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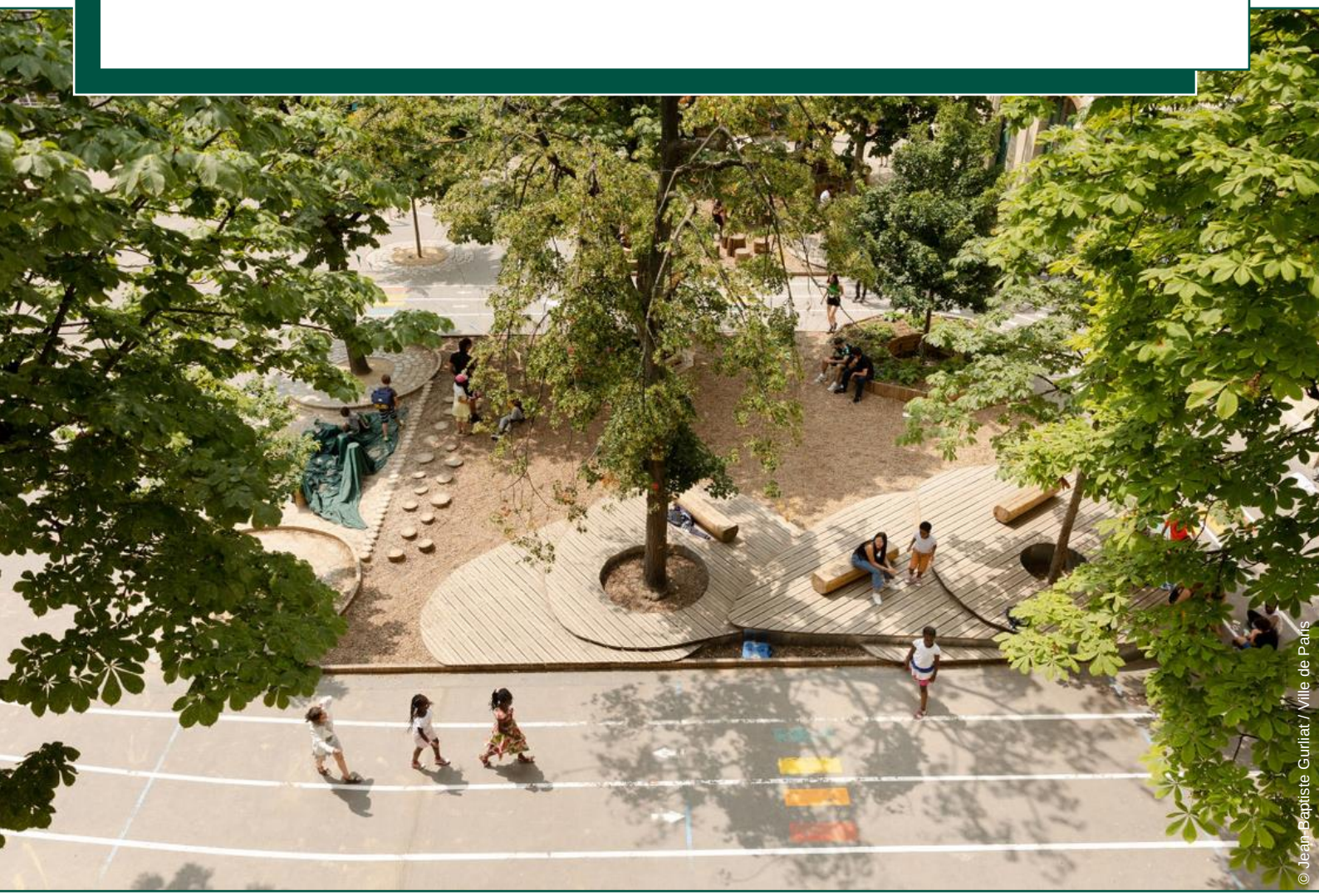
urbanistik

by JCDecaux

PUBLIC SPACES: CAN A CITY BE INCLUSIVE?



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REMINDER OF THE CONTEXT

In a context strongly marked by transitions – climate change, ageing population, digital transformation, widening inequalities – **public space reflects disparities in use between different segments of the population**. At a time when cities are committed to meeting these challenges, "inclusion" is seen as a central issue and the quest for the "inclusive city" has integrated all the discourses. Unfortunately, if all stakeholders take up the subject, the term is too often misused to the point of sometimes being a portmanteau word devoid of applications faithful to its initial meaning.

At the heart of these reflections, however, lies the desire of the actors of the urban fabric, to improve the quality of life in cities today and tomorrow. There is also the question of sharing public space, its equitable and sustainable access, and more broadly the aspiration for successful cohabitation between all users.

> How can we **think about and shape a city that is inclusive and accessible to people from different backgrounds, cultures, age, social groups and genders?** How do we integrate these users?

This strategic watch note proposes to explore the issues related to the construction of an inclusive city, by going beyond the public approach alone and by considering the city in its diversity of uses. Also on display will be several inspiring approaches taken by cities around the world to achieve this ideal of inclusion.

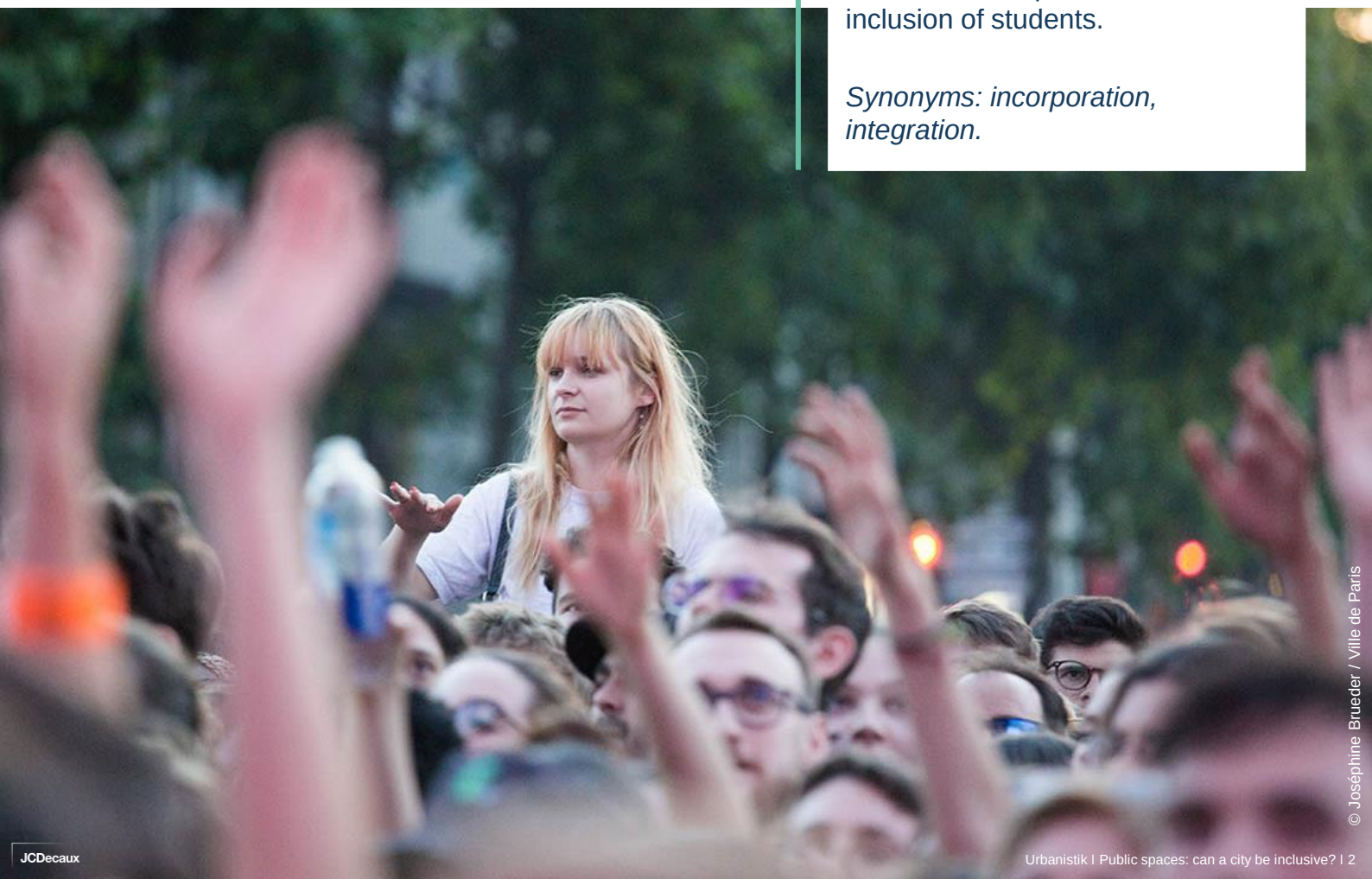
The term "inclusion" is derived from the Latin inclusio, which means "imprisonment" and defines the state of something that is included, in a whole, a set.

Inclusion (f.n) :

1 The action of including something in a whole; state of something that is included in something else - eg. the inclusion of a new clause in a contract.

2 Action of integrating a person, a group, to put an end to their exclusion (social, in particular): eg. the mission of school life assistants is to promote the inclusion of students.

Synonyms: incorporation, integration.



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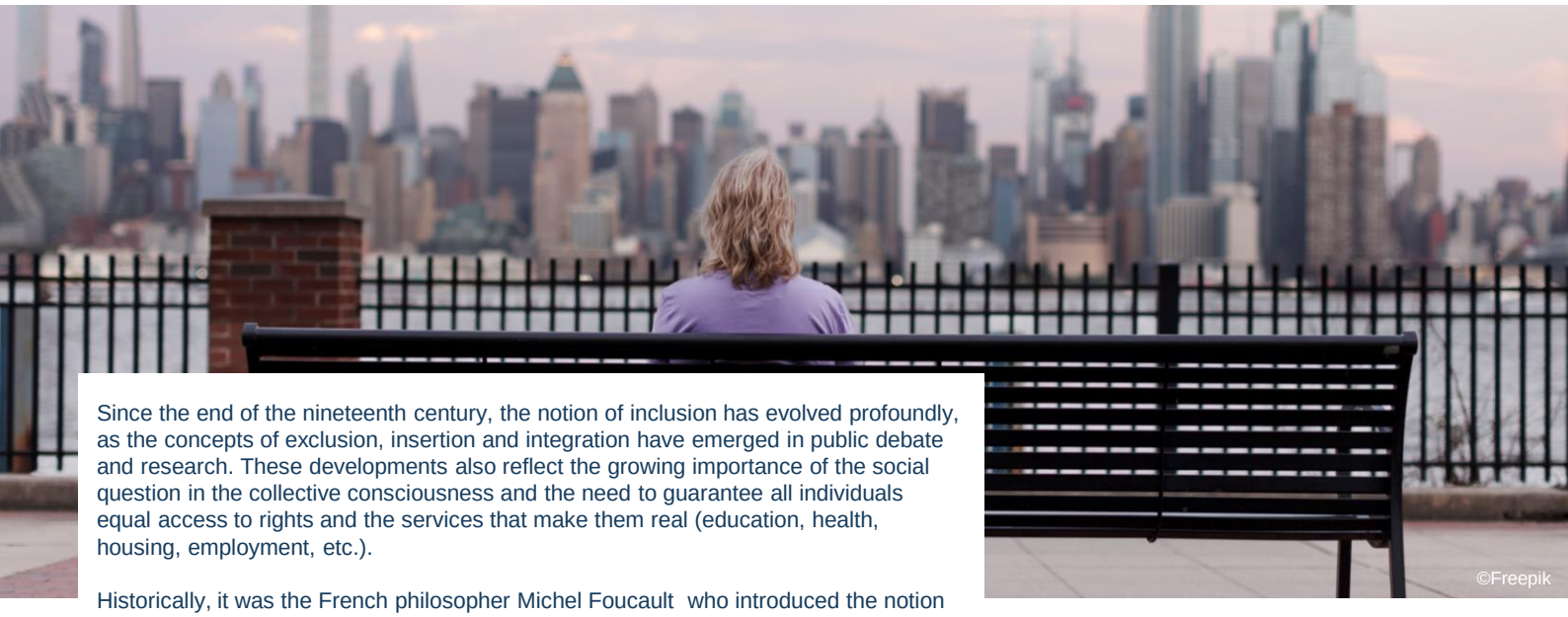
DO "INCLUSION" AND "PUBLIC SPACE" GO HAND IN HAND?

"INCLUSION" : A LOOK BACK AT THE EVOLUTION OF CONCEPT



Since the end of the nineteenth century, the notion of inclusion has evolved profoundly, as the concepts of exclusion, insertion and integration have emerged in public debate and research. These developments also reflect the growing importance of the social question in the collective consciousness and the need to guarantee all individuals equal access to rights and the services that make them real (education, health, housing, employment, etc.).

Historically, it was the French philosopher Michel Foucault who introduced the notion of exclusion from the 1960s onwards, through the prism of the process of marginalizing categories of the population through the increased rationalization of the social order. In the 1980s, the notion of integration emerged, highlighting the difficulties encountered by certain groups in their integration into society.

Little by little, inclusion has become central to the debates, particularly with the law on disability passed in France in 2005 and through the 2013 law on the refoundation of schools, which refers to "inclusive schools".

> This notion has also taken its place in European directives, with the implementation of the **Europe 2020 strategy**, which defines **three priorities: *"smart growth, sustainable growth and inclusive growth".***

The concept of inclusion then gradually found its place in a multitude of contexts, in several variations but with a different meaning. Initially defined in opposition to exclusion, it is now spreading in several areas: in political discourse to promote the notion of equality, in the world of work to promote diversity, in the field of health, in education through the desire to make knowledge accessible to all students, and more recently in linguistic debates (example of inclusive writing). Inclusion should not be confused with "integration".

While **inclusion recognizes the diversity of profiles and welcomes the difference of each person, by promoting the cohabitation of users**, integration implies the adaptation of the individual to the environment and to pre-existing norms. By advocating that individuals be welcomed into a common whole and by refusing to exclude them, the sociologist Jean-Marc Berthet emphasizes that it is up to the city to create conditions favorable to individuals.

Finally, inclusion is a response to the risk of discrimination linked to social heterogeneity, which is also stronger in cities than elsewhere.

> ***It is no longer up to individuals to deploy all their resources to "access" but rather up to the city (...) to create the conditions for generalized accessibility.***
>
> Jean-Marc Berthet

@Adobe Stock, E. Zacherl

CONQUERING THE "INCLUSIVE CITY" MODEL

To understand how public spaces could be more inclusive, we must first try to analyze the relationship between the perception of space and the feeling of inclusion. One reality is that the feeling of inclusion is a perceived subjective feeling rather than an established objective measure. This is not to say that objective physical factors – such as the design of public space and surrounding infrastructure– do not impact the sense of inclusion. In fact, there are multiple intertwined dimensions that can affect **the sense of inclusion in public space**, but individual experience and perception is an essential part of this discussion. **It is very similar to a threefold sense of security, belonging, and empowerment, a product of personal identities and lived experiences.**

One fact remains: established as an urban model, the inclusive city is now positioned as a reference framework for all those involved in the urban fabric.

What does it really mean for a city to be "inclusive"?

Despite a convergence of opinions and reflections on the meaning of the term "inclusion", as mentioned above, the contours of the inclusive city remain relatively broad.

UNESCO's International Coalition of Inclusive and Sustainable Cities (ICCAR) defines the inclusive city as **a space where local authorities commit to fighting discrimination and ensuring access to essential services (education, employment, housing, culture) for all, especially for marginalized groups.**

This coalition promotes urban development that must be free from all forms of discrimination, with an emphasis on solidarity and global cooperation.

In a sense, according to this definition, applying the term inclusion to public space implies that the city must welcome all users on its territory, offering them the same access.

unesco

International Coalition of Inclusive and Sustainable Cities

THE SUSTAINABLE DEVELOPMENT GOALS REPORT 2023: SPECIAL EDITION- UNSTATS.UN.ORG/SDGS/REPORT/2023/

@UN, The Sustainable Development Goal 11

How is the notion of inclusion integrated and applied in cities' policies around the world?

The framework for imagining inclusive cities can be defined in part thanks to the vision and recommendations of international institutions. The World Bank underlines that, too often, inclusion is approached from a spatial angle but that the notion of an inclusive city includes other spatial, social and economic aspects.

This vision is also included in the Sustainable Development Goals.

Also, at the European level, the Eurocities initiative, a network of more than 200 major European cities in nearly 38 countries, launched a political campaign "Inclusive Cities for All" in 2019.

Through this initiative, several European cities have committed to the implementation of several principles, including education, help for the homeless, inclusion of people with disabilities, gender equality, for example.

WHAT ARE THE CONDITIONS FOR A MORE INCLUSIVE CITY?

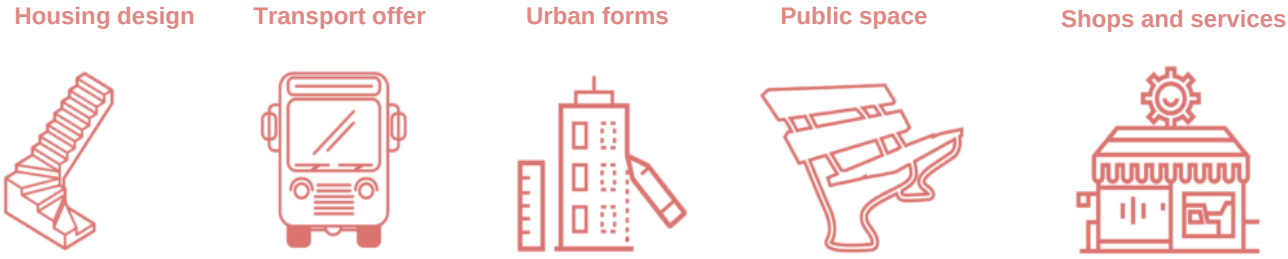
ARE OUR CITIES INCLUSIVE TODAY?

In this context of a so-called inclusive public space that aims to meet the needs of the greatest number, the fundamental question of the concerned publics arises.

> **If the city is to be inclusive, who should it include?**
> **Finally, which people are we talking about?**
> **And what types of needs should be considered?**

Issues common to different audiences…

… that mobilise different areas of the urban fabric



Source : CITY Linked, 2020

Through this reflection, the stakeholders of the city's fabric focus their thinking on developments aimed at certain priority groups. People with disabilities have long been placed at the heart of this approach to a so-called more inclusive city. Seniors too, more recently, in connection with the ageing of the population. The issue of gender is also increasingly considered and intervenes transversally way in the approaches under debate.

However, when we look more closely, the needs of these users in the public space (seniors, children, women or people with disabilities) are generally considered in an individual, segmented way and they are reduced to specific uses: playgrounds are designed exclusively for children, adapted housing solutions are offered to seniors, for example.

> **By adopting an inclusive city approach, the stakeholders involved in the city's development finally imagine solutions on a "case-by-case" basis, according to the types of public and remain within a vision of the inclusive city that is still, even today, too fragmented and insufficiently universal.**

Even if certain parts of the population have specific needs, they share common issues and similar expectations with all the other users.

Among these common needs in public spaces : **getting around, finding one's way, resting, feeling safe, fulfilling oneself through leisure activities or socializing;** hence **the need to decenter the perspective and go beyond the sole question of the public, with the broader objective of meeting the needs of all users of public spaces.**

MOVING FROM CONSULTATION TO PARTICIPATION – THE PARTICIPATORY CITY

Public space planners develop urban projects which, even today, do not always meet the real needs of the inhabitants.

The solutions devised suggest that knowledge of the different audiences' expectations is still insufficient.

> **One of the fundamental conditions for truly inclusive cities would be to listen more carefully to what residents have to say and to take this into consideration when developing urban projects.**

This is one of the recommendations made by the *Impact Tank* think-tank in its report proposing 80 recommendations for public authorities in favor of more inclusive urban planning. The tools of participatory democracy are now increasingly mobilised with a view to involving the inhabitants in the transformation of the territory and making citizens actors in local life.

These initiatives also promote the appropriation of public space, and the spaces intended for them.

Recommendations that highlight the importance of involving users from the design stage and throughout the evolution of the project

ADEME, in its *Inspiration Notebook for More Inclusive Territories,* has also made recommendations in this regard with the aim of building services and facilities adapted to the real needs of users.

What are the ways to involve the inhabitants and to move from simple consultation to their effective participation?

Participatory budgets

Participatory worksites

Co-design workshops

This approach of citizen participation in the design of more inclusive public spaces implies moving from a *"vertical model of the fabric of the city"* to a model of *"doing with and for"* users.

THINKING MULTI-PURPOSE AND HYBRID STREET USE

The needs of residents change over the course of their lives, and so do their uses, in line with the evolution of their lifestyles (mobility, work, consumption). The need to rethink the public spaces is therefore posed, with all the greater urgency as some are not or are no longer suitable. It is also essential to consider the fact that even today, some publics remain invisible: by using the "circuits" dedicated to them, certain categories of users do not always have the opportunity to meet each other, which increases the feeling of exclusion in the public space.

The hybridization of streets and the mix of uses, one of the levers identified to support the process of building a more inclusive city

Designing modular developments makes it possible to encourage the meeting of different publics (and to promote intergenerational or social diversity), to create social interaction or to avoid limiting or restricting the uses of the same space, but to encourage a mix of uses. Imagining multifunctional and modular spaces, that can be adapted, thus makes it possible to meet the needs of the greatest number of users.

> **An approach that focuses primarily on the ways in which city spaces and services are used, and not just on its different publics, can provide an additional perspective that contributes to effectively meeting each and everyone's needs.**

LA RUE COM-MUNE

@La Rue Commune

Rethinking the streets of tomorrow thanks to an approach focused on uses, the case of the Rue Commune

This reflection is in line with the approach "La Rue Commune" (Common or Shared Street), whose model advocates a better cohabitation of all in a space shared by all users. La Rue Commune is a project that is part of a "call for commons" by ADEME on the resilience of territories, the objective of which is to rethink the streets of tomorrow, by integrating a collective intelligence approach involving the mobilization of many stakeholders, around a single question: "Together, how can we transform the streets of large cities to face the challenges of the twenty-first century?".

Many ideas, put forward by citizens as part of this consultation, propose to make streets more inclusive, with the desire to be consulted to co-construct these spaces as they imagine them. Based on recommendations for urban stakeholders, this model encourages the coexistence of different uses and the creation of convivial meeting spaces.

By emphasizing the adaptability of spaces, the Rue Commune perfectly illustrates the principles of hybridization and mixed uses.

An approach also encouraged by the National Agency for Urban Renewal

In the same way, the vision of the National Agency for Urban Renewal (ANRU) shared in its innovation notebook, goes in this direction. The various recommendations for an egalitarian approach to urban planning include, for example: imagining spaces that allow the coexistence of uses, developing spaces in a "transitory" way and thus promoting experimentation, developing meeting spaces.

©La Rue Commune

ASSESSING CITIES' PERFORMANCE ON INCLUSION

Several observatories, barometers or indexes attempt to evaluate the performance of cities in terms of inclusion, each with their own methodology, reflecting the complexity of the definition of an inclusive city. Examples include the Cushman & Wakefield barometer and the UESI index.

1 **Cushman & Wakefield** (a commercial real estate company with more than 100 years of experience and 400 offices worldwide) offers ***The Inclusive Cities Barometer*** which aims to quantify the **social value** of cities by mapping, measuring and monitoring their "degree of inclusion".

In this approach, **the inclusive city is defined** as "*urban environments, which prioritize diversity, equity, and accessibility for all residents, regardless of their background, identity, or socio-economic status. They promote the dignified, independent and productive participation of citizens in all aspects of urban life, including vulnerable people and minority groups. Inclusive cities provide equal access to the built environment and social infrastructure, reflecting the principles of spatial justice."*

The barometer assesses the inclusiveness of 44 cities in the EMEA (Europe, Middle East and Africa) region and 35 cities In the APAC (Asia Pacific) region based on just under 9,000 data points, 110 indicators across 4 dimensions and 12 sub-dimensions. Find this barometer by clicking on this link.

Interestingly, instead of ranking cities based on their performance, the barometer measures cities' progress against starting points, highlighting success stories and providing an actionable roadmap for improvement.

2 ***The Urban Environment and Social Inclusion (UESI) Index*** was launched as a pilot in 2018, essentially measuring **environmental criteria**, divided into 5 categories (air quality, climate change, water and sanitation, urban ecosystem and transport) in 32 cities. It then evolved in 2020 around five areas (air quality, climate change, water and sanitation, urban ecosystem and transport) and 11 indicators, out of 160 cities. The latest version of 2023 now covers 283 cities around the world except Antarctica. The framework remains similar. On the other hand, the data sources have been gradually enriched.

This **research project** aims to help city leaders monitor progress towards Sustainable Development Goal 11, to make cities inclusive, safe, resilient and sustainable.

What differentiates it from other indexes is that it provides a new, spatially explicit tool that uses comparable datasets at the scale of a neighbourhood, to explore how the lived experiences of city residents can vary widely within the same city, where other tools provide a detailed overview of a city, of a specific region or indicator or compare cities at a scale that aggregates the performance of the entire urban area.

This Index is produced by Data-Driven Yale, an interdisciplinary research group at the Yale School of Forestry and Environmental Studies and Yale-NUS College, Singapore, in partnership with the Samuel Research Center for Social Linking. To learn more about this index, find it via this link.

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OVERVIEW OF INITIATIVES AND GOOD PRACTICES AROUND THE WORLD (1/3)

The subject of the inclusive city has been taken up by many local authorities, which are facing different challenges around the world. Depending on the level of urban development, the measures taken will first focus on security and access to infrastructure for all, until developing an integrated and comprehensive policy in favor of the inclusion of all in the urban space.

However, they have in common **the objective of promoting the construction of a social fabric in the city, whether it is a question of participation in decision-making, encouraging meetings or strengthening the security of all.**

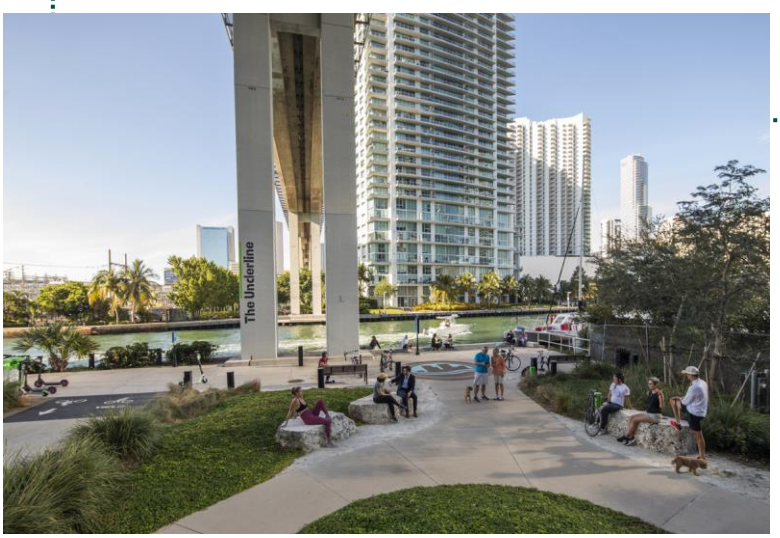
These initiatives seek to create social links, to strengthen the sense of belonging of all to the inhabited place, which is a constituent of the feeling of inclusion.

The Underline, Miami (United States)

Born from a citizen initiative, The Underline is a 16-kilometer-long linear park located under a Miami skytrain line.

It offers several types of spaces, for a mix of uses: playgrounds, sports fields, cultural shows, picnic tables, animal parks, meeting areas, etc.

Currently being developed, this green promenade will be completed in 2026.
The Underline aims to serve 107,000 residents within a 10-minute walk of all major services (schools, hospitals, shopping malls, businesses).



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OVERVIEW OF INITIATIVES AND GOOD PRACTICES AROUND THE WORLD (2/3)

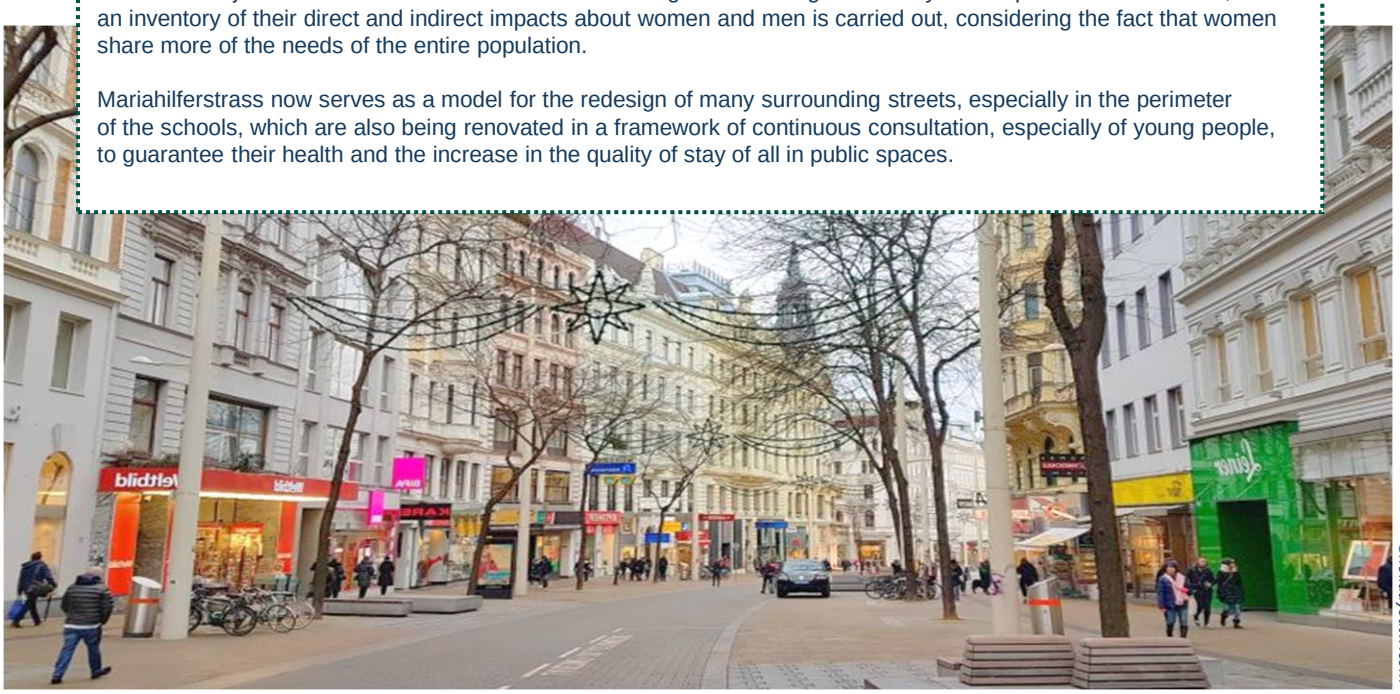
Mariahilferstrass, Vienna (Austria)

Mariahilferstrass is a 1.6 km long shopping boulevard, which the city of Vienna has undertaken to redesign, in the face of increasing car traffic. The Austrian capital has launched citizen consultations and a referendum to invite users to (re)imagine this street, to make it more user-friendly and encourage coexistence between all users.

Since 2015, the street has been divided into three zones: a central area reserved exclusively for pedestrians, framed by two other spaces, this time shared. This has made Mariahilferstrass the longest shared space in Europe, offering playgrounds, meeting areas, parklets and commercial activities all in one.

The development of this street is now the outpost of the city's overall policy in favor of inclusion, instituted since the renewal of the city in the early 1990s: lowering of sidewalks, accessibility of new constructions, objective of a city without obstacles included in the urban development plan since 1994. Since 2006, the city's €16 billion budget has been subject to what local authorities have called a "gendered budget" : for any new expenditure or revenue, an inventory of their direct and indirect impacts about women and men is carried out, considering the fact that women share more of the needs of the entire population.

Mariahilferstrass now serves as a model for the redesign of many surrounding streets, especially in the perimeter of the schools, which are also being renovated in a framework of continuous consultation, especially of young people, to guarantee their health and the increase in the quality of stay of all in public spaces.



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"Laboratorio para la Ciudad", Mexico City (Mexico)

Another inspiring example is that of the "Laboratorio para la ciudad", the Public Innovation Laboratory of the government of Mexico City, in the form of testing grounds. This initiative brings together urban planners, citizens as well as public and private actors, in order to make the city "more open, more playful, more participatory and more creative".

The objective is to create, around consultations, workshops or conferences, projects reimagining the city, in collaboration with civil society, to create dialogue with citizens and ensure a representativeness of diverse user profiles. This initiative has led to the creation of the "Cuidad Propuesta" platform, an online tool on which residents can propose projects to improve their neighborhood.

Urban planners or architects can also complete projects directly online, before citizens collectively choose a selected project.

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LABORATORIO PARA LA CIUDAD

OVERVIEW OF INITIATIVES AND GOOD PRACTICES AROUND THE WORLD (3/3)

Copenhagen (Denmark)

Copenhagen stands out as a model of an inclusive society, where quality of life is a priority and articulated around the Danish concept of "*hygge*", which is often translated into English as comfort, or well-being, but which also includes an attachment to the notions of safety and inclusion. This inclusive approach is reflected in ambitious social policies, accessible infrastructure, and strong support from local communities, facilitating the integration of all citizens into daily life. In this context, public spaces in Copenhagen are often designed to encourage social interactions and provide places to relax and socialize, enhancing the sense of belonging and community among residents.

During its *Engage in Copenhagen 2011-2014 campaign*, the Danish capital set itself the ambition of becoming the most inclusive city in Europe. Four strategic pillars have guided the city in achieving this goal *(content below).*

Today, Copenhagen is still actively working to strengthen social cohesion and fight against discrimination while promoting inclusive urban organisation. The city has succeeded in its challenge to become the most inclusive city in Europe since it is often cited as an example or solicited by other local authorities on this subject.

Implication

The city has sought to systematically involve partners such as businesses, educational institutions, the media, as well as religious associations and bodies representing minorities, as well as those that inform the public.

Social inclusion

Engage in Copenhagen also sought to promote relationships between children, parents, and neighbors, to create a safe city, where familiarity, understanding and tolerance prevail. In an interview, the Deputy Mayor for Employment and Inclusion, Anna Mee Allerslev, echoed the importance of building a social fabric: "Inclusion is a sense of belonging. In other words, if you feel Copenhagener, you are included in the city."

The fight against discrimination and exclusion

Combating discrimination and exclusion: the city has organized information and awareness campaigns to end discrimination, including a hotline to help victims.

Dissemination of knowledge on rights in relation to discrimination and equal treatment

In particular, a diversity charter has been drafted, accompanied by a diversity council. The signatories of this charter (500 companies and associations) affirm 3 guiding principles: diversity is a strength; everyone must have the opportunity to actively participate and get involved in the affairs of the community.

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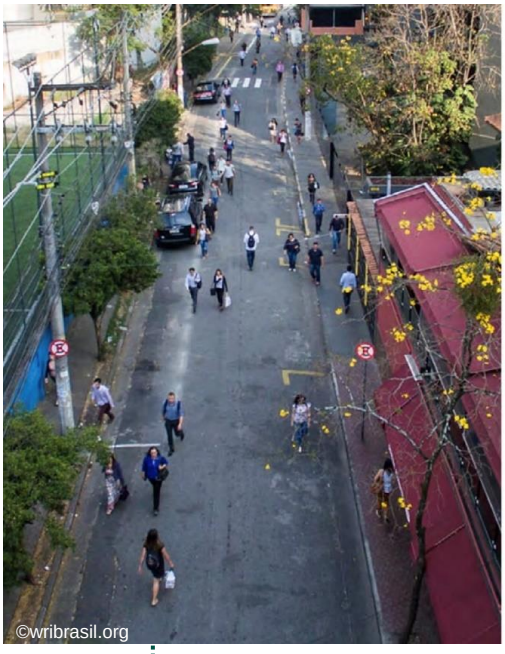

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The concept of "Ruas completas", Brazil

The concept of "Ruas completas" in Brazil aims to make urban spaces more inclusive for all users, regardless of age, gender or physical ability.

In contrast to traditional approaches that favour the private car, this concept focuses on creating accessible and safe streets for pedestrians, cyclists, and public transport users. Inclusivity is at the heart of this approach.

For example, João Alfredo Street in Porto Alegre has been redesigned to provide shorter pedestrian crossings and slow-down zones, improving safety, especially for children and the elderly. Marquês do Paraná Avenue in Niterói has redistributed part of the space previously dedicated to cars to create bike lanes, widened sidewalks and green spaces, facilitating access for everyone, including people with reduced mobility.

These developments provide places for socialization and rest, promoting better social interaction and a more equitable use of urban space. By reducing vehicle speeds and improving pedestrian and cycling infrastructure, the concept of "Complete Streets" helps to create safer and more welcoming cities for all categories of the population, thus strengthening the sense of inclusion and community.

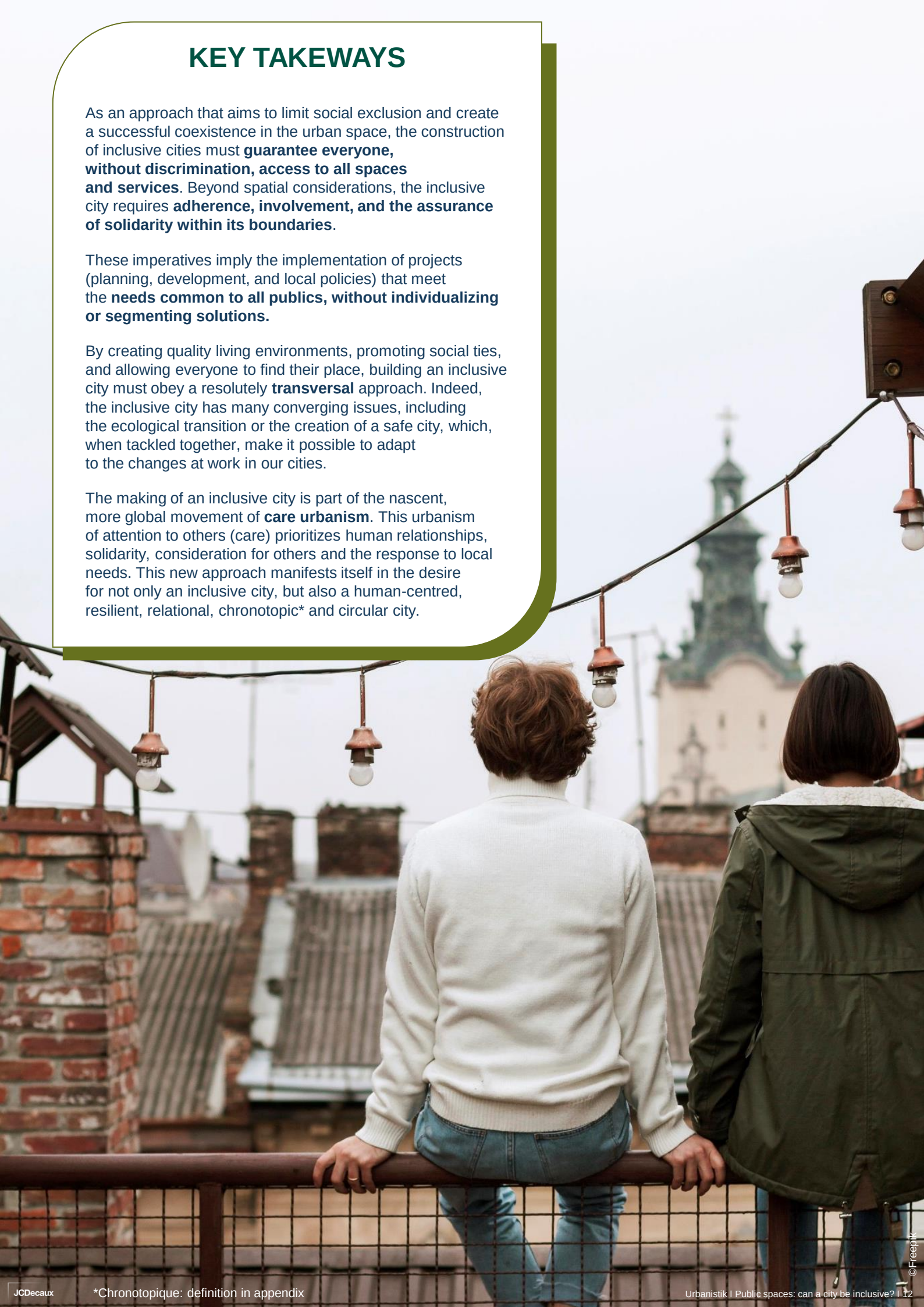
KEY TAKEWAYS

As an approach that aims to limit social exclusion and create a successful coexistence in the urban space, the construction of inclusive cities must **guarantee everyone, without discrimination, access to all spaces and services**. Beyond spatial considerations, the inclusive city requires **adherence, involvement, and the assurance of solidarity within its boundaries**.

These imperatives imply the implementation of projects (planning, development, and local policies) that meet the **needs common to all publics, without individualizing or segmenting solutions.**

By creating quality living environments, promoting social ties, and allowing everyone to find their place, building an inclusive city must obey a resolutely **transversal** approach. Indeed, the inclusive city has many converging issues, including the ecological transition or the creation of a safe city, which, when tackled together, make it possible to adapt to the changes at work in our cities.

The making of an inclusive city is part of the nascent, more global movement of **care urbanism**. This urbanism of attention to others (care) prioritizes human relationships, solidarity, consideration for others and the response to local needs. This new approach manifests itself in the desire for not only an inclusive city, but also a human-centred, resilient, relational, chronotopic* and circular city.



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*Chronotopique: definition in appendix

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