the previous responses where the Type 2 respondents had avoided stating their 'disagreement' and instead largely chose to say 'neutral' as their answers. This openness could be due to the fact that budgets cause great restrictions and place strain on the employees and hence they wanted to let out on this. Or, the openness could be due to the fact that the top officials may condone such 'cribbing' on the part of the employees.

8.6.2   Summary

It is established by the research findings that the budgets allocation are not based on need assessment and that the branches are not involved at any level and they are not consulted for understanding their needs. This finding again reflects on the fact that the top officials of the Municipality do not think it is necessary for the lower branches to be involved in any way other than to carry out their implementation work.

8.7   Accountability of Agencies Involved

Accountability of the urban development agencies is of paramount importance for the successful implementation of project plans and urban development (Olowu, 1999). However, accountability and transparency can only be achieved if the employees for the urban development agencies are elected by the citizens and have a fixed tenure. Elected representatives are expected to be more tuned into the needs of the citizens and they also have to present a case of their work in front of the citizens in a regular manner (Davey, 1996; Nickson, 1995). However, in the case of municipal organizations like in Jeddah, where the officials are not elected by the public but appointed by MOMRA or by the government officials, the municipal employees feel themselves more accountable to their selectors from above than they do for the general public. Also, the closed, top down system of government and the control of MOMRA ensures that the Municipal plans and operations are kept under wraps and the local branches or the citizens not involved in understanding how the projects are selected or discarded. The following analysis of the responses from Type 1 and Type 2 respondents provide interesting insights about how the Jeddah Municipality functions with regards to accountability and transparency.

8.7.1   Accountability of the Municipality and Transparency in operations

For both the accountability of the Municipality and the transparency in operations, both the Type 1 and the Type 2 respondents agreed that the current Municipal organization did well on the two accounts (see Appendices AL and AM).

These findings indicate that both the Type 1 and the Type 2 respondents are satisfied with the current level of accountability shown by Jeddah Municipal organization. However, the actual experience of the researcher shows that there is real lack of accountability and

transparency in all the operations and procedures at the Municipality. The orders are issued from the top, and there is no way that a junior official could give a feedback or voice his opinion. Also, all important decisions like project site selection, project studies and framework development, budget allocations etc. are done at the highest level and the lower branches involved only when the projects have to be started on land and practical and physical work of the project needs to be overseen and controlled. Neither the Municipal branches nor the general citizens are made aware of what the government is planning for what area – they come to know about the plans in a much later stage only. This means that there is low accountability and low transparency at Jeddah Municipality.

However, the Type 1 and the Type 2 respondents have stated that they are satisfied with the current level of transparency and accountability as is shown by their low gap score calculations presented in Table 8.1 This is also contrasted with the findings from the Type 3 respondents who thought that that the current Municipal organization was not accountable (see Figure 7.1). A large gap score calculation of -2.02 (see Table 8.1) shows that the perception of the citizens about the accountability of the Municipality is low. Also, the citizens indicate that they rate the current Municipal organization as very low on transparency (see Figure 7.2).

8.7.2 Summary

The research findings show that the employee respondents are satisfied with the current level of accountability, though the researcher personal experience indicates that the organization is not really transparent or accountable to the citizens. This is found support from the findings of the citizens' survey as well. This could only mean that either the respondents are not aware of what these two terms mean especially in the context of the Municipality work, or that they are aware but they do not want to give an honest opinion. There is therefore a need for educating the employees about the benefits of an accountable and transparent system.

8.8   Equality of Regional Development

According to the both the UN-Habitat and the World Bank, it is of utmost importance that urban development be carried out in a uniform manner so that all the areas of the city

benefit equally from the development (Werna, 1995). A uniform and equitable urban development prevents the city from getting divided into pockets of developed and slum areas and also ensures that the people from all sections of the society are integrated and reap the benefits of the urban development (Narang and Reutersward, 2006). The current research therefore focused on understanding what the employees of Jeddah Municipal organization think about equitable development and how they rate their organization on this account. It was found that both Type 1 and Type 2 respondents felt that their organization was doing good on this account (see Figure 6.30 and 6.31 and Figure 7.3).

However, it is seen from the literature review and from the analysis of the Jeddah Municipality conducted in Chapter 3, that the Municipal operations are not geared towards bringing about an equitable improvement in the urban façade of the city (Alghamdi, 2010). Most of the construction activity is based on the government's assumptions about what will help the economy or what will boost commercial or tourism related activities in the city (Alsharif, 2009). This has resulted in haphazard construction and often led to the building at the cost of natural environment or withy complete disregard for the landscape. For example, incessant building has led to the altering the course of the river and also brought about immense floods and created a wide-scale disaster in Jeddah (Vincent, 2003).

The current research findings are therefore in contrast with what has been researched earlier through actual surveys of the city and through the analysis conducted by other scholars. This dichotomy could only have been the result of the fact that the employees who participated in the interview were not forthcoming with their honest responses in this regard.

The researcher's contention is also supported by the findings from the Type 3 surveys. The citizens show that they do not perceive the Municipality to be doing equitable urban development across all regions of Jeddah (see Figure 7.1). However, the citizen's gap analysis score calculated is relatively low at -1.75 (relatively lesser than their negative gaps on other questions; see Table 8.1)

This finding can be interpreted in two ways. It could mean that the respondents did have high expectations, but they also believed that the organization was able to provide for an equal regional development across Jeddah. Or it could mean that the citizen respondents

did not have high expectations about this aspect and hence, it matters relatively less to them that the Municipality is not delivering high on this variable. A look Figure 7.3 reveals that the latter is the case. As can be seen from the graph, there are a large number of respondents who are not satisfied with the level of equality that the Municipal organization shows in developing the different regions of the city (46 respondents stated that they disagreed and 6 stated that they strongly disagreed with the statement that the Municipality shows equality in developing the different regions). Yet the gap in perception and expectations is relatively lower. This is because a large number of respondents did not place great emphasis on the importance of the requirement of regional equality in development.

8.9   Service Delivery Quality

The service delivery quality is an important aspect of understanding how a given organization is performing on what it sets out to accomplish. The current research employed the SERVQUAL MODEL's service delivery quality attributes of empathy, efficiency, reliability and assurance (Lages & Fernandes, 2005) to assess the performance of Jeddah Municipality and its branches.

8.9.1   Service Delivery Quality: Empathy

It is seen from the research findings that there are considerable differences in the responses of the employees and the citizens. Appendix AY shows that the Type 1 respondents are more than satisfied with the current level of empathy that their organization exhibits. This has resulted in a positive gap score calculation of +2.85 as can be seen in Table 8.1. Next, the Type 2 respondents too appear to be happy with the current level of empathy shown to the citizens, but this group of respondents also wanted the Municipality to improve further on this account, as is reflected in a negative gap score of –0.32. However, this is in sharp contrast to the feelings of the citizens or the Type 3 respondents. As can be seen in Appendix BU, where the majority of the respondents are dissatisfied with the performance if the Municipality on this account. The dissatisfaction of the Type 3 respondents is also shown in the high negative gap of -2.84 (Table 8.1)

This means that either the Jeddah Municipality is not aware of what are the factors involved in empathy and how to provide them, or that it is aware of these factors but lacks the will to inculcate them. In the event of an assessment of service delivery quality, the benchmark

should always be kept as the customer's expectations and not what the officials or the employees think. This finding points out to the fact that the Municipality needs to tune in more into the needs of the citizens and then try to serve them better.

8.9.2   Service Delivery Quality: Efficiency

The research findings for this attribute of service quality also show that the Type 1 respondents are satisfied with the current level of efficiency (see Appendix BB). However, for this attribute, it can be seen from Appendix BD that the Type 2 respondents are not satisfied with the current level of efficiency. This is reflected in the gap score calculation of negative -0.6. This means that there is a considerable difference in the perception of the efficiency by the higher type 1 officials and the municipal branch officials. The findings indicate that there is a need to look into this further and to understand the reason for this. One explanation could be that the top officials of the Type 1 class may not be open to discuss the efficiency of their organization openly as they consider themselves to be the responsible party. On the other hand, the lower branch officials may think that it is not really their responsibility if the organization is not efficient as they are mere workers. This may have made them more open about the situation.

Next, in the case of the citizen's survey, it can be seen that the dissatisfaction with the existing level of efficiency of operations of the Municipal organization is very low (see Appendix BW). This has resulted in a high negative gap score of -2.85.

This finding again shows that there is a considerable difference in the perception of the efficiency by the higher type 1 officials, the municipal branch officials and the citizens. The top officials appear to be more than satisfied with the current state of affairs as far as efficiency is concerned, while the branch officials acknowledge that there is scope of considerable improvement in this aspect. However, what is interesting to note is that the citizens do not think the Municipal organization to be efficient. There is therefore a need for the Municipality to assess the expectations of the citizens and then to make efforts towards scoring high on the customer expectations of efficiency.

8.9.3   Service Delivery Quality: Assurance

The research findings for Type 1 respondents show that they are more than satisfied with the current level of Assurance that the organization portrays (see Appendix BF*)*. However, in the case of Type 2 respondents, there is certain amount of dissatisfaction with the current Assurance levels offered by the organization (see Appendix BH). These findings show that there is difference of opinion between the respondents about the assurance attribute and how their organization delivers it. This may stem from a lack of understanding of this attribute itself and therefore there appears to be a need to educate the employees on service quality.

The most interesting finding is however that obtained from the Type 3 respondents. Here a positive gap score of +0.26 is obtained. This is interesting as in all the other cases, the citizens have shown more openness in expressing dissatisfaction with the current performance of the Municipality on various attributes included in the study. However, the positive gap score should not be interpreted to mean that the customers are satisfied. Instead, when seen in the context of the Appendix BY*,* it shows that the positive gap is largely due to the 'Neutral' response shown by the respondents.

A large number of respondents, 44 stated that they were neutral about their perceptions on the ability of Municipality to deliver service quality attribute of assurance. Also, a relatively larger number of respondents had stated 'neutral' responses for their 'expectations' as well. This 'neutral' answer has acted to lower the perception-expectation gap and even make it positive. Also, as can be seen from the responses on the disagreement part of the chart in Appendix BY, the respondents appear to disagree that the attribute of assurance is an important requirement (10 stated they disagree (Low) and 14 stated that they strongly disagreed (very low) that assurance was desirable). This means that because this attribute was not rated high in the minds of the customers, they did not think it important enough.

This finding is also interesting as when compared to the findings from the Type 2 respondents who showed a gap score of -0.39 (see Table 8.1). This means that the citizens need to be educated on this attribute of assurance. Also, the findings from the Type 1 respondents (see Table 8.1) show a +0.06 gap, which is not because the Type 1 respondents

were ignorant or that they did not think that assurance was important. The positive gap for Type 1 respondents only revealed that they rated their organization as competent on this aspect.

8.9.4 Service Delivery Quality: Responsiveness

The research findings show that even for this attribute, the Type 1 respondents think that their organization is performing well (see Appendix BJ). Also, the Type 2 respondents feel that there is only little scope for improvement (Appendix BL) which resulted in their very small gap score calculation of -0.07 (see Table 8.1).

This is in sharp contrast with the results of the survey of the Type 3 respondents that revealed a large gap of 3.23 (Table 8.1). This means that there is a complete disconnect between what the citizens desire and what the top officials think that they desire.

8.9.5 Service Delivery Quality: Reliability

It can be seen from Figure 7.5 that the citizens are not satisfied with the current level of reliability shown by the Jeddah organization. This finding is again in contrast with the findings from the survey of the Type 2 respondents who showed a smaller gap of 0.32 points on this attribute (see Table 8.1) and Type 1 respondents who stated their satisfaction with the current level of reliability (see Appendix BN).

8.9.6 Summary

The above analysis has revealed a trend in the responses of the Type 1, 2 and 3 respondents. While the Type 1 respondents portray that the organization is reliable, responsive, empathetic and efficient, the Type 2 respondents show that they desire more from their organizations on this attribute. However, the greatest revelation is from the Type 3 respondents who have expressed their intense dissatisfaction with the service delivery quality of the Jeddah Municipal organization. This indicates that there is an urgent need for the organization to do some introspection and make changes to cater for the citizens' views.

9   Conclusions and Recommendations

9.1   Introduction

The chapter presents an overview of the research conducted, before summarising the analysis and conclusions regarding the role of municipalities in the management and development of urban growth and urban cities in Saudi Arabia, using a case study of Jeddah City. This chapter also contains brief clarification of the management applied in cities in Saudi Arabia, through reviewing the historical overview of the Ministry of Municipal and Rural Affairs. It also gives an historical overview of Jeddah and level of services provided to citizens, and the literature and theories for the types of management applied in developed countries, comparing them with the administrative method applied in the system of Government in Saudi Arabia A summary of the methodology used to collect data and information is given, linking outcomes and objectives stated in the first chapter, a review is given and finally recommendations that could be useful for future research.

As described earlier in this analysis, a two-tiered government system has implications both in terms of tax policy and resource allocation. For Jeddah specifically as well as other regions throughout the country, a decentralized system will create a series of checks and balances. A high degree of actionable information will be readily available to the extent that local participation is facilitated in the administrative process. A decentralization of tax policy will limit the impact of the aforementioned problem of the commons, or the inverse of this condition – the government not diverting enough resources to Jeddah. Should the central government in Riyadh make a significant error in terms of tax policy or resource allocation, the effects will be lessened.

Improvements and developments in the administrative work and the services provided for the development of urban areas are required. Central secretariat and municipal sub-citizens and competition among organizations are needed as a basis in the delivery of high quality services and commitment to aspects of the social and economic order to achieve the goals set by the senior management in the Kingdom of Saudi Arabia. To reach satisfactory results, the researcher clarified the basic elements of the search, which consisted of the goals of research, the research questions and the best way to collect information and data from

various sources. Both literature and experiences in developed countries, interviews and documents were analysed using a measurement program that illustrates the perceptions and expectations with surrounding the pros and cons through gaps between the perceptions and expectations.

It was also important to have a clear statement of the organization in how it provides high-quality services and focus on the extent of benefit from the application of the central administration and the methodology of modern management. Also to determine the importance of the relationship between expectations of citizens and officials in improving the status of services and management style with emphasis on the role of perceptions in managing expectations for the development of opportunities for improvement and development. This research has addressed these issues and discussed the problems and ways to reduce defects and drawbacks, which could be reflected in the design and quality of services. Reviewing results of questionnaires and personal interviews, alongside reviewing the literature, documents, publications and reports issued by the organization has enabled the researcher to determine and identity a number of recommendations.

9.2   Overview of the Research

The main objective of this thesis was to assess the effectiveness and impact of the decentralization of administrative systems in urban areas, and the satisfaction of citizens with services. As described earlier in this analysis, a two-tiered government system has implications both in terms of tax policy and resource allocation. For Jeddah specifically as well as other regions throughout the country, a decentralized system will create a series of checks and balances. A high degree of actionable information will be readily available to the extent that local participation is facilitated in the administrative process. A decentralization of tax policy will limit the impact of the aforementioned problem of the commons, or the inverse of this condition – the government not diverting enough resources to Jeddah. Should the central government in Riyadh make a significant error in terms of tax policy or resource allocation, the effects will be lessened.

The advantages of decentralization are manifested both through the findings of the literature review as well as the surveys documented in the results section. Some developing countries which had benefited from the experiences in decentralized method selection rules

in service organizations, for example, as described by (Ajit, 2000). There are several motives for the application of the decentralized approach, including the elimination of corruption and nepotism and political isolation in the central Governments such as is seen in Eastern Europe and the former Soviet Union. When the decentralized administrative system provided an opportunity for citizens to participate in decision-making there were positive results which have helped to improve the performance and development of the service delivery level. This is in line with the aspirations of citizens in cities, an opportunity to participate in the development of strategic plans and participation in decision-making, and by activating municipal councils to represent the people. The application of the decentralized approach is an effective tool for providing services to local communities. As in Uganda, decentralization helped increase efficiency and effectiveness in improving the level of service delivery, and allowed participation of people in decision-making under accountability, transparency and follow-up. This helped in developing the service sector.

In the 1950s, the Kingdom faced many challenges, including lack of financial resources, incomplete structured institutions administrative and financial regulations. This necessitated the State in the early 1970s to perform a comprehensive reform leading to the finalization of the organizational and administrative structure, which enabled the State to implement various policies in the areas of. At the beginning of the 2000s, a new phase of large internal and external challenges occurred such as steady population growth creating a large challenge in providing services with limited financial resources. Interaction with external international organizations such as the WHO, led to new economic policies such as the activation of the Supreme Petroleum Council, the Supreme Economic Council. To ensure the success of this policy and interaction with internal and external challenges of the empowerment of the Government sector and the private sector to provide exclusive services for beneficiaries, the current trend to adopt a draft comprehensive regulation of the organs and institutions of the State. If the management reform efforts in 1972 contributed to the development of many foundations for building State institutions and regulations necessary, evidenced through efforts to develop the administrative status quo which aims to update the regulations to keep pace with modern developments, and building an administrative organ interacts with services of quality to beneficiaries.

Saudi cities have seen rapid growth in all respects - economically, socially, physically, residentially and administratively. This rapid growth was supported by the expansion of public services and utilities in general infrastructure of all Saudi cities. Though many researchers identified the need to develop solutions to the problems and issues arising from this development and rapid growth there are many problems that are raised to the Supreme command. This prompted officials in senior leadership in Saudi Arabia to issue several resolutions demanding administrative reform and elimination of certain techniques in dealing with citizens and striving to meet their needs. Among these reforms was to establish municipal councils to represent people in municipalities and participation in decision-making.

The Saudi Government has implemented an integrated national project (project management for government agencies). The project aims to perform administrative restructuring of State enterprises, develop and modernize the State apparatus, seeking efficiency and effectiveness in the performance of government bodies, development of financial laws and regulations, and raise the level of oversight bodies and management accountability, and field studies for the project through the specialized technical task forces, involving the Ministry of Civil Service, the Ministry of Finance, and the Institute of Public Administration.

Local development has become an important part of the overall national development processes. Indeed, the local administration in Saudi Arabia played an influential role in local development. In systems of local governance and local governance, and this trend is not only a natural consequence of several variables have occurred in the world in the twentieth century, especially in the second half of this century.

Believing in the importance of management development and training the State has sought to boost the importance of the development of management, organizational structures, and examine procedures and streamlining, through workforce development and opportunity scholarships, training and creating the appropriate environment for their work, and providing means of action which will enable employees of achievement of the highest levels in quantitative and qualitative terms. This is an indication of the sincerity of the responding in their answer to questions search there are many problems and issues facing services and

needs. There is an urgent desire of the vast majority of the population in the harmonious application of the decentralized management approaches and the basic principles of the new administration, according to Saudi policy.

Society's view and assessment of the services provided by service organizations (municipalities) vary from society to another, and depends on the economic possibilities of the State. For example, the Saudi State is rich and can finance almost any project for the benefit of the people. It is by answering the questionnaire we found a lot of the agreement of dissatisfication with the method of dealing with administrative requirements, and this of course is reflected back to a negative society and helps to exacerbate the problems and issues.

9.3 Research Summary

The aim of this thesis was to assess the effectiveness and impact of the decentralization of the administrative system in service organizations (Jeddah Municipality and municipal branches), in urban areas, and the interaction and satisfaction of citizens with services. Organizational structure and interaction in solving problems arising from administrative acts are not calculated in the administrative system, moreover national participation in decision making and thus contributing through municipal councils has often been ignored. The researcher conducted the necessary analysis of data and information using the Servqual Model to highlight these differences and gaps in the need to apply the basic principles of good governance, access to solutions and answers to research questions, including the opportunity to assume responsibility of the private sector and citizens with official bodies in promoting the growth of urban management investment in infrastructure for the city of Jeddah. Questionnaires were distributed to sample research community and direct interviews with some officials in Jeddah municipality. Analysis of answers to the responsibly the respondents, whose number stood at 295 from 500 identified and in addition, 65 interviews directly were conducted. Most of the answers were confined to the major challenges regarding the Jeddah municipality such as transactions directly with the public, personal relationships between staff, administrative transactions between departments of SOA through the central management method applied in decision-making procedures, no value judgements were made, oversight in the absence of the basic principles of the new administration, weak technical personnel and lack of experience in management and

addressing problems relating to the needs of the public, and the absence of national participation in decision-making. From the analysis of the answers, it emerged that there was a necessity for a conceptual framework for rapid application of the basic principles of the new administration, and activating the role of decentralization by guidance from the senior leadership of the Government of the Kingdom of Western Saudi Arabia to the municipalities of the subsidiary of cities and municipal branches to operate more efficiently and effectively.

All references included were highly relevant; contributing valid insights to the process, but it is also necessary to provide additional impressions concerning the value of the SERVQUAL model. It is essentially a quality indicator that depends upon responses in order to gauge the effectiveness of customer service, in essence. It has the potential to be an effective system to the extent that reporting can be trusted. Within an organization, if secondary political concerns are important to the respondents, then voluntary systems of reporting will be compromised; any system such as SERVQUAL will be only effective to the extent that respondents believe they can be honest.   In this instance, being a member of the organization in question is a point in favour of the choice to implement a system like this, as an insider would be able to assess whether the organization in question restricts the ability of respondents to answer truthfully. The surveys give reason to support a new process of implementing and evaluating reformed administrative models for use in a growing, vibrant Kingdom.

9.4   Research Findings

The most pressing issue by the Jeddah municipality clients and for municipalities is to request services and utilities. This was evident through direct interviews with officials, staff and citizens, in addition through questionnaires distributed to categories of the sample research community. The results indicated dissatisfaction of the vast majority of the current status of the administrative method applied in the management system in Jeddah municipality and the municipalities. This negative perception and influence came through the centralized administrative system in Saudi Arabia, which has led to the creation of many of the problems and issues relating to urban growth and the necessary role for urban management, providing municipal services in an unsatisfactory manner among the citizens.

This is consistent with previous research results carried out on governance in SOA organizations and for example Jeddah municipality, and forcing people to upgrade to the higher authorities to improve the status quo, participate in decision-making, work with full transparency and activating the role of accountability and follow-up. Governance decentralization in administrative system can be seen effectively and efficiently, and this is proven by the results of the research questions and direct interviews with some of the leading officials in Jeddah municipality and the municipalities. Despite some reservation of decentralization, owing to lack of appropriate environment and skilled, technical personnel to apply the basic principles of the new administration. Such also creates widespread corruption and informal bribes. On the other hand, the vast majority of the respondents believe that the decentralized management style contributes significantly in eliminating corruption and bribes. The method of decentralization contributes to eliminating bureaucracy and to promote efficiency and effectiveness in service delivery. The vast majority of the responding agree with Marissa, (2007), as evidence of some results that are accessed through analysis, when it was explained that the decentralization is the appropriate approach to community interaction in free access to provide needs and freedom of decision. It gives citizens the ability to be free and transparent about their needs, and help them make appropriate decisions without interference or influence from this central government. Researcher finds that the leaders in the central government want to give attention to the wishes of the citizens and work to meet and support their needs, which reflect positively on the community economically, socially and politically. A greater degree of input and involvement from the citizens in the process of government has the potential to enhance the interests of both, if influence from the central government is expressed judiciously.

9.5   Research Recommendations

Many of the challenges facing the Jeddah Municipality and its municipal branches, are city management and service delivery in a flexible and transparent manner in urban areas, under increasing population in the slums which are unplanned and not serviced by public services and utilities. Some services and facilities are unused, owned by some private sector and business investors in the land speculation and used as a commodity for profit, (Al-Hathloul, 1998). In addition to the training of manpower, skills and abilities, this will be

reflected on balanced urban development and the development of the administrative system and the socio-economic and which are of concern to the Government of Saudi Arabia. Development and improvement of the environment process is one of the most important issues and problems that direct service organizations of government regulations that provide public services and utilities to citizens, with high quality and efficiency and effectiveness through professional commitment towards society and honorary achievement needs and requirements. For the successful achievement of the objectives of the organization, it must understand the requirements and needs of the contemporary city, the application of the appropriate rules of application of administrative decentralization, curriculum, identifying shortcomings, gaps and gaps between expectations and perceptions between officials and customers, and solutions and treatments needed to address issues and problems by focusing on findings from the literature and questionnaires and interviews directly through the five stages of a quality public service delivery.

Through the analysis of the results presented in this thesis the following recommendations are made that could be useful for future research:

First: Through the challenges facing the civilized cities and through the results of the analysis of research questions, there is the need to develop long-term strategic plans and a clear vision for the balanced development of cities. To pursue urbanization and provision of public services and utilities it is necessary for this expansion to amount to expected developmental aspirations and a new style of development is concerned with the development and strengthening of local administrations with powers and independence necessary to meet the needs of the population and work to restore the planning and provision of services in populated areas. Giving full powers to local authorities and subject to follow-up, monitoring and accountability, they will enjoy autonomy in administrative and financial decentralization.

Second: To strengthen local administrations by organs of the State there is a need to re-examine the development and improvement of the current organizational structure of the municipalities of the cities in accordance with criteria that help to improve the work inside and outside the organization thereby improving performance A general framework which demonstrates a link between departments and job descriptions for each department,

allowing them to deal with problems and issues through the job description for each Department and Division which is consistent with appropriate regulatory foundations with the nature of the Organization and its work, to describe problems and optimization method of treatment and prevention. Furthermore, considering the cancellation of some departments and create other regulatory standards adopted for the development of the organizational structure without creating problems and administrative chaos in the organization.

Third: The application of fundamental principles in the new administration benefitting from the experiences of others in resolving many problems and issues is required. Activating the role of the municipalities to participate in decisions that contribute to service and meet the needs of citizens, and help government agencies in developing and improving the performance of the work inside and outside the organization. Half of the members of municipal councils are elected by the citizens they represent citizens in each city from the cities of Saudi Arabia, and the other half of the members are appointed by the Government.

Fourth: Give the municipal branches of Jeddah municipality all necessary powers to serve the region specified for each subsidiary municipality, so all have the necessary authority in providing municipal services, for example: issuance of construction permits, responsibility for cleaning, overseeing the work of the contractor maintenance teams for the maintenance and restoration of paved streets, sidewalks and responding quickly to complaints of necessary maintenance requirements. The opportunity to set up a Joint Committee between municipal officials and citizens and the private sector to discuss the needs and limits of each municipality and to the main Jeddah municipality to be taken into account in development plans and create competition between all 13 municipal branches to promote urban development and the urban area within the municipality.

In conclusion, the central research question: *What are the primary challenges and effects of municipal decentralization within the specific context of Saudi Arabia?* This has been delineated further into social dimensions which can be summarized during the process of achieving an answer to the core question. In terms of the effects of decentralization on poverty, there are several factors to consider: An involved government is indispensable with

respect to functions that cannot be executed effectively on a local level, such as national defence or the organization of a highway system.

But relying solely on a distant, centralized government has always led to vulnerabilities as well. At an administrative level, it is exceedingly difficult for a distant bureaucrat to cultivate an intimate understanding of the full economic needs of myriad small districts. There comes a time where delegation is essential. With respect to poverty, effective coordination is needed between local districts and the central power for a two reasons. To prevent the government from exerting too punitive a tax burden on an already impoverished region, and to permit useful communication between the State and districts like Jeddah so that relief for poverty can be effective. So with respect to the central question of the challenges and implications of decentralization on poverty; it is an issue of communication in the interest of efficiency towards the alleviation of indigence to the extent that government relief efforts allow. Even without relief efforts, decentralization allows a faster reaction time concerning measures taken at the local level to create jobs, or relieve the consequences of material privation.

As stated previously, most other issues raised concerning immediate problems faced by the population on a local level are tangentially associated with poverty. Poor education is both a cause and a symptom of poverty, for instance. Education requires national resources if it is to be conducted on a national level and national standards are also necessary to gain data on the extent to which the programs are effective. Decentralization has the advantages of responsiveness. If broad educational objectives are being met, allowing local control permits effective reactions in case of an immediate problem faced by local students. This underscores the principal issue at hand. The ability to react to changing circumstances and immediate needs quickly, and effectively. The research indicates throughout that significant advantages in terms of curbing corruption as well as enhancing the use of allocated resources can be achieved; and further research could focus on those areas more specifically. The ultimate advantage of decentralization can be reduced to these elements. Policies aimed at municipal reform in Jeddah attempt exactly that.

9.6   Future Research Recommendations

An obvious future research recommendation would be to monitor and measure improvements in the management structure in Jeddah through time. This could be achieved by surveying both the staff of the municipality and citizens of the city at regular intervals or at times immediately after a significant change have taken place. In addition, it would also be useful to determine whether the approach used here is readily transferable to other cities in Saudi Arabia and perhaps even to a different country that has a similar political regime.

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11 Appendices

Appendix A. Principles, Objectives and Practical Measures for Good Governance in Urban Development (Global Campaign on Urban Governance, 2007)

Principles	Objectives	Practical Measures
Sustainability	Balanced social, economic and environmental priorities	• Undertaking consultations with stakeholders within communities to agree on a broad-based, mission statement and long-term strategic vision for the city, using tools such as city development strategies; • Integrating urban poverty reduction strategies into local development planning; • Increase green cover and preserve historical and cultural heritage.
	Stakeholder Involvement	• Engaging in consultative processes such as environmental planning and management (EPM) or Local Agenda 21s, that are geared to reach agreement on acceptable levels of resource use, applying the precautionary principle in situations where human activity may adversely affect the well-being of present and/or future generations; • Ensuring financial viability by promoting economic activity through the participation of all citizens in the economic life of the city; • Promote the transfer of appropriate technologies.
Subsidiarity	Local Autonomy and accountability	• In consultation with local authorities, develop clear constitutional frameworks for assigning and delegating responsibilities and commensurate powers and resources from the national to the city level and/or from the city level to the neighbourhood level; • Adopt local legislation to translate constitutional amendments in support of subsidiarity into practical means to empower civil society to participate effectively in city affairs and which promote responsiveness of local authorities to their communities; • Creating transparent and predictable intergovernmental fiscal transfers and central government support for the development of administrative, technical and managerial capacities at the city level; • Protecting financially weaker local authorities through systems of vertical and horizontal financial equalization agreed to in full consultation with local authorities and all stakeholders; • Promote decentralized cooperation and peer-to-peer learning.
Equity	Resource allocation	• Establishing equitable principles for prioritizing infrastructure development and pricing urban services; • Establishing investment incentives for targeted sectors and geographic areas; • Removing unnecessary barriers to secure tenure and to the supply of finance; • Creating fair and predictable regulatory frameworks.
	Empowerment	• Ensuring that women and men have equal access to decision-making processes, resources and basic services and that this access is measured through gender disaggregated data; • Establish quotas for women representatives in local authorities and encourage their promotion to higher management positions within municipalities; • Ensure bye-laws and economic development policies support the informal sector; • Promote equal inheritance rights for land and property.

Principles	Objectives	Practical Measures
Efficiency	Management and service delivery	• Encourage municipal departments to find innovative means of delivering public goods and services through management contracts; • Promote integrated, inter-sectoral planning and management; • Removing unnecessary barriers to secure tenure and to the supply of finance; • Developing and implementing fair and predictable legal and regulatory frameworks that encourage commerce and investment, minimize transaction costs and legitimize the informal sector; • Adopting clear objectives and targets for the provision of public services, which maximise the contributions all sectors of society can make to urban economic development; encourage volunteerism.
	Efficient investment in infrastructure	• Delivery and regulation of public services through partnerships with the private and civil society sectors; • Promote equitable user-pay principles for municipal services and infrastructure; • Promote integrated, inter-sectoral planning and management; • Improving the effectiveness and efficiency of local revenue collection.
Transparency and Accountability	Transparent and accountable decision-making processes	• Regular, organized and open consultations of citizens on city financial matters and other important issues, through such mechanisms as the participatory budget; transparent tendering and procurement procedures and the use of integrity pacts and monitoring mechanisms in the process; internal independent audit capacity and annual external audit reports that are publicly disseminated and debated; • Creating public feedback mechanisms such as an ombudsman, hotlines, complaint offices and procedures, citizen report cards and procedures for public petitioning and/or public interest litigation.
	Access to information	• Promoting the public's right of access to city information; • Providing access to city information to create a level playing field for potential investors.
	High standards of ethics and professional conduct	• Regular, independently executed programmes to test public officials integrity response; • Removing administrative and procedural incentives for corruption, including simplifying local taxation systems and the reduction of administrative discretion in permit processing; • Promoting an ethic of service to the public among officials while putting into place adequate remuneration for public servants; • Establishing codes of conduct and provision for regular disclosure of assets of public officials and elected representatives; • Developing practically enforceable standards of accountability and service delivery, such as ISO, that will transcend the terms of public office holders.
Civic Engagement and Citizenship	Leadership for public participation and stakeholder involvement and responsibility	• Making use of mechanisms such as public hearings and surveys, town hall meetings, citizen's forums, city consultations and participatory strategy development, including issue-specific working groups; • Undertaking city referenda concerning important urban development options.
	Building democratic culture	• Promoting strong local democracies through free and fair municipal elections and participatory decision-making processes; • Promoting an ethic of civic responsibility among citizens through such mechanisms as "City Watch" groups.
	Enablement	• Enabling the equal contribution of men and women and the full participation of citizenry in civic life; • Establishing the legal authority for civil society to participate effectively through such mechanisms as development councils and neighbourhood advisory committees.
Security	Environmental management	• Implementing environmental planning and management methodologies based on stakeholder involvement.

Principles	Objectives	Practical Measures
	Disaster preparedness	• Raising awareness about the risk of disasters and formulating local emergency management plans, based on reduction of risk, readiness, response and recovery, for natural and human-made disasters and, where necessary, relocating residents of disaster-prone areas; • Integrating emergency management among municipal departments and with national plans.
	Personal safety, crime control and prevention	• *Creating a culture of peace and encouraging tolerance of diversity, through public awareness campaigns;* • Creating safety and security through consultative processes based on rule of law, solidarity and prevention, and supporting appropriate indigenous institutions that promote security; • Address the specific needs of vulnerable groups such as women and youth through women's safety audits and youth training programmes; • Developing metropolitan-wide systems of policing as a means of realizing more inclusive cities; • Resisting all forms of abuse against the person, especially abuse against women, children and the family.
	Security of tenure and livelihoods	• Promoting security of tenure, recognizing a variety of forms of legal tenure and providing counseling and mediation for people at risk of forced evictions; • *Promoting security of livelihoods, particularly for the urban poor, through appropriate legislation and access to employment, credit, education and training.*

Source: Global Campaign on Urban Governance, 2007

Appendix B. Satellite Photograph of the City of Jeddah

The City of Jeddah Satellite photo

Appendix B. Satellite Photograph of the City of Jeddah
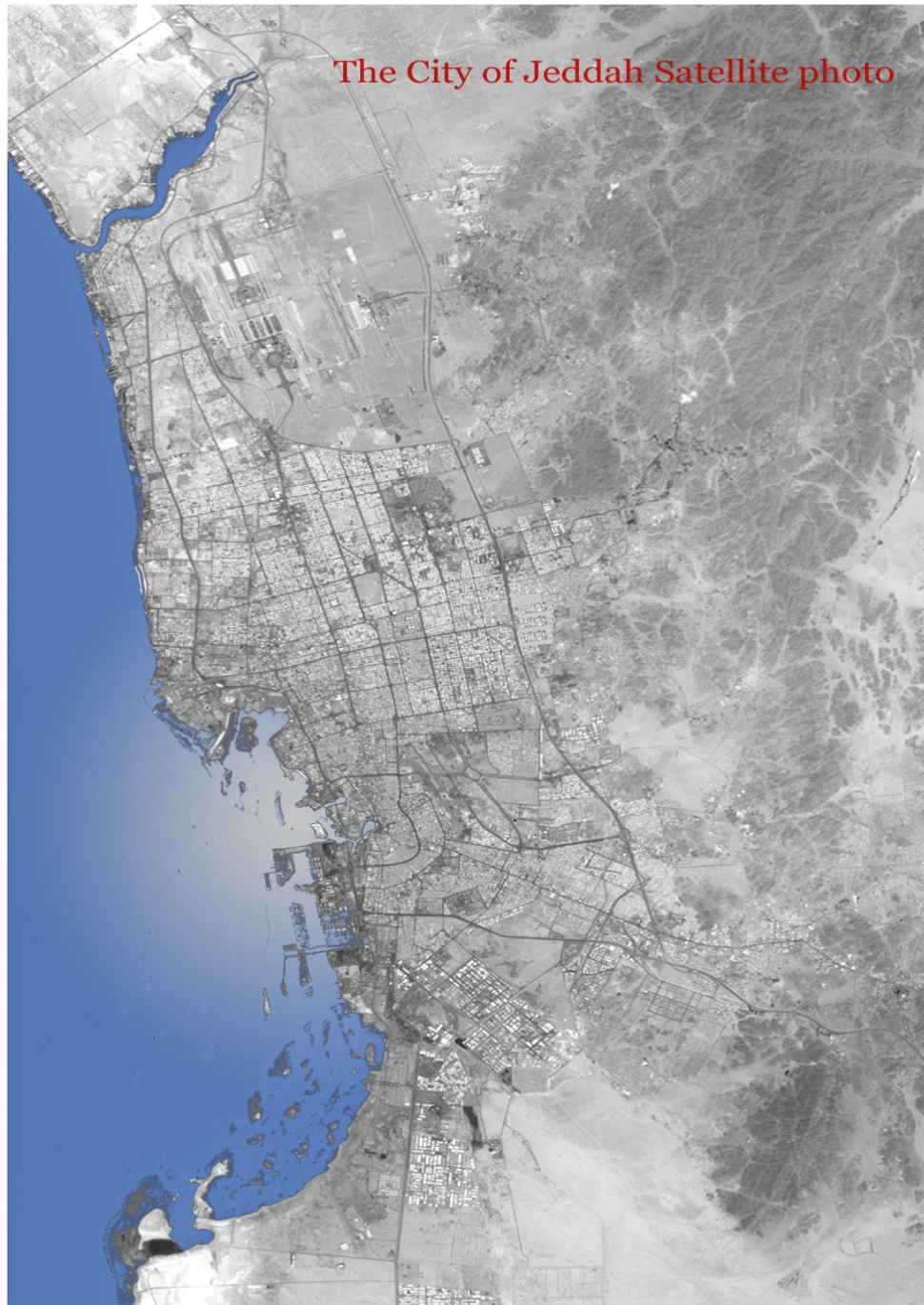
Appendix C. Jeddah's 1st Master Plan Prepared by Makhloof (1960)

LAND USE

RESIDENITAL/EXISTING
RESIDENITAL/FUTURE
RECREATIONAL
SPORT
AIRPORT
FARMS
PUBLIC UTILITIES
FACTORIES
HEAVY INDUSTRIAL
LIGH INDUSTRIAL
INDSTRIAL/ FUTURE
UNIVERSTY CAMUS
PUBLIC SERVICES
SEWAGE
TREATMENT

Out of Scale

r. MAKHLOF
Master Plan

JEDDAH'MASTER PLAN

Source : Al-Somait
Master Plan 1987
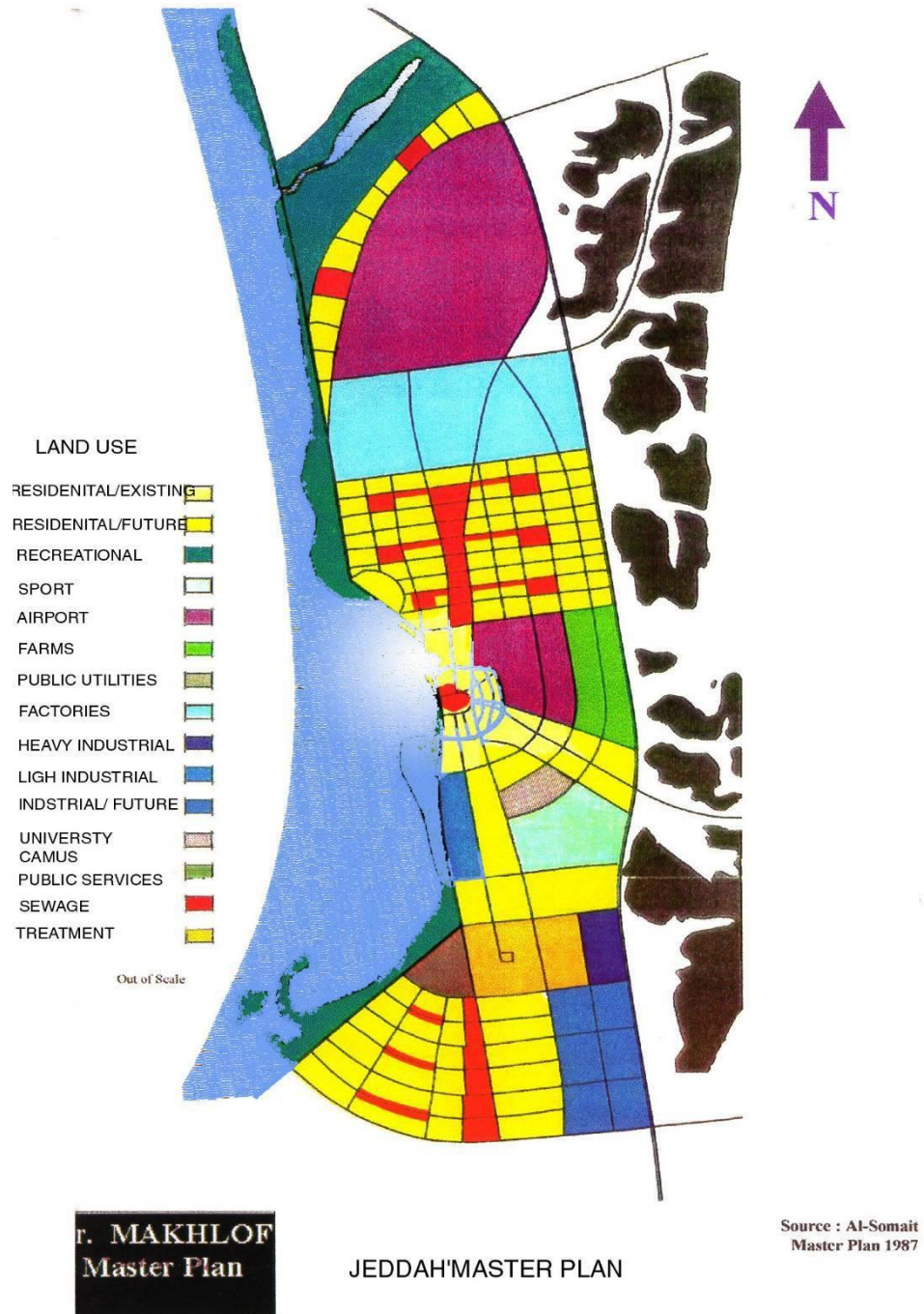
Appendix D. Jeddah's Master Plan Prepared by Robert Mathew (1973)

Legend:
- EXISTING URBAN LIMITS
- CIVIL SERVICE&GOVERNMENT
- COMMERCIAL CENTERS
- OFFICE
- INDUSTARY
- HEALTH
- HOUSING
- HOUSING
- RECREATIONAL/OPEN AREAS
- ROADS
- ROADS
- HIGHWAYS
- UNIVERSITY
- EDUCATION
- PILGRIM CENTERS
- AGRICULTURE
- SPECIAL GOVERNMENT ZONES
- AIRPORTS

N

Out of Scale

Source : Al-Somait
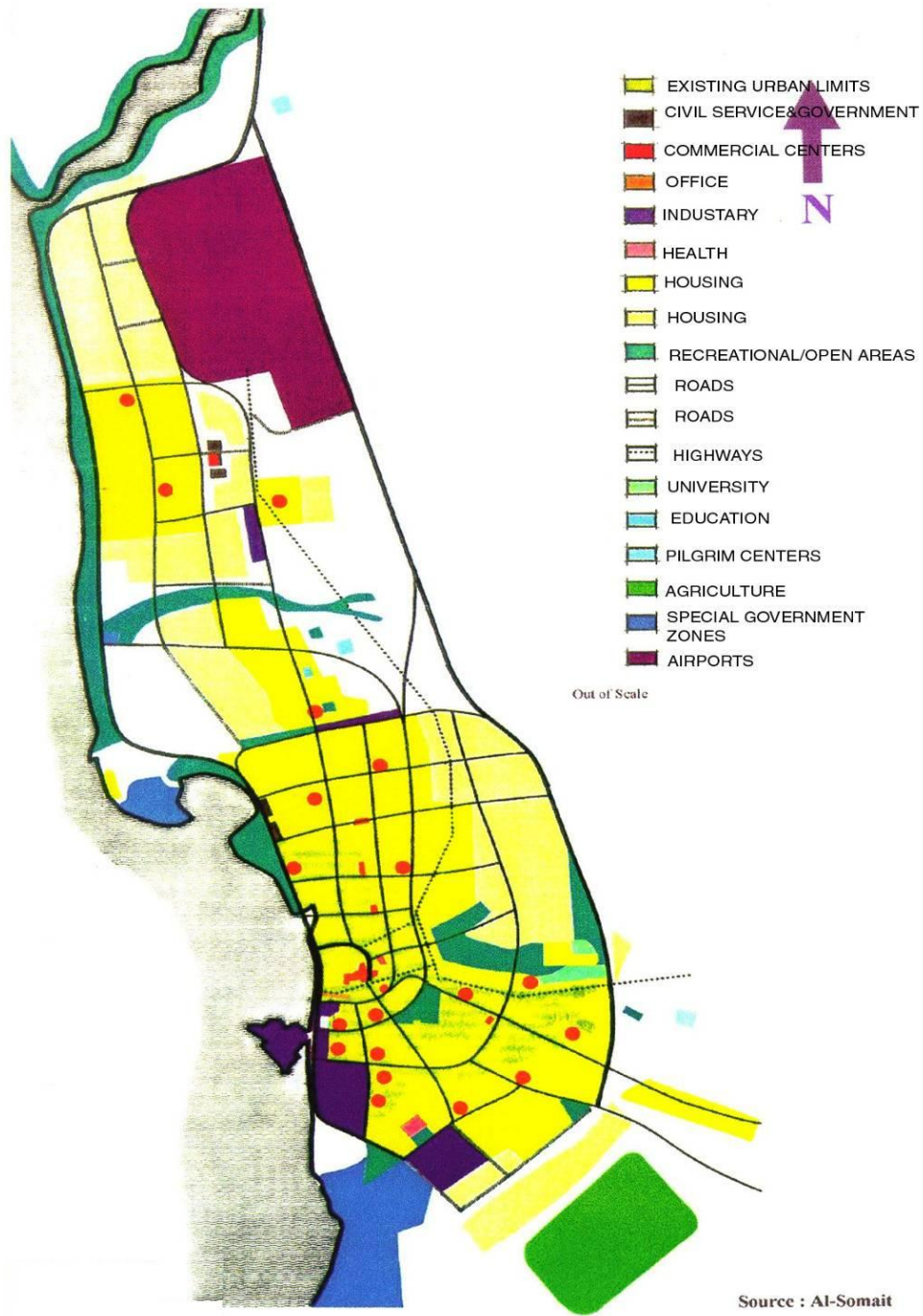
JEDDAH'S MASTER PLAN
(ROPERT MATHEW 1973)

Appendix E. Jeddah's Master Plan Prepared by Sert Jackson (1987)
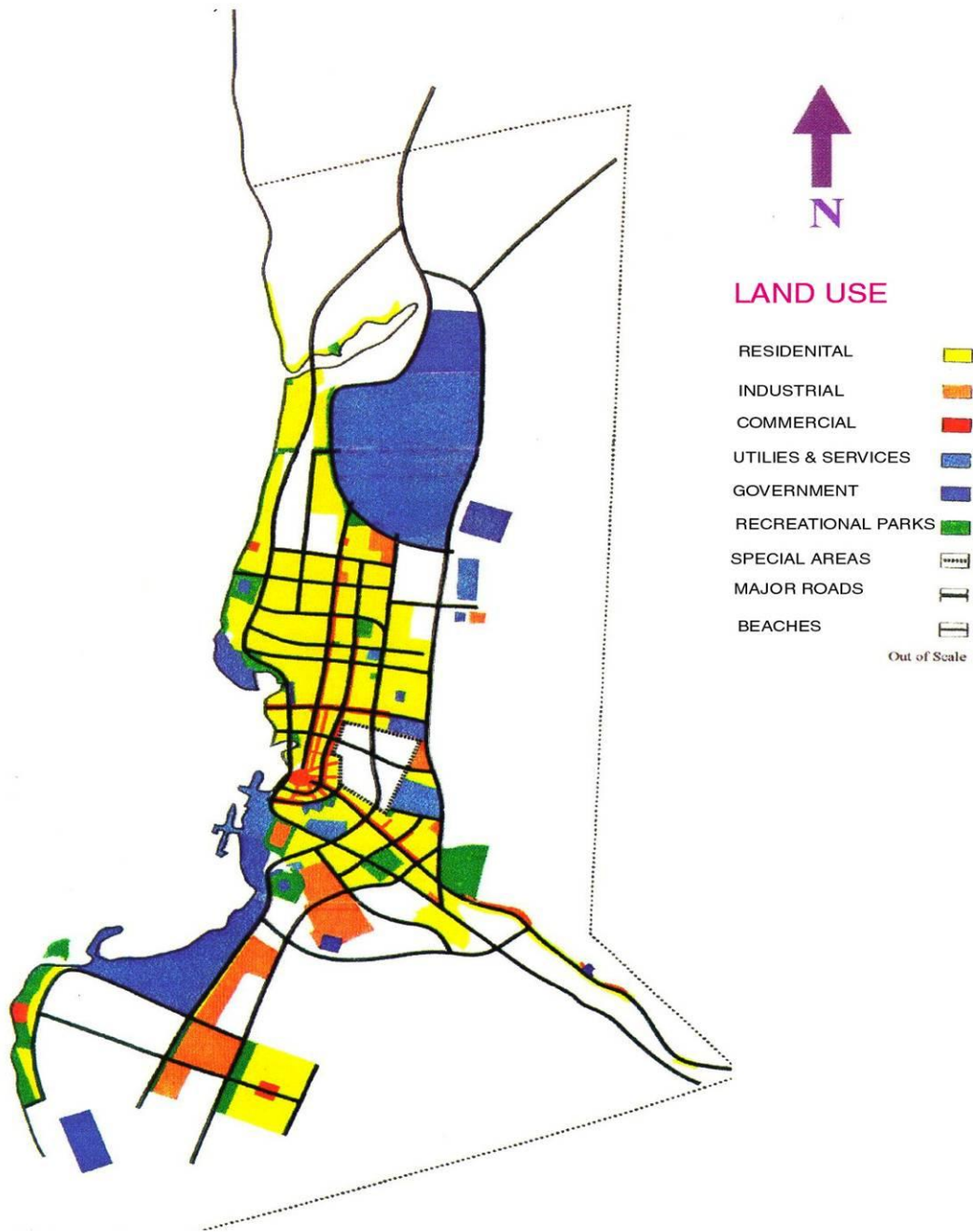
SERT JAKSON MASTER PLAN   1987

Appendix F. Jeddah's Master Plan Prepared by Somait (1990)

RESIDENTIAL

COMMERCIAL/ INSTITUTIONAL

INDUSTRIAL

GOVERNMENT

RECREATIONAL

AGRICULTURAL

Out of Scale

L-SOMAIT
STER PLAN

161
المخطط العام لمدينة جدة ١٤٠٥ه (الصميت)

Source : Al-Somait
Master Plan 1987
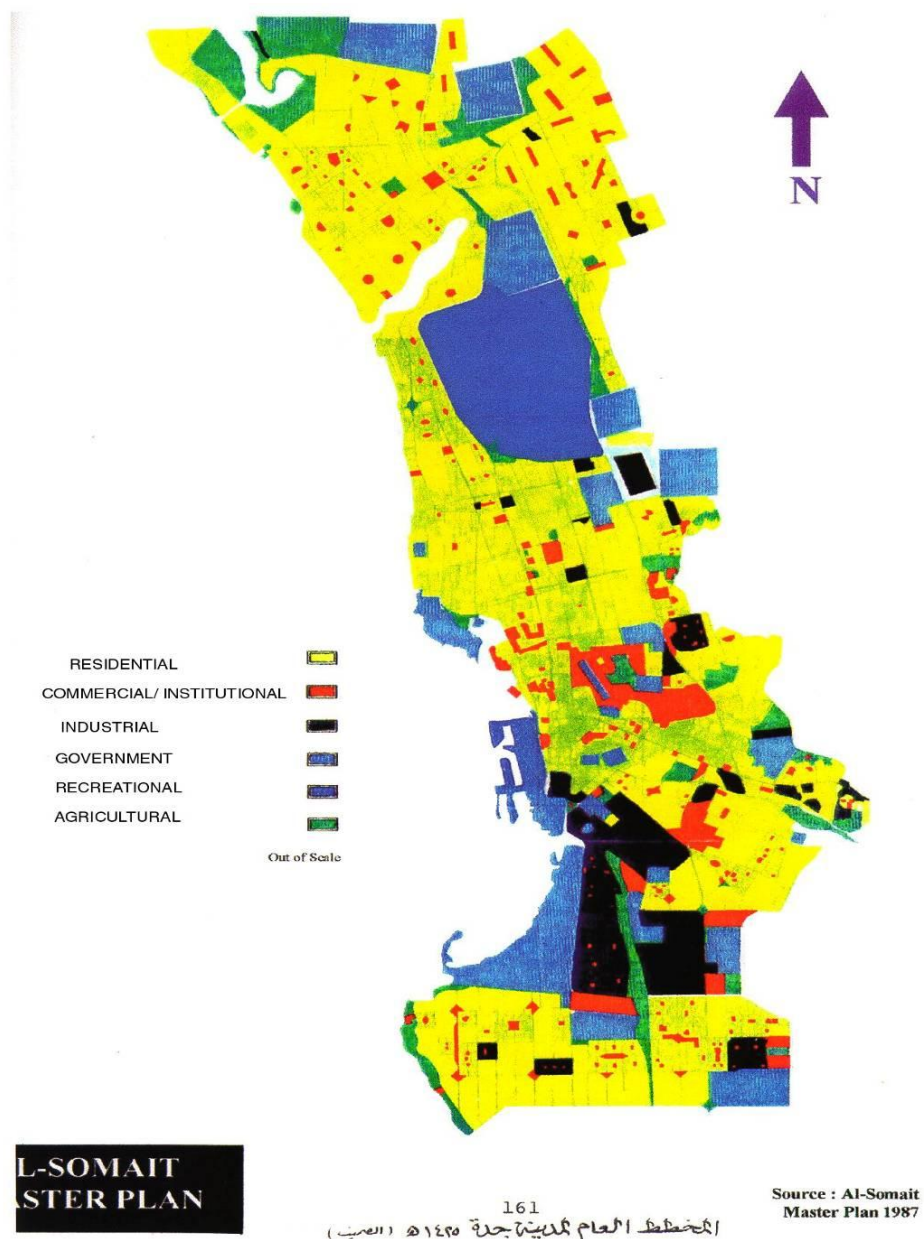
JEDDAH'S MASTER PLAN   AL SOMAIT

Appendix G. New Organization structure of Jeddah Municipality 2011-2012
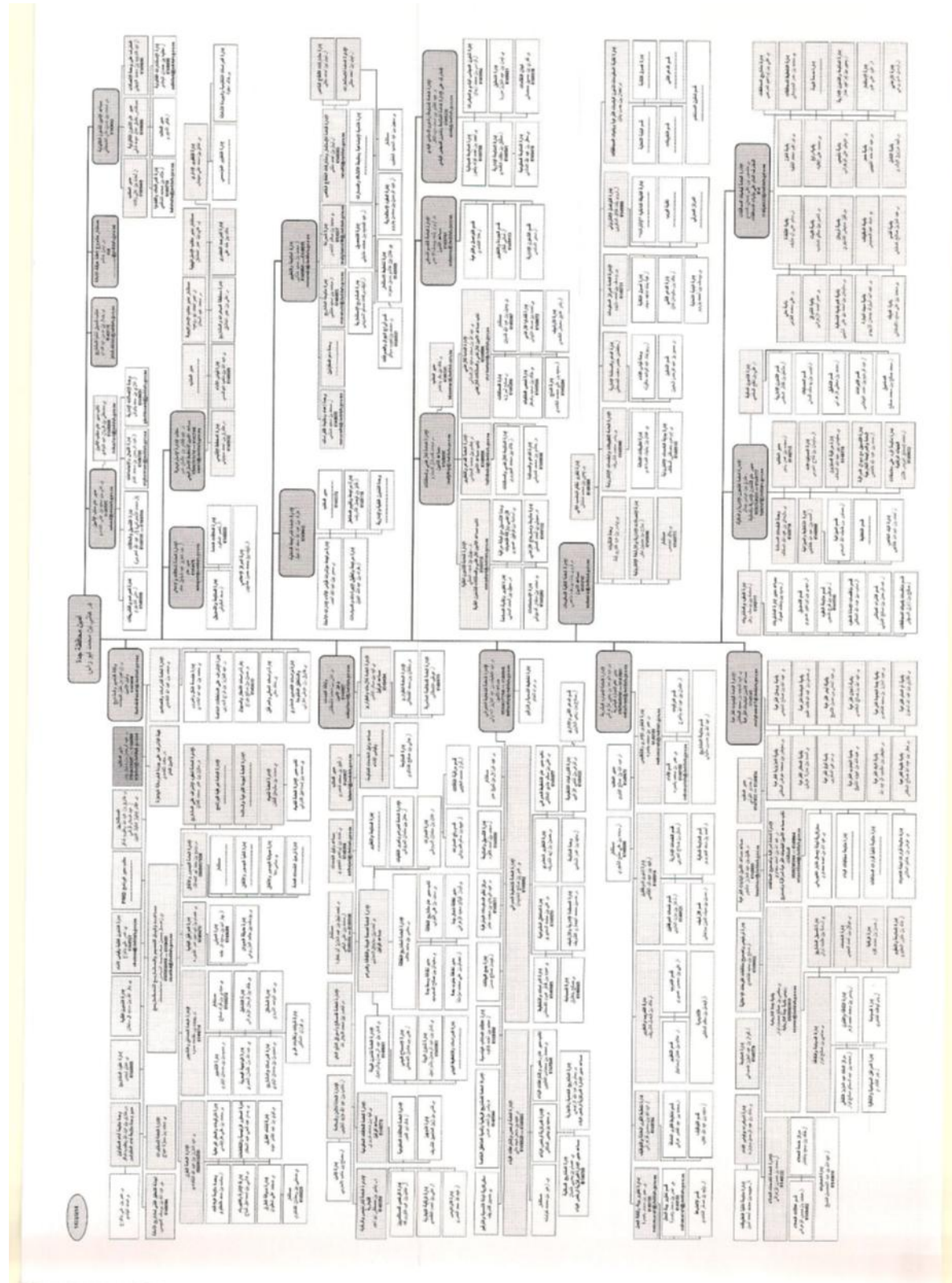
Appendix H. Questionnaires

Type 1 and Type 2 Respondents Questionnaire

The research questionnaires are therefore geared to assess the respondents 'expectations from the Jeddah municipality and their perception about the actual conditions as they exist.

The questionnaire for the type 1 respondents or **deputy mayors, department directors and general managers and the type 2 managers or the mayors and other employees of he branches is presented below:**

A. **Questions Pertaining to the Participation of stakeholders**

1. *Participation for Balanced and holistic development*
   a. Do you think that there is a need for urban development and management to take into account the needs of the citizens, businesses, and also the environmental issues while making their strategic plans?

      Strongly Agree   Agree   Neutral   Disagree Strongly Disagree

   b. Do you think that the existing system of Jeddah Municipality and its branches is able to provide a holistic development that considers the environment, the society and the community?

      Strongly Agree   Agree   Neutral   Disagree Strongly Disagree

2. *Participation from external agencies*
   a. Do you think that participation in terms of feedback and tactical inputs from other agencies like the Development and Projects Agency and the Services Agency etc. is essential for providing better urban amenities to the people?

   b. Do you think that the Jeddah Municipality and its branches is able to do so?

3. *Participation from Citizens*
   a. Do you think that it is important to understand the needs of the citizens before planning and hence to encourage them to interact more with the local Municipal branches?
   b. Do you think that the existing system provides such a mechanism through which the citizens can express themselves and seek support?

4. *Participation of the local branches*
   a. Do you think that it is important that the local branches should participate in the decision making process related to their jurisdictions?

b. Does the current system empower the local branches to participate in the decision making process related to their jurisdictions?

B. Questions Pertaining to the Autonomy of the Local Municipal Branches

1. Autonomy to assess the local needs of development:

a. What is existing level of autonomy that the municipal branches have in the strategic survey process (identification of strengths, weaknesses, opportunities and threats) in order to identify the issues and problems of planning and administration of the developmental growth within their boundaries ?

Vey High   High   Medium   Low   Vey Low

b. What should be the level of autonomy that the municipal branches have in the strategic survey process (identification of strengths, weaknesses, opportunities and threats) in order to identify the issues and problems of planning and administration of the developmental growth within their boundaries ?

Vey High   High   Medium   Low   Vey Low

2. Autonomy for Strategic Planning
   a. How much autonomy do the local municipal branches currently have in developing strategies used in dealing with the issues and problems of planning and administration of the developmental growth within its boundaries?

   Vey High   High   Medium   Low   Vey Low

   b. How much autonomy do the local municipal branches should have in developing strategies used in dealing with the issues and problems of planning and administration of the developmental growth within its boundaries?
   Vey High   High   Medium   Low   Vey Low

3. Autonomy for Goal Setting
   a. How much autonomy do the municipal branch currently have in drawing the objectives and identifying the ends that are to be attained in order to deal properly with the issues and problems of planning and administration of the developmental growth within their boundaries?
   Vey High   High   Medium   Low   Vey Low

   b. How much autonomy do the municipal branch should have in drawing the objectives and identifying the ends that are to be attained in order to deal

properly with the issues and problems of planning and administration of the developmental growth within their boundaries?

Vey High   High   Medium   Low   Vey Low

4. *Autonomy for Tactical Planning and Execution*

   a. How much autonomy do the municipal branches currently have in developing programs and mechanisms of execution of strategies used in dealing with the issues and problems of planning and administration of the developmental growth within its boundaries?

   Vey High   High   Medium   Low   Vey Low

   b. How much autonomy do the municipal branches should have in developing programs and mechanisms of execution of strategies used in dealing with the issues and problems of planning and administration of the developmental growth within its boundaries?

   Vey High   High   Medium   Low   Vey Low

C. **Questions Pertaining to the Adequacy of the Organizational Structure of the Jeddah Municipality and its Branches :**

   1. *To improve communication and flow of information*

      a. What is the existing degree of adequacy of the organizational structure to facilitate free flow of information and communication between the branches and with the main Jeddah Municipality?

      Vey High   High   Medium   Low   Vey Low

      b. What is the desirable degree of adequacy of the organizational structure to facilitate free flow of information and communication between the branches and with the main Jeddah Municipality?

      Vey High   High   Medium   Low   Vey Low

   1. *To develop coordination*

      a. What is the existing degree of adequacy of the organizational structure to facilitate coordination both at the official and the non official level between the Jeddah Municipality and the branches and between the branches?

      Vey High   High   Medium   Low   Vey Low

      b. What is the desired degree of adequacy of the organizational structure to facilitate coordination both at the official and the non official level between the Jeddah Municipality and the branches and between the branches?

Vey High   High   Medium   Low   Vey Low

2. To Facilitate Feedback and Information Gathering
   a. What is the existing degree of adequacy of the organizational structure of the Jeddah main municipality and the municipal branches to generate targeted inputs from the citizens on their needs and requirements?

Vey High   High   Medium   Low   Vey Low

   b. What is the desired degree of adequacy of the organizational structure of the Jeddah main municipality and the municipal branches to generate targeted inputs from the citizens on their needs and requirements?

Vey High   High   Medium   Low   Vey Low

D. Questions Pertaining to the Adequacy of Resource Allocation system of the Jeddah Municipality and its Branches

   1. Budgets allotment based on realistic need assessment
      a. What is your assessment of the current resource and budget allocation process - is it based on sound principals of urban management?

Strongly Agree Agree   Neutral   Disagree Strongly Disagree

      b. What do you expect from the resource and budget allocation process – should it be based on need assessment from the ground level?

Strongly Agree Agree   Neutral   Disagree Strongly Disagree

E. Questions Pertaining to the Accountability of agencies involved

1. Accountability of the Municipality

   a. Do you think that the Jeddah Municipality is accountable to the citizens?
   Strongly Agree   Agree Neutral Disagree Strongly Disagree

   b. Do you think it should be accountable to the people

   Strongly Agree   Agree Neutral Disagree Strongly Disagree

2. Transparency in operations

   a. Do you think that the development plans, budget allocations and implementation policies should be developed in a transparent manner?

   Strongly Agree   Agree Neutral Disagree Strongly Disagree

b. Do you think that the development of plans, budget allocations and implementation policies are developed in a transparent manner in the current system?

Strongly Agree   Agree   Neutral   Disagree Strongly Disagree

F. Questions Pertaining to the Equality of regional development

a. Do you think it is essential that the Municipal set up allows for an equitable and need based development of all the regions of Jeddah?

Strongly Agree   Agree   Neutral   Disagree Strongly Disagree

b. Do you think that the current Municipal set up allows for an equitable and need based development of all the regions of Jeddah?

Strongly Agree   Agree   Neutral   Disagree Strongly Disagree

G. Questions Pertaining to the Service delivery quality

1. Empathy:

a. Do you think it is essential that the needs of the clients be assessed before planning commences?

Strongly Agree Agree   Neutral   Disagree Strongly Disagree

b. Do you think that the projects are based on the need assessment of the local region?

Strongly Agree Agree   Neutral   Disagree Strongly Disagree

2. Efficiency:

a. Do you think that project completion on schedule and within resource limitations is essential?

Strongly Agree Agree   Neutral   Disagree Strongly Disagree

b. Do you think that the Jeddah Municipality is able to deliver its undertaken projects on time and at the best cost?

Strongly Agree Agree   Neutral   Disagree Strongly Disagree

3. Assurance:

a. Do you think that customer's need to be treated as a priority by the Municipality?

Strongly Agree Agree   Neutral   Disagree Strongly Disagree

b. Do you think that the Customer's complaints are resolved within the promised time?

Strongly Agree Agree   Neutral   Disagree Strongly Disagree

4. Responsiveness:

    a.   Do you think that the Municipality should show empathy and sensitivity for the customer requests and complains?

        Strongly Agree Agree   Neutral   Disagree Strongly Disagree

    b.   Do you think that the Jeddah Municipality is able to do so?

        Strongly Agree   Agree   Neutral   Disagree Strongly Disagree

5. Reliability:

    a.   Do you think that the Municipality should show itself as a fair, concerned – for- clients, dedicated and efficient organization?

        Strongly Agree Agree   Neutral   Disagree Strongly Disagree

    b.   Do you think that the Jeddah Municipality is able to do so?

        Strongly Agree Agree   Neutral   Disagree Strongly Disagree

Appendix I. GAP analysis for participation for balanced and holistic development (Type 1)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A Key*Number of Respondents)	No. Of Respondents	B (Key*Number of Respondents)	
Strongly Agree	5	30	150	O	O	-150
Agree	4	10	40	10	40	O
Neutral	3	3	9	3	9	O
Disagree	2	7	14	37	74	+60
Strongly Disagree	1	O	O	O	O	O
Total		50	213	50	123	-90 (Gap Score)

Appendix J. GAP analysis for participation for balanced and holistic development (Type 2)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A(Key*Number of Respondents)	No. Of Respondents	B Key*Number of Respondents)	
Strongly Agree	5	48	240	5	25	-215
Agree	4	53	212	7	28	-184
Neutral	3	7	21	41	123	+102
Disagree	2	5	10	30	34	+24
Strongly Disagree	1	2	2	32	32	+30
Total		115	274	115	152	-243 (Gap Score)

Appendix K. GAP analysis for participation from external agencies (Type 1)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A (Key*Number of Respondents)	No. Of Respondents	B Key*Number of Respondents)	
Strongly Agree	5	37	185	O	O	-185
Agree	4	13	52	3	12	-40
Neutral	3	O	O	13	39	+39
Disagree	2	O	O	34	68	+68
Strongly Disagree	1	O	O	O	O	O
Total Score (Max of 75 and Min of 15)		50	237	50	119	-118

Appendix L. GAP analysis for Participation from external agencies (Type 2)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A (Key*Number of Respondents)	No. Of Respondents	B (Key*Number of Respondents)	
Strongly Agree	5	28	140	7	35	-105
Agree	4	25	100	4	16	-84
Neutral	3	7	21	30	90	+69
Disagree	2	39	78	48	96	+18
Strongly Disagree	1	16	16	27	27	+11
Total Score		115	355	115	264	-91

Appendix M. GAP analysis for participation from citizens (Type 1)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A Key*Number of Respondents)	No. Of Respondents	B Key*Number of Respondents)	
Strongly Agree	5	28	140	O	O	-140
Agree	4	15	60	5	20	-40
Neutral	3	7	21	23	69	+48
Disagree	2	O	O	22	44	+44
Strongly Disagree	1	O	O	0	O	O
Total Score (Max of 75 and Min of 15)		50	221	50	133	-88

Appendix N. GAP analysis for participation from citizens (Type 2)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A (Key*Number of Respondents)	No. Of Respondents	B (Key*Number of Respondents)	
Strongly Agree	5	44	220	0	O	-220
Agree	4	67	268	0	O	-268
Neutral	3	4	12	90	270	+258
Disagree	2	0	O	18	36	+36
Strongly Disagree	1	0	O	7	7	+7
Total Score		115	500	115	313	-187

Appendix O. GAP analysis for participation of the local branches (Type 1)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A Key*Number of Respondents)	No. Of Respondents	B(Key*Number of Respondents)	
Strongly Agree	5	47	235	O	O	-235
Agree	4	3	12	3	12	O
Neutral	3	O	O	3	9	+9
Disagree	2	O	O	33	66	+66
Strongly Disagree	1	O	O	11	11	+11
Total Score (Max of 75 and Min of 15)		50	247	50	98	-149

Appendix P. GAP analysis for participation of the local branches (Type 2)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A (Key*Number of Respondents)	No. Of Respondents	B (Key*Number of Respondents)	
Strongly Agree	5	48	240	O	O	-240
Agree	4	51	204	O	O	-204
Neutral	3	16	48	71	213	+165
Disagree	2	O	O	28	56	+56
Strongly Disagree	1	O	O	16	16	+16
Total Score		115	492	115	285	-207

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Appendix Q. Autonomy to assess the local needs of development (Type 1)
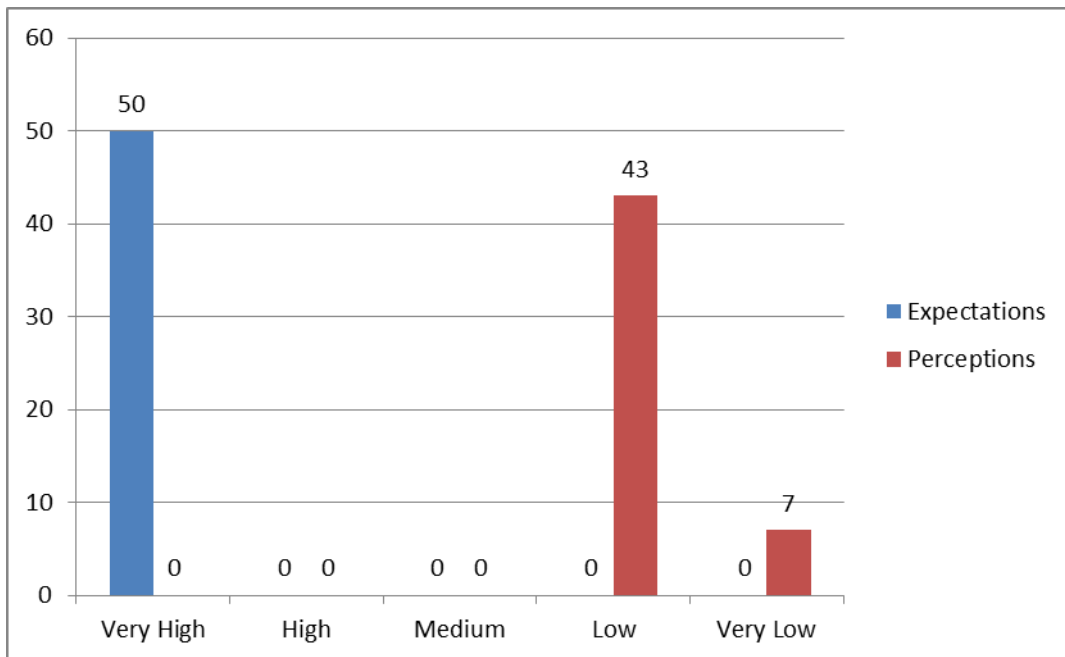
Appendix R Autonomy to assess the local needs of development (Type 2)
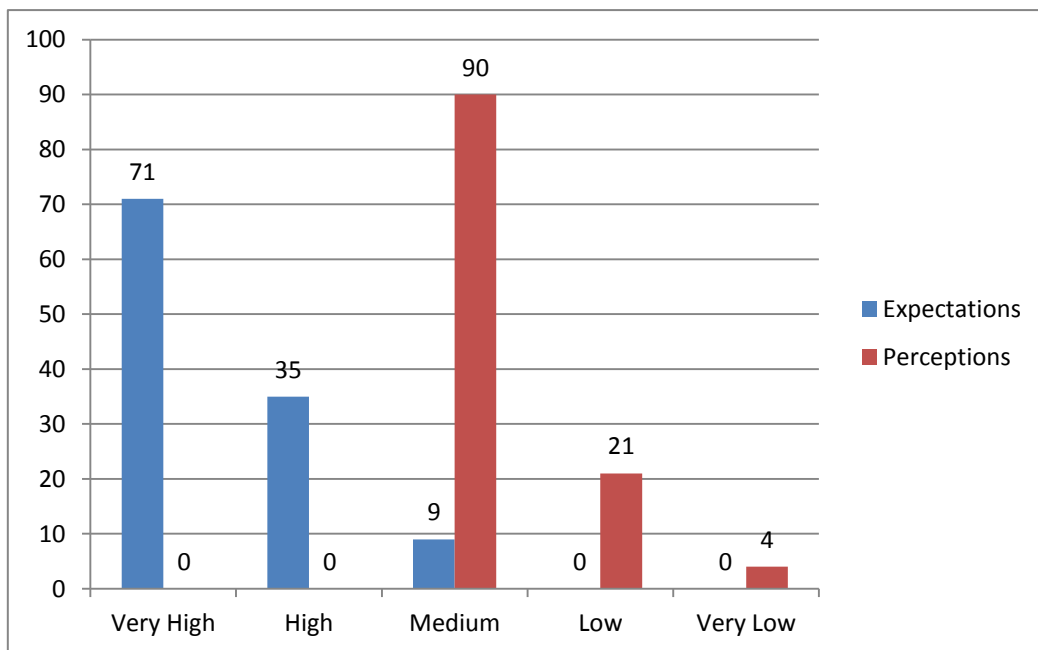
Appendix S. GAP analysis for Autonomy to assess the local needs of development (Type 1)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A Key*Number of Respondents)	No. Of Respondents	B Key*Number of Respondents)	
Very High	5	50	250	O	O	-250
High	4	O	0	O	O	O
Medium	3	O	O	O	O	O
Low	2	O	O	43	86	+8 6
Very Low	1	O	O	7	7	+7
Total Score (Max of 75 and Min of 15)		50	250	50	93	-157

Appendix T. GAP analysis for autonomy to assess the local needs of development (Type 2)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A (Key*Number of Respondents)	No. Of Respondents	B (Key*Number of Respondents)	
Very High	5	71	355	O	O	-355
High	4	35	140	O	O	-140
Medium	3	9	27	90	270	+243
Low	2	O	O	21	42	+42
Very Low	1	O	O	4	4	+4
Total Score		115	522	115	316	-206

Appendix U. GAP analysis for autonomy for strategic planning (Type 1)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A Key*Number of Respondents)	No. Of Respondents	B Key*Number of Respondents)	
Very High	5	17	85	O	O	-85
High	4	7	28	3	12	-16
Medium	3	10	30	3	9	-21
Low	2	13	26	37	74	+48
Very Low	1	3	3	7	7	+4
Total Score (Max of 75 and Min of 15)		50	172	50	102	-70

Appendix V. Autonomy for Strategic Planning (Type 2)
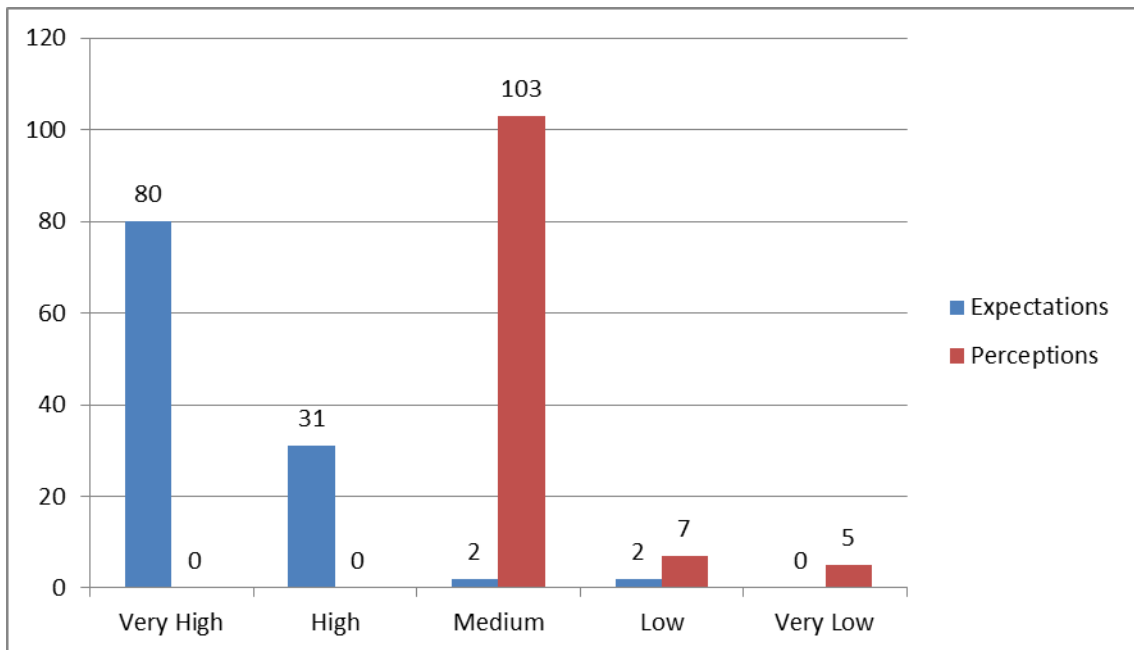
Appendix W. GAP analysis for autonomy for strategic planning (Type 2)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A (Key*Number of Respondents)	No. Of Respondents	B (Key*Number of Respondents)	
Very High	5	80	400	O	O	-400
High	4	31	124	O	O	-124
Medium	3	2	6	103	309	+303
Low	2	2	6	7	14	+8
Very Low	1	O	O	5	5	+5
Total Score		115	536	115	328	-208

Appendix X. GAP analysis for autonomy for goal setting (Type 1)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A Key*Number of Respondents)	No. Of Respondents	B Key*Number of Respondents)	
Very High	5	7	35	O	O	-35
High	4	3	12	3	12	O
Medium	3	13	39	17	51	+12
Low	2	17	34	17	34	O
Very Low	1	10	10	13	13	+3
Total Score (Max of 75 and Min of 15)		50	130	50	110	-20

Appendix Y. Autonomy for Goal Setting (Type 2)
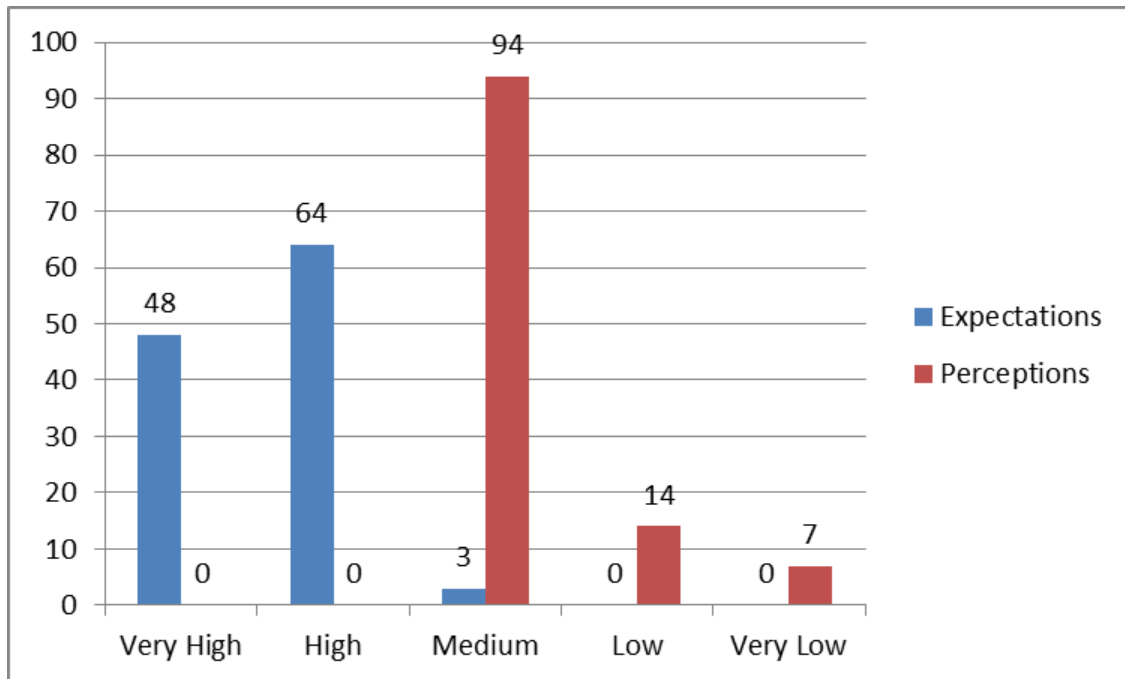
Appendix Z. GAP analysis for Autonomy for Goal Setting (Type 2)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A (Key*Number of Respondents)	No. Of Respondents	B (Key*Number of Respondents)	
Very High	5	48	240	O	O	-240
High	4	64	256	O	O	-256
Medium	3	3	9	94	282	+273
Low	2	O	O	14	28	+28
Very Low	1	O	O	7	7	+7
Total Score		115	505	115	317	-188

Appendix AA. Autonomy for Tactical Planning and Execution (Type 1)
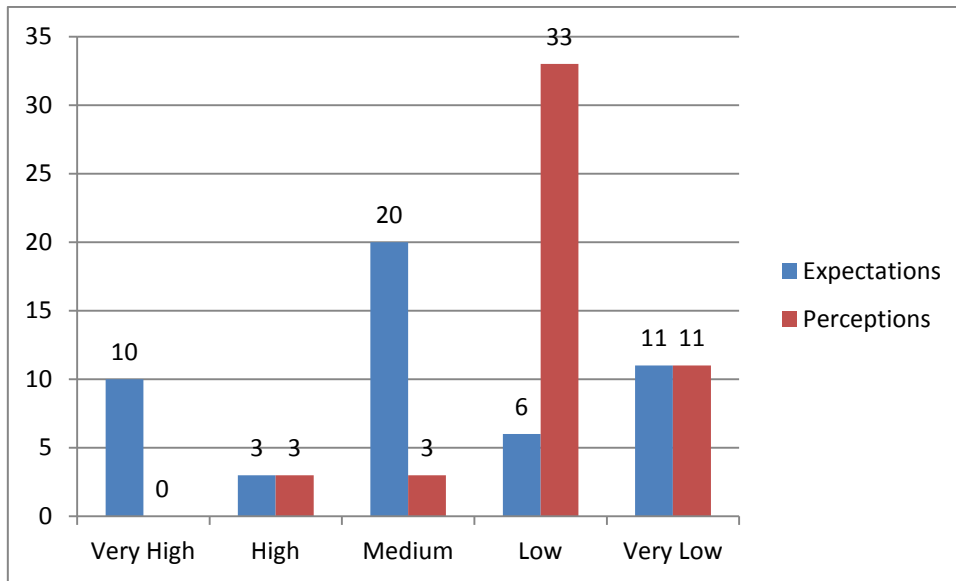
Appendix AB. Autonomy for Tactical Planning and Execution (Type 2)
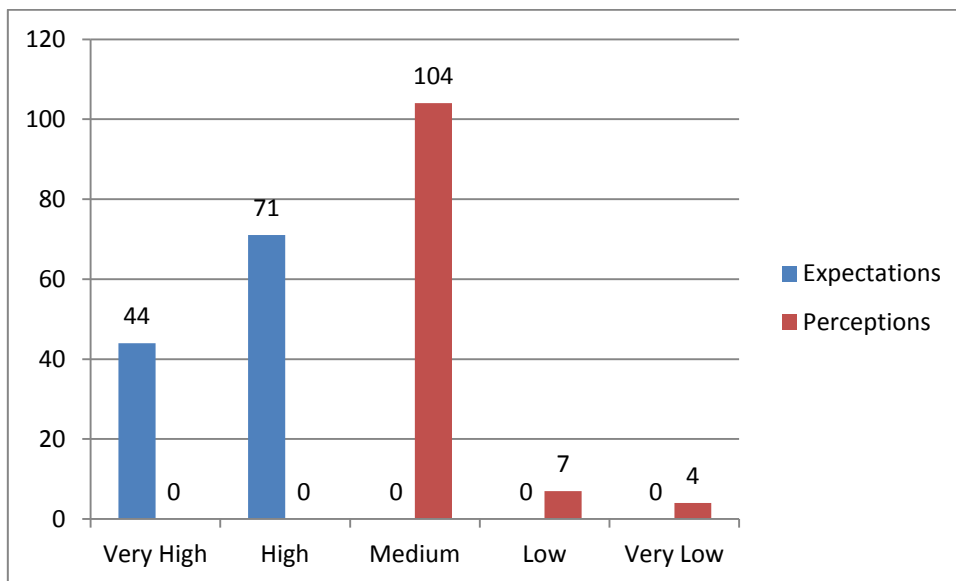
Appendix AC. GAP analysis for autonomy for tactical planning and execution (Type 1)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A Key*Number of Respondents)	No. Of Respondents	B Key*Number of Respondents)	
Very High	5	10	50	O	O	-50
High	4	3	12	3	12	O
Medium	3	20	60	3	9	-51
Low	2	6	12	33	66	+54
Very Low	1	11	11	11	11	O
Total Score (Max of 75 and Min of 15)		50	145	50	98	-47

Appendix AD. GAP analysis for autonomy for tactical planning and execution (Type 2)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A (Key*Number of Respondents)	No. Of Respondents	B (Key*Number of Respondents)	
Very High	5	44	220	O	O	-220
High	4	71	284	O	O	-284
Medium	3	O	O	104	312	+312
Low	2	O	O	7	14	+14
Very Low	1	O	O	4	4	+4
Total Score		115	504	115	330	-174

Appendix AE. GAP analysis for adequacy to improve communication and flow of information (Type 1)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A (Key*Number of Respondents)	No. Of Respondents	B Key*Number of Respondents)	
Very High	5	30	150	O	O	-150
High	4	3	12	O	O	-12
Medium	3	13	39	10	30	-39
Low	2	4	8	23	46	+38
Very Low	1	O	O	17	17	+17
Total Score (Max of 75 and Min of 15)		50	209	50	93	-146

Appendix AF. GAP analysis for the adequacy of the organizational structure to improve communication and flow of information (Type 2)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A (Key*Number of Respondents)	No. Of Respondents	B (Key*Number of Respondents)	
Very High	5	62	310	O	O	-310
High	4	48	192	O	O	-192
Medium	3	5	15	96	288	+273
Low	2	O	O	5	10	+10
Very Low	1	O	O	14	14	+14
Total Score		115	517	115	312	-205

Appendix AG. GAP analysis for adequacy to develop coordination (Type 1)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A Key*Number of Respondents)	No. Of Respondents	B Key*Number of Respondents)	
Very High	5	20	100	O	O	-100
High	4	17	68	3	12	-56
Medium	3	10	30	3	9	-21
Low	2	3	6	23	46	+40
Very Low	1	O	O	21	21	+21
Total Score (Max of 75 and Min of 15)		50	204	50	88	-116

Appendix AH. GAP analysis for adequacy of the organizational structure to develop coordination (Type 2)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A (Key*Number of Respondents)	No. Of Respondents	B (Key*Number of Respondents)	
Very High	5	62	310	O	O	-310
High	4	48	192	O	O	-192
Medium	3	5	15	99	297	+282
Low	2	O	O	5	10	+10
Very Low	1	O	O	11	11	+11
Total Score		115	517	115	318	-199

Appendix AI. GAP analysis adequacy to facilitate feedback and information gathering (Type 1)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A Key*Number of Respondents)	No. Of Respondents	B Key*Number of Respondents)	
Very High	5	40	200	O	O	-200
High	4	7	28	O	4	-24
Medium	3	3	9	3	9	O
Low	2	O	O	40	80	+80
Very Low	1	O	O	7	7	+7
Total Score (Max of 75 and Min of 15)		50	237	50	100	-137

Appendix AJ. GAP analysis for adequacy of the organizational structure to facilitate feedback and information gathering (Type 2)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A (Key*Number of Respondents)	No. Of Respondents	B (Key*Number of Respondents)	
Very High	5	25	125	O	O	-125
High	4	90	360	O	O	-360
Medium	3	O	O	113	339	+339
Low	2	O	O	2	4	+4
Very Low	1	O	O	O	O	O
Total Score		115	485	115	343	-142

Appendix AK. GAP analysis of budgets allotment based on realistic need assessment (Type 1)

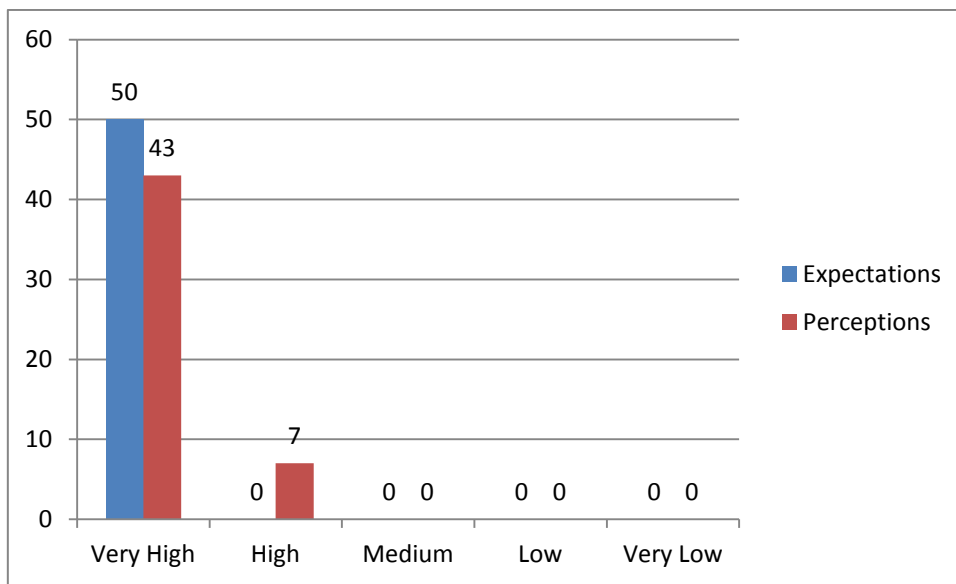| Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A Key*Number of Respondents)	No. Of Respondents	B Key*Number of Respondents)	
Strongly Agree	5	20	100	17	85	-15
Agree	4	23	92	26	104	+12
Neutral	3	7	21	7	21	O
Disagree	2	O	O	O	O	O
Strongly Disagree	1	O	O	O	O	O
Total Score (Max of 75 and Min of 15)		50	213	50	210	-3

Appendix AJ. GAP analysis for budgets allotment based on realistic need assessment (Type 2)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A (Key*Number of Respondents)	No. Of Respondents	B (Key*Number of Respondents)	
Very High	5	90	450	6	30	-420
High	4	25	100	9	36	-64
Medium	3	O	O	67	201	+201
Low	2	O	O	25	50	+50
Very Low	1	O	O	8	8	+8
Total Score		115	550	115	317	-225

Appendix AL Accountability of the Jeddah Municipality (Type 1)

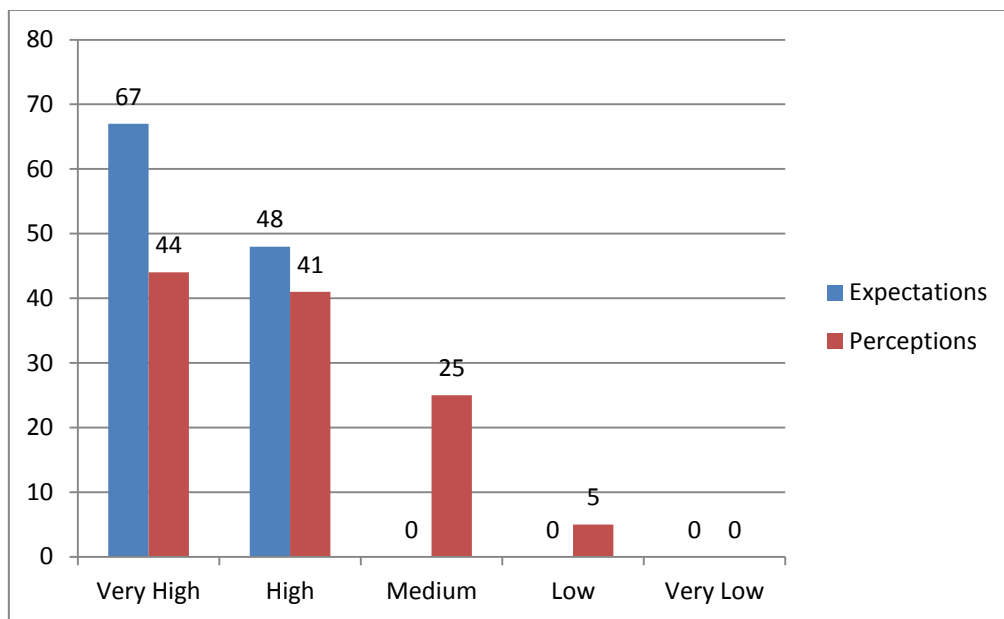Appendix AM. Accountability of the Jeddah Municipality (Type 2)

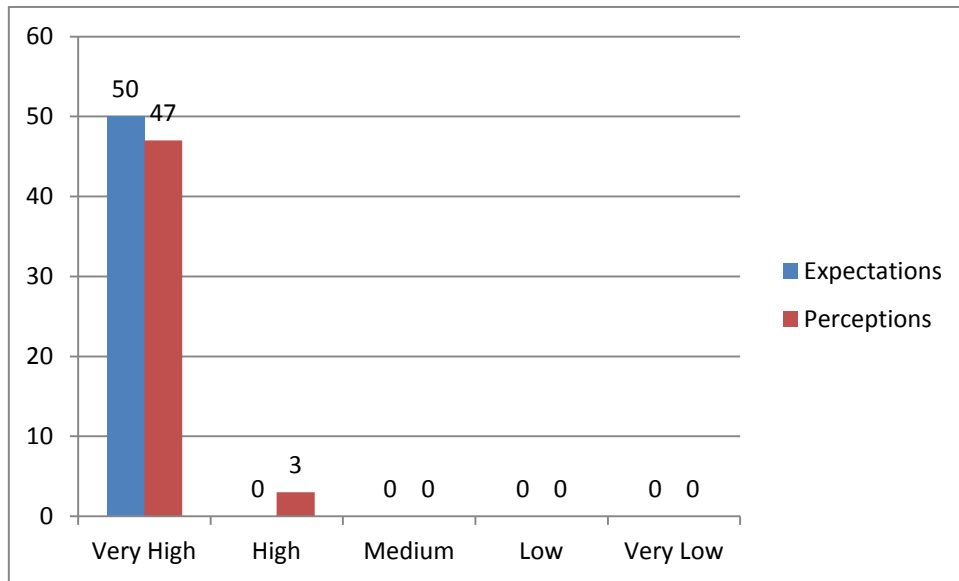**Figure 11-1 Accountability of agencies involved – Type 2**

Appendix AN. GAP analysis for accountability of the Jeddah Municipality (Type 1)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A Key*Number of Respondents)	No. Of Respondents	B Key*Number of Respondents)	
Very High	5	50	250	43	215	-35
High	4	O	O	7	28	+28
Medium	3	O	O	O	O	O
Low	2	O	O	O	O	O
Very Low	1	O	O	O	O	O
Total Score (Max of 75 and Min of 15)		50	250	50	243	-7

Appendix AO. GAP analysis for accountability of agencies involved (Type 2)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A (Key*Number of Respondents)	No. Of Respondents	B (Key*Number of Respondents)	
Very High	5	67	335	44	220	-115
High	4	48	192	41	164	-28
Medium	3	O	O	25	75	+75
Low	2	O	O	5	10	+10
Very Low	1	O	O	O	O	O
Total Score		115	527	115	469	-58

Appendix AP. Transparency in operations (Type 1)

Appendix AQ. Transparency in operations (Type 2)
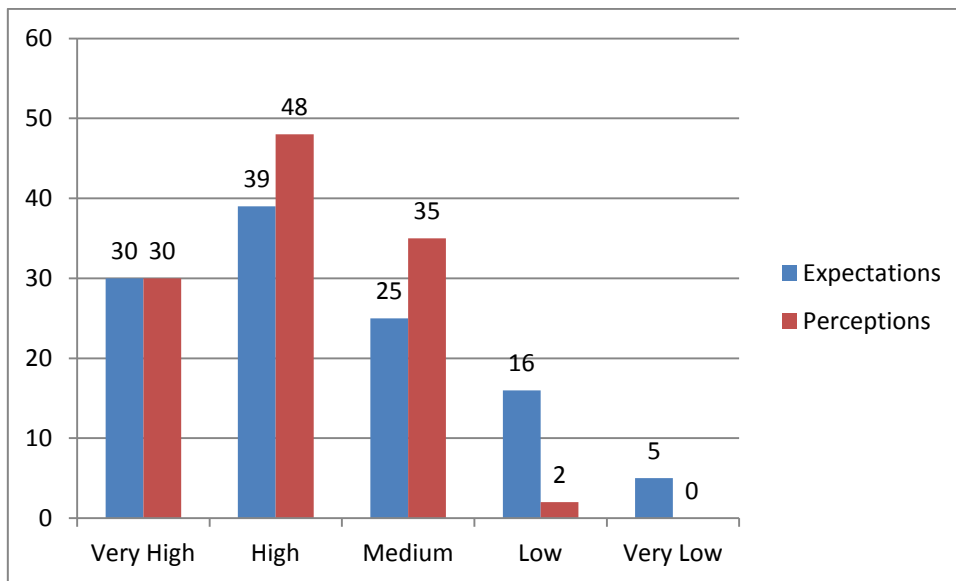
Appendix AR. GAP analysis for Transparency in operations (Type 1)

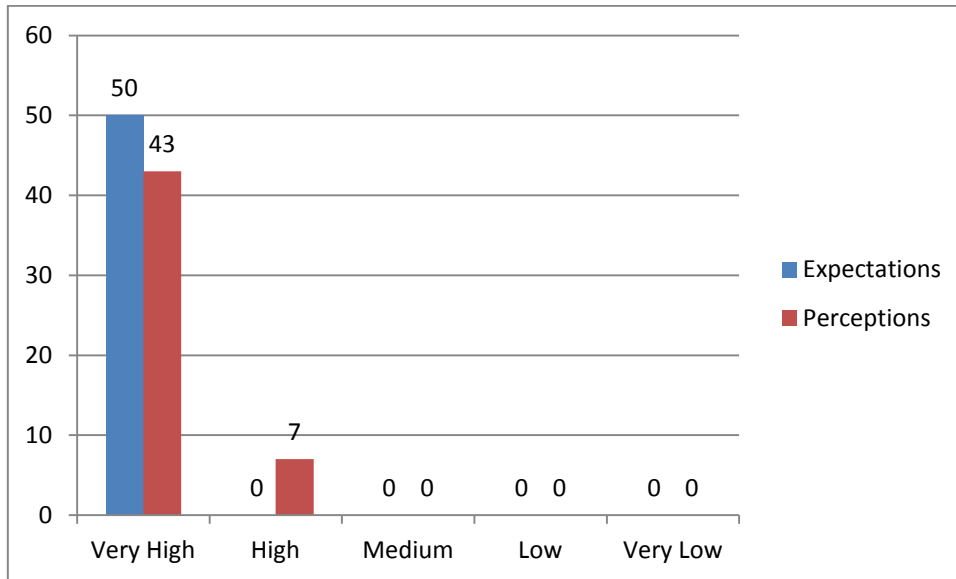| Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A (Key*Number of Respondents)	No. Of Respondents	B Key*Number of Respondents)	
Very High	5	50	250	47	235	-15
High	4	O	O	3	12	+12
Medium	3	O	O	O	O	O
Low	2	O	O	O	O	O
Very Low	1	O	O	O	O	O
Total Score (Max of 75 and Min of 15)		50	250	50	247	-3

Appendix AS. GAP analysis for transparency in operations (Type 2)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A (Key*Number of Respondents)	No. Of Respondents	B (Key*Number of Respondents)	
Very High	5	30	150	30	150	O
High	4	39	156	48	192	+36
Medium	3	25	75	35	105	+30
Low	2	16	32	2	4	-28
Very Low	1	5	5	O	O	-5
Total Score		115	418	115	451	+33

Appendix AT. Equity in regional development (Type 1)

Appendix AU. Equity in regional development (Type 2)
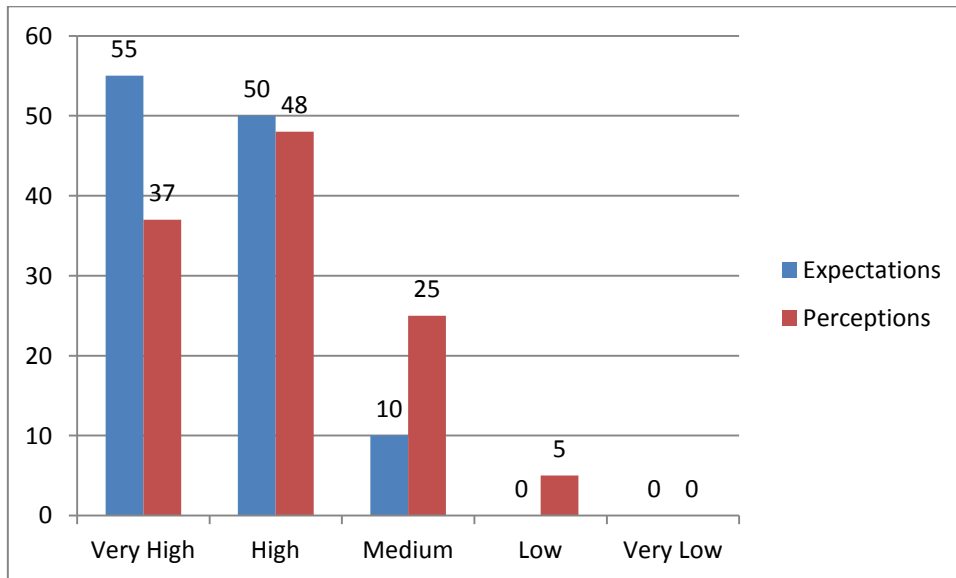
Appendix AV. GAP analysis for equality in regional development (Type 1)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A Key*Number of Respondents)	No. Of Respondents	B Key*Number of Respondents)	
Strongly Agree	5	50	250	27	135	-115
Agree	4	O	O	23	92	+92
Neutral	O	O	O	O	O	O
Disagree	O	O	O	O	O	O
Strongly Disagree	O	O	O	O	O	O
Total Score (Max of 75 and Min of 15)		50	250	50	227	-23

Appendix AW. GAP analysis for equality in regional development (Type 2)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A (Key*Number of Respondents)	No. Of Respondents	B (Key*Number of Respondents)	
Very High	5	55	275	37	185	-90
High	4	50	200	48	192	-8
Medium	3	10	30	25	75	+45
Low	2	O	O	5	10	+10
Very Low	1	O	O	O	O	O
Total Score		115	505	115	462	-43

Appendix AX. GAP analysis for service delivery quality: empathy (Type 1)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A Key*Number of Respondents)	No. Of Respondents	B Key*Number of Respondents)	
Very High	5	37	185	40	200	+15
High	4	10	40	10	40	O
Medium	3	3	9	O	O	-9
Low	O	O	O	O	O	O
Very Low	O	O	O	O	O	O
Total Score (Max of 75 and Min of 15)		50	234	50	240	+6

Appendix AY. Service delivery quality: empathy (Type 1)
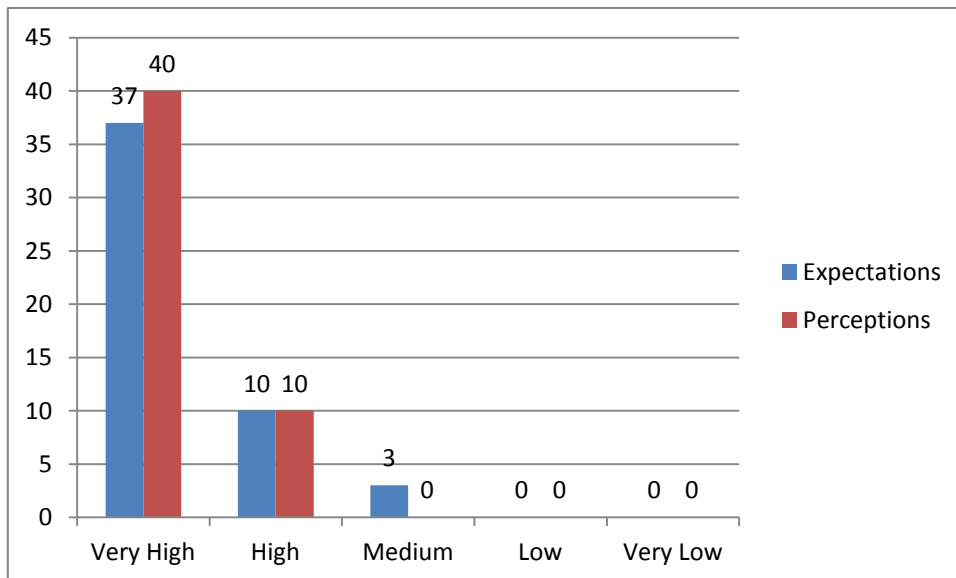
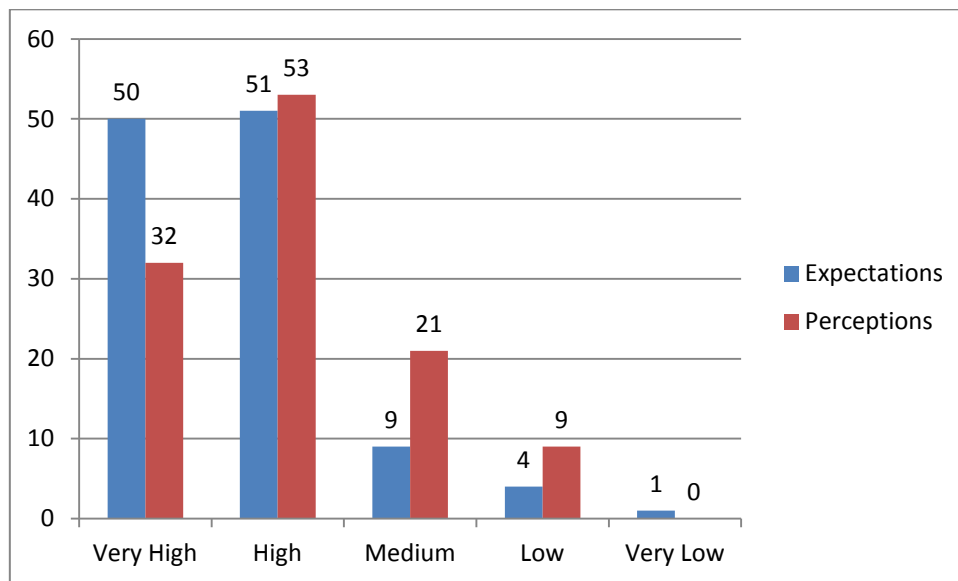## Appendix AZ. Service delivery quality: empathy (Type 2)

Appendix BA. GAP analysis for service delivery quality: empathy (Type 2)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A (Key*Number of Respondents)	No. Of Respondents	B (Key*Number of Respondents)	
Very High	5	50	250	32	160	-90
High	4	51	204	53	212	+8
Medium	3	9	27	21	63	+36
Low	2	4	8	9	18	+10
Very Low	1	1	1	O	0	-1
Total Score		115	490	115	453	-37

Appendix BB. Service delivery quality: efficiency (Type 1)
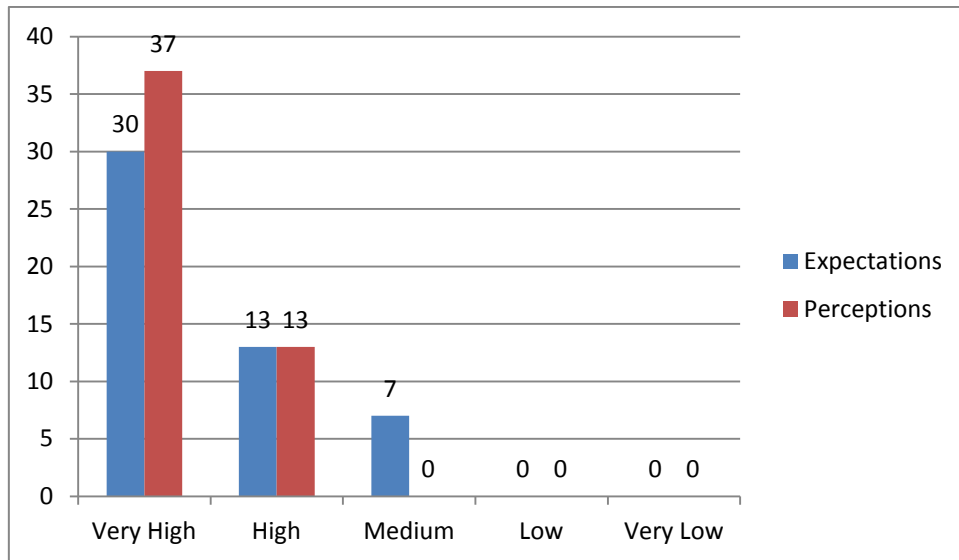
Appendix BC. GAP analysis for Service delivery quality: efficiency (Type 1)

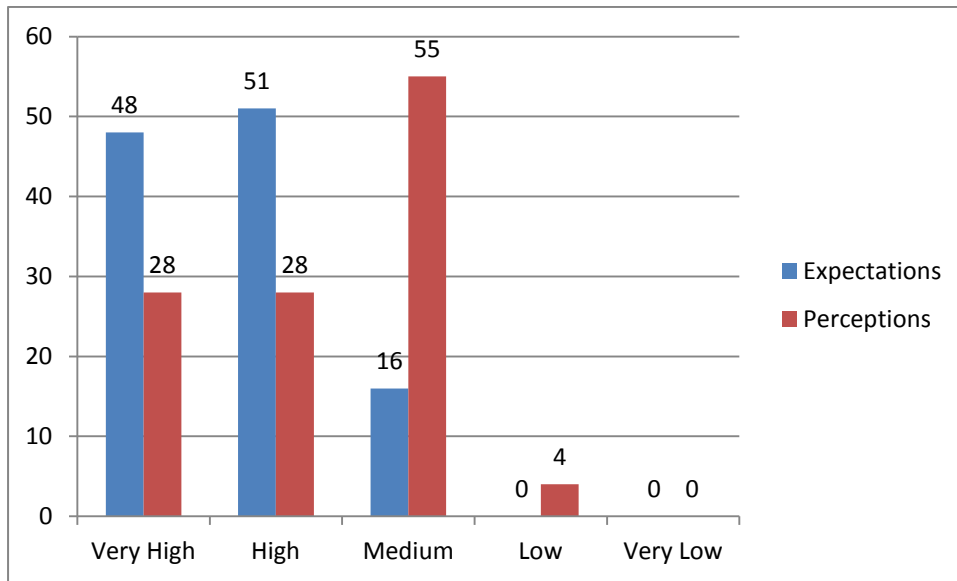| Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A Key*Number of Respondents)	No. Of Respondents	B Key*Number of Respondents)	
Very High	5	30	150	37	292	+142
High	4	13	52	13	52	O
Medium	3	7	21	O	O	-21
Low	O	O	O	O	O	O
Very Low	O	O	O	O	O	O
Total Score (Max of 75 and Min of 15)		50	223	50	344	+121

Appendix BD. Service delivery quality: efficiency (Type 2)

Appendix BE. GAP analysis for service delivery quality: efficiency (Type 2)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A (Key*Number of Respondents)	No. Of Respondents	B (Key*Number of Respondents)	
Very High	5	48	240	28	140	-100
High	4	51	204	28	112	-92
Medium	3	16	48	55	110	+62
Low	2	O	O	4	8	+8
Very Low	1	O	O	O	O	O
Total Score		115	492	115	370	-122

Appendix BF. Service Delivery quality: assurance (Type 1).
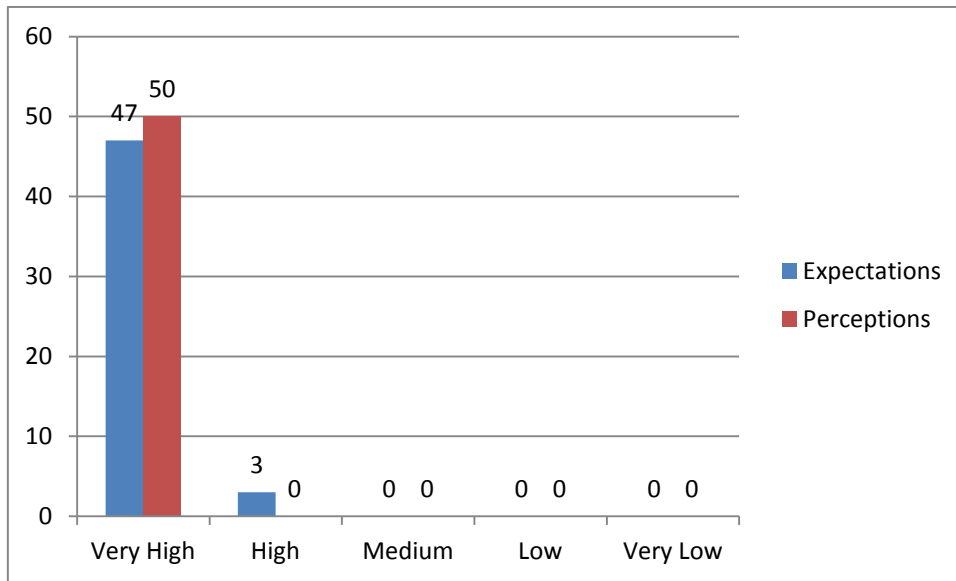
Appendix BG. GAP analysis for service delivery quality: assurance (Type 1)

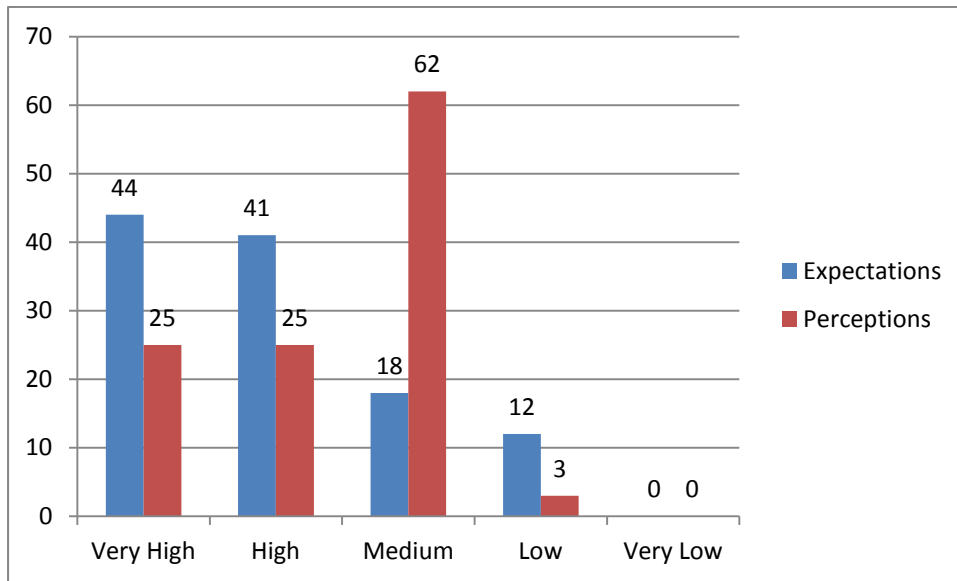| Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A Key*Number of Respondents)	No. Of Respondents	B Key*Number of Respondents)	
Very High	5	47	235	50	250	+15
High	4	3	12	O	O	-12
Medium	3	O	O	O	O	O
Low	O	O	O	O	O	O
Very Low	O	O	O	O	O	O
Total Score (Max of 75 and Min of 15)		50	247	50	250	+3

Appendix BH. Service Delivery quality: assurance (Type 2).

Appendix BI. GAP analysis for service delivery quality: assurance (Type 2)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A (Key*Number of Respondents)	No. Of Respondents	B (Key*Number of Respondents)	
Very High	5	44	220	25	125	-95
High	4	41	164	25	100	-64
Medium	3	18	54	62	186	+132
Low	2	12	24	3	6	-18
Very Low	1	O	O	O	O	O
Total Score		115	462	115	417	-45

Appendix BJ. Service delivery quality: responsiveness (Type 1)
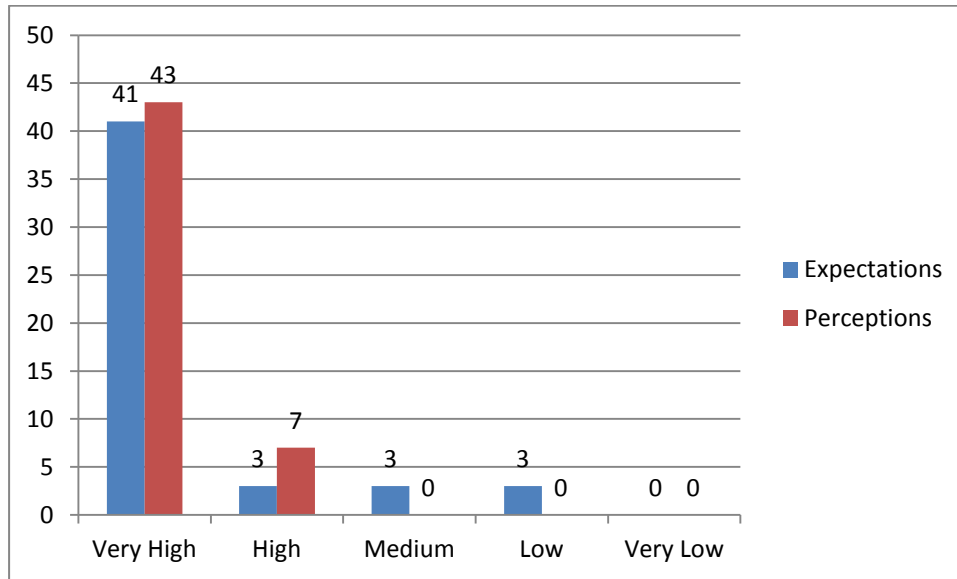
Appendix BK. GAP analysis for service delivery quality: responsiveness (Type 1)

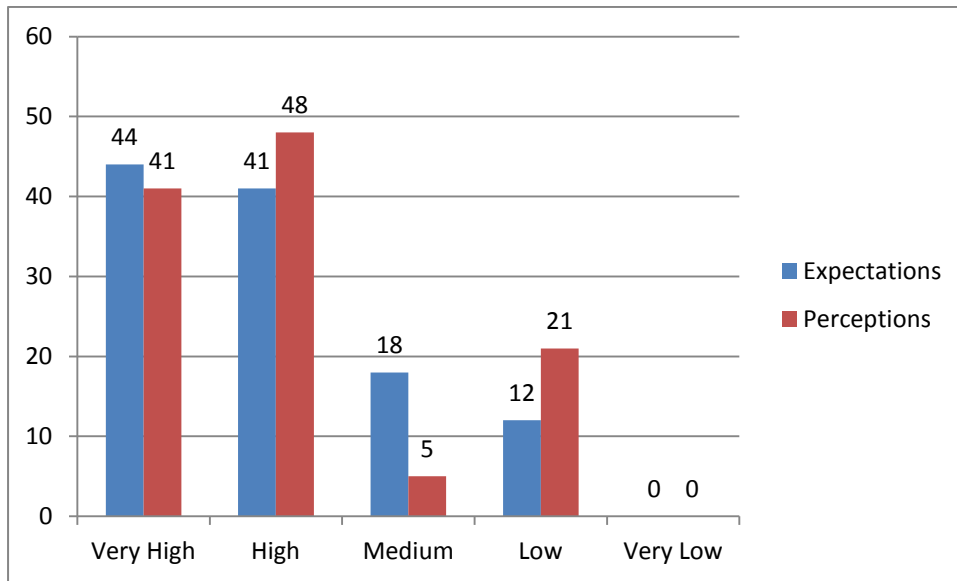| Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A (Key*Number of Respondents)	No. Of Respondents	B Key*Number of Respondents)	
Very High	5	41	205	43	215	+10
High	4	3	12	7	28	+16
Medium	3	3	9	O	O	-9
Low	2	3	6	O	O	-6
Very Low	1	O	O	O	O	O
Total Score (Max of 75 and Min of 15)		50	217	50	243	+11

Appendix BL. Service delivery quality: responsiveness (Type 2)

Appendix BM. GAP analysis for service delivery quality: responsiveness (Type 2)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A (Key*Number of Respondents)	No. Of Respondents	B (Key*Number of Respondents)	
Very High	5	44	220	41	205	-15
High	4	41	164	48	192	+28
Medium	3	18	54	5	15	-39
Low	2	12	24	21	42	+18
Very Low	1	O	O	O	O	O
Total Score		115	462	115	454	-8

Appendix BN. Service delivery quality: reliability (Type 1).
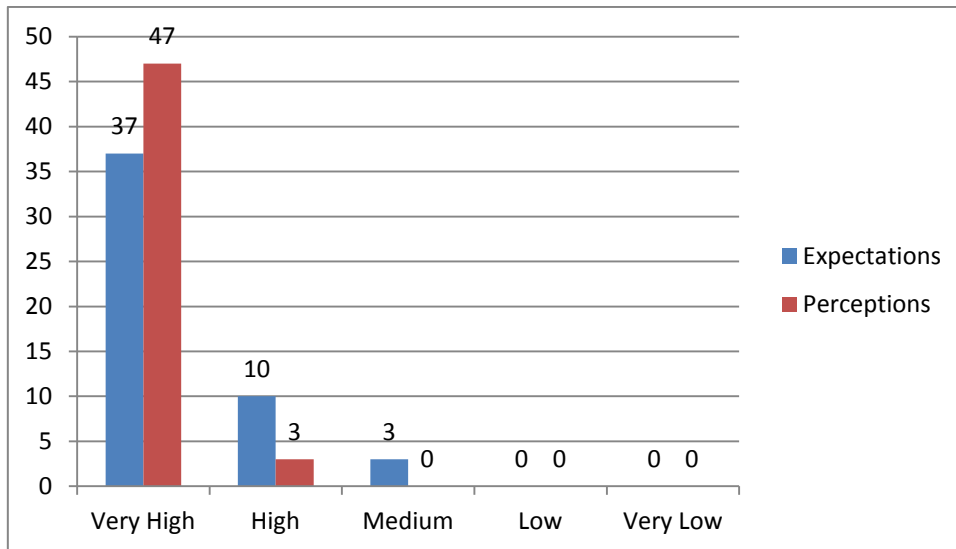
Appendix BO. GAP analysis for service delivery quality: reliability (Type 1)

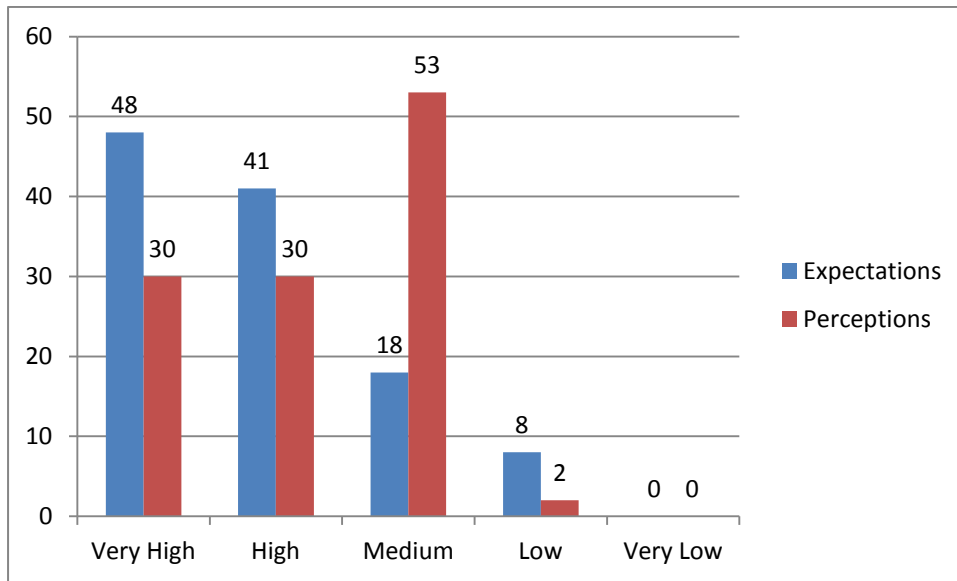| Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A Key*Number of Respondents)	No. Of Respondents	B Key*Number of Respondents)	
Very High	5	37	185	47	235	+50
High	4	10	40	3	12	-28
Medium	3	3	9	O	O	-9
Low	2	O	O	O	O	O
Very Low	1	O	O	O	O	O
Total Score (Max of 75 and Min of 15)		50	234	50	247	+13

Appendix BP. Service delivery quality: reliability (Type 2).

Appendix BQ. GAP analysis for service delivery quality: reliability (Type 2)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A (Key*Number of Respondents)	No. Of Respondents	B (Key*Number of Respondents)	
Very High	5	48	240	30	150	-90
High	4	41	164	30	120	-44
Medium	3	18	54	53	159	+105
Low	2	8	16	2	4	-12
Very Low	1	O	O	O	O	O
Total Score		115	474	115	433	-41

Appendix BR. GAP analysis for accountability of agencies involved (Type 3)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A (Key*Number of Respondents)	No. Of Respondents	B (Key*Number of Respondents)	
Very High	5	31	155	O	O	-155
High	4	34	136	O	O	-136
Medium	3	O	O	40	120	+120
Low	2	O	O	15	30	+30
Very Low	1	O	O	10	10	+10
Total Score		65	291	65	160	-131

Appendix BS. GAP analysis for transparency in operations (Type 3)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A (Key*Number of Respondents)	No. Of Respondents	B (Key*Number of Respondents)	
Very High	5	25	125	O	O	-125
High	4	40	160	O	O	-160
Medium	3	O	O	9	27	+27
Low	2	O	O	30	60	+60
Very Low	1	O	O	26	26	+26
Total Score		65	285	65	113	-172

Appendix BT. GAP analysis for equality in regional development (Type 3)

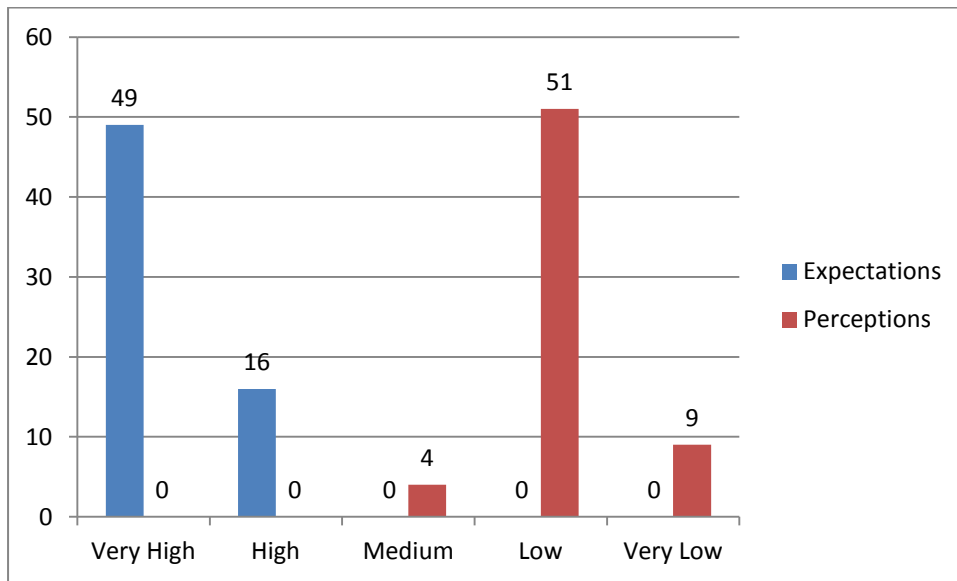| Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations(B-A)
		No. Of Respondents	A Key*Number of Respondents)	No. Of Respondents	B (Key*Number of Respondents)	
Very High	5	20	100	O	O	-100
High	4	22	88	O	O	-88
Medium	3	10	30	13	39	+9
Low	2	10	30	46	92	+62
Very Low	1	3	3	6	6	+3
Total Score		65	251	65	137	-114

Appendix BU. Service delivery quality: empathy (Type 3)
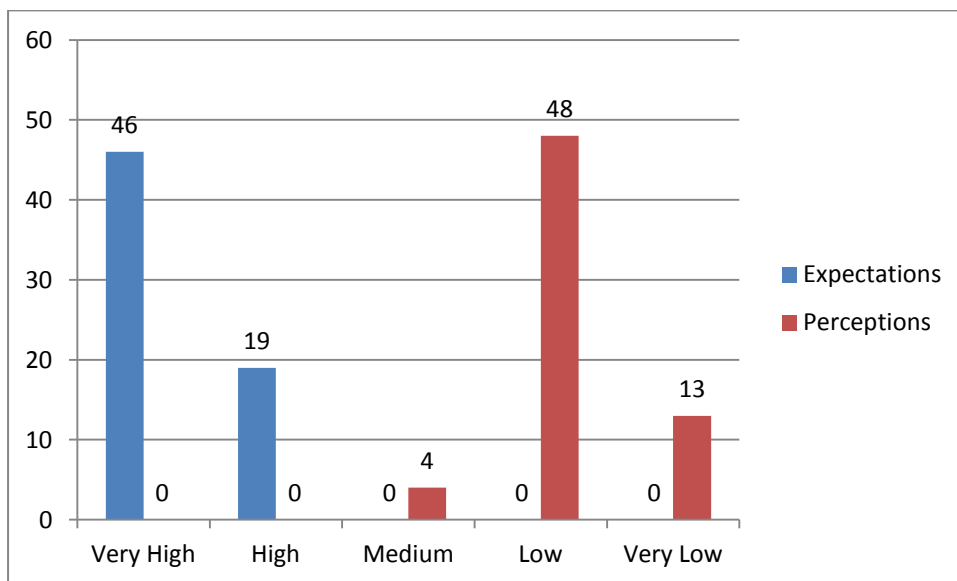
Appendix BV. GAP analysis for service delivery quality: empathy (Type 3)

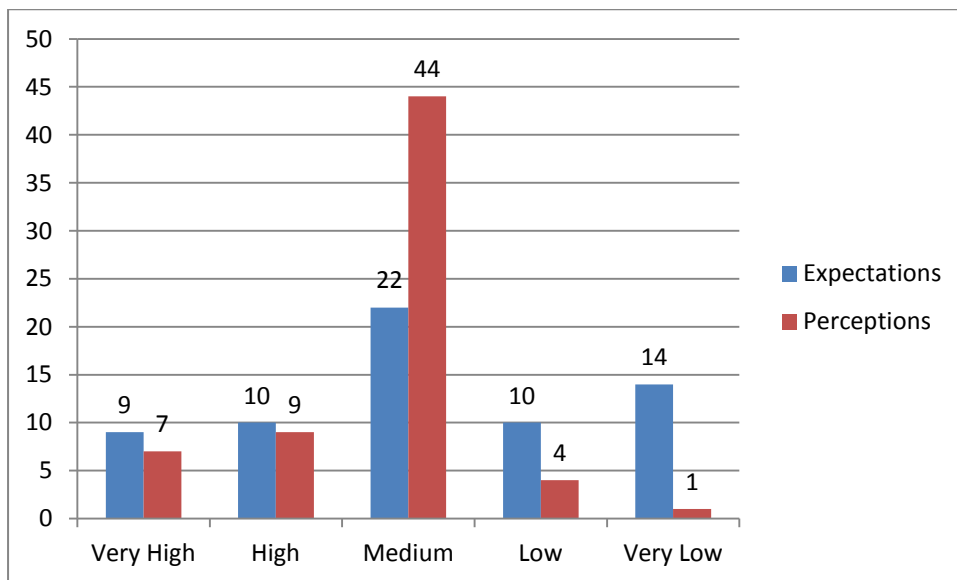| Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations(B-A)
		No. Of Respondents	A Key*Number of Respondents)	No. Of Respondents	B (Key*Number of Respondents)	
Very High	5	46	230	O	O	-230
High	4	19	76	O	O	-76
Medium	3	O	O	4	12	+12
Low	2	O	O	48	96	+96
Very Low	1	O	O	13	13	+13
Total Score		65	306	65	93	-185

Appendix BW. Service delivery quality: efficiency (Type 3)

Appendix BX. GAP analysis for service delivery quality: efficiency (Type 3)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations(B-A)
		No. Of Respondents	A Key*Number of Respondents)	No. Of Respondents	B (Key*Number of Respondents)	
Very High	5	49	245	O	O	-245
High	4	16	64	O	O	-64
Medium	3	O	O	4	12	+12
Low	2	O	O	51	102	+102
Very Low	1	O	O	10	10	+10
Total Score		65	309	65	124	-185

Appendix BY. Service delivery quality: assurance (Type 3)

Appendix BZ. GAP analysis for service delivery quality: assurance (Type 3)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations(B-A)
		No. Of Respondents	A (Key*Number of Respondents)	No. Of Respondents	B (Key*Number of Respondents)	
Very High	5	9	45	7	35	-10
High	4	10	40	9	36	-4
Medium	3	22	66	44	132	+66
Low	2	10	20	4	8	-12
Very Low	1	14	14	1	1	-13
Total Score		65	185	65	212	+17

Appendix CA. GAP analysis for service delivery quality: responsiveness (Type 3)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A (Key*Number of Respondents)	No. Of Respondents	B (Key*Number of Respondents)	
Very High	5	53	265	O	O	-265
High	4	12	48	O	O	-48
Medium	3	O	O	O	O	O
Low	2	O	O	38	76	+76
Very Low	1	O	O	27	27	+27
Total Score		65	313	65	103	-210

Appendix CB. GAP analysis for service delivery quality: reliability (Type 3)

Rating	Key	PART A or Expectations		PART B or Perceptions		GAP in Perceptions and Expectations (B-A)
		No. Of Respondents	A(Key*Number of Respondents)	No. Of Respondents	B (Key*Number of Respondents)	
Very High	5	51	255	O	O	-255
High	4	14	56	O	O	-56
Medium	3	O	O	O	O	O
Low	2	O	O	36	72	+72
Very Low	1	O	O	29	29	+29
Total Score		65	311	65	101	-210