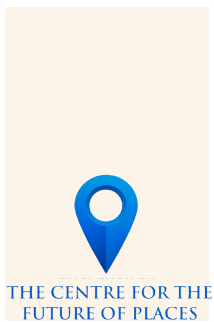
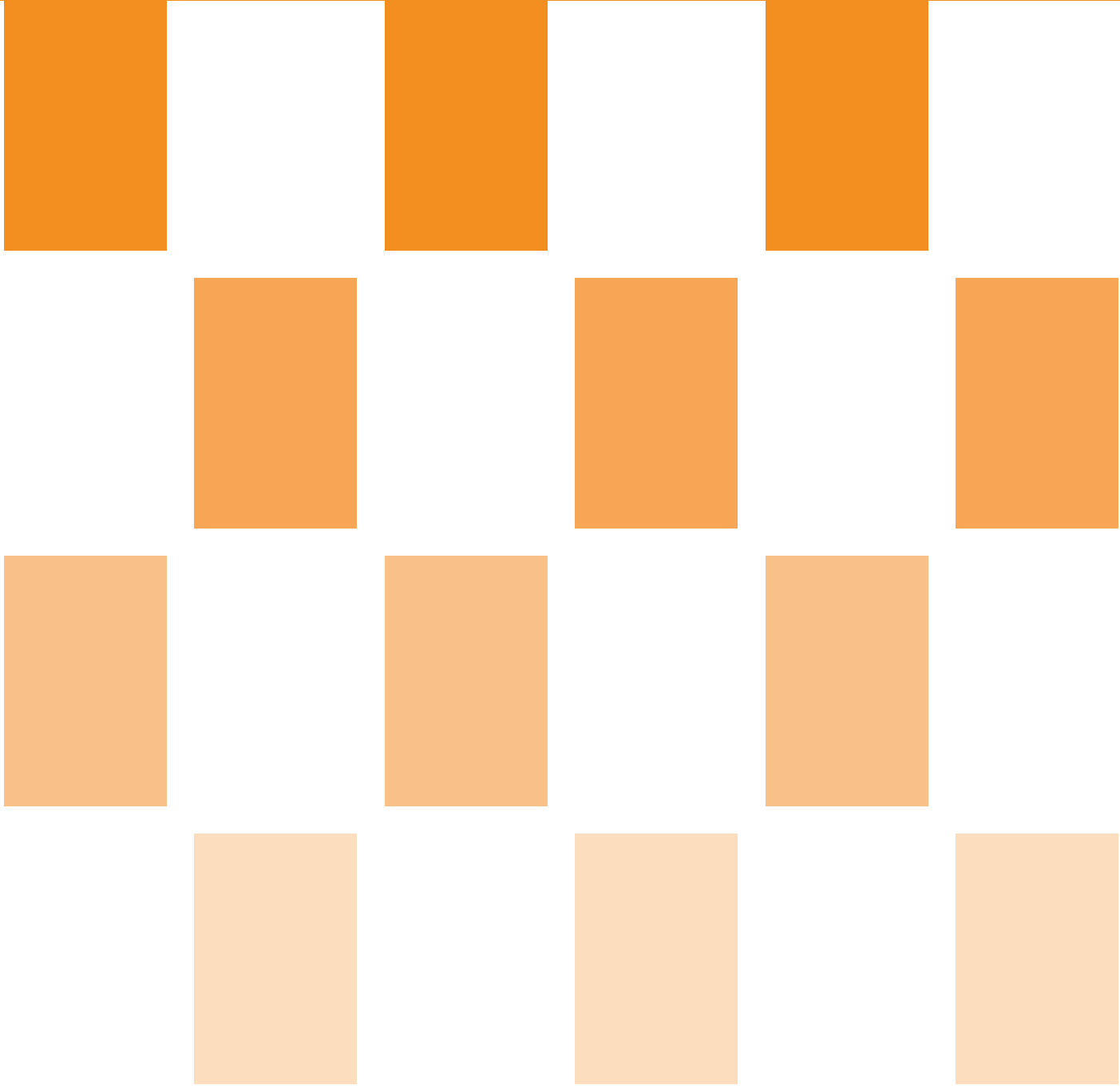


CITY-WIDE PUBLIC SPACE STRATEGIES

A GUIDEBOOK FOR CITY LEADERS

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THE CENTRE FOR THE
FUTURE OF PLACES



PUBLIC SPACE
PROGRAMME

UN**HABITAT**
FOR A BETTER URBAN FUTURE

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FOREWORD

Executive Director of UN-Habitat

In our rapidly urbanizing world, the need for inclusive, safe and accessible public space becomes ever more critical. A healthy city is one that provides physical opportunities for free social engagement, has plenty of green space and fosters co-existence, promoting democratic participation, as well as good public health and well-being.

City leaders must pay careful attention to the development and maintenance of public space as a multi-functional and connected urban system, otherwise the increasing privatization of city centres could see public spaces and parks simply disappear.

UN-Habitat is increasingly focused on the advancement of the public space agenda, including consolidating local and international approaches and enhancing the knowledge and capacity of partners and local authorities to deliver inclusive and sustainable public spaces. Promoting the vital role of public space was mandated by Member States and UN-Habitat's Governing Council in 2011 through Resolution 23/4 and we have worked to strengthen the discussion surrounding public space and to provide actionable policy guidance supporting cities to drive change.

In 2012 UN-Habitat launched the Global Programme on Public Space and in 2015 the Toolkit on Public Space was published, with experts and partners, offering steps to improve the availability, quality and distribution of good public spaces. In this context UN-Habitat has partnered with the Centre for the Future of Places leading to this guidebook and its associated compendium.

For city residents to really feel the full benefits of streets, parks and public facilities these should be coordinated, connected and well-managed. This requires forethought, diagnostics and leadership and the engagement of local communities to develop relevant strategies. Both the *Guidebook for City Leaders* and *Compendium of Inspiring Practices* aim to empower city leaders to produce city-wide public space strategies that are inclusive and implementable.

Maimunah Mohd Sharif

Under-Secretary-General and
Executive Director of UN-Habitat

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INTRODUCTION

0.1 Why Public Space?

That public space has experienced a resurgence in both the realms of urban policy makers and practitioners may be less surprising than the fact that it ever lost importance in the first place. Indeed the 20th century has seen the erosion of much of the spatial, social, and political aspects of the public realm that have historically been taken for granted. Early on the Charter of Athens promoted planning that separated functions and dispersed settlements. Later the spread of the automobile disincentivized public transit and walkability. Most recently, neoliberalism has urged the privatization of public goods in general.

However, a growing body of research reminds us of the critical importance of reclaiming and investing in public space. 'Public space plays an important role in sustaining the public realm... [it] is required for the social and psychological health of modern communities' (Mehta 2014). 'They are sites of social interaction and active citizenship, in which personal identities are constructed through unmediated human contact, educating the city-dweller about the 'other' and teaching true urbanity' (Németh 2008). And there are other more prosaic—but no less essential—functions such as the rights-of-way for circulation and utility provision that many contemporary unplanned urban settlements sorely lack.

In fact, the benefits extend to all dimensions of development. Public space is critical for environmental sustainability, including mitigating and adapting to the effects of climate change. By hosting routes

for public and non-motorized transport, public space can lower per capita greenhouse gas emissions, and by protecting large green patches it can host biodiversity and counteract the urban heat island effect. Public space can also drive economic development by stimulating investment, increasing property values and generating municipal revenue through taxes and permits. Providing space for informal business is a particularly critical socio-economic role in fast-growing cities in the developing world. Finally, public space can improve public health by providing opportunities for enhanced physical activity, psychological relaxation and stress reduction. The improved mental health that results from access to green space also reduce the incidence of violence.

This Guidebook adopts the definition of public space as 'all places publicly owned or of public use, accessible and enjoyable by all for free and without a profit motive.' They are generally divided into three types: streets, public open spaces and public facilities.

Streets are the fundamental public spaces in every city; the lifeblood of social and economic exchange. They include sidewalks, avenues and boulevards, pavements, passages and galleries and bicycle paths. To be considered public streets should be publicly owned and maintained, accessible without charge and at all hours. Streets are also extremely versatile as they can host open-air markets, performances, events, political rallies, demonstrations and informal sector activities, as well as essential urban functions such as mobility. However, they are the most vulnerable to single-use domination such as motor vehicles prevailing over pedestrians.

Open spaces generally serve the function of recreation (e.g. gardens and parks, community gardens, corridor links, amenity spaces, community use facilities, civic commons or squares, which are for playing, socializing, exercising or celebrating) or sport (e.g. public playgrounds, which are for formal structured sporting activities such as team competitions, physical skill development and training and players and spectators).

Public facilities include public libraries, civic/community centers, municipal markets and public sports facilities. In many cases, these facilities are only accessible during daylight hours or operating hours.

0.2 Why City-wide?

Some public space benefits are unachievable through a site-based approach to public space or individual spaces and places, however successful they may be on their own terms. Amenity, cleanliness, safety and vitality can be scaled up to many sites across a city but cannot generally provide distribution, connectivity, locational accessibility or programmatic diversity. These require a city-wide system of public spaces, which, when well-coordinated, portends benefits totalling more than the sum of its parts. The connective matrix of streets and open spaces forms the skeleton to which the rest of the city attaches. Beyond parks, playgrounds and markets this may also include the edge spaces (frontages and or alleyways) between buildings and roadsides or simply roadside verges, spaces that are rarely thought of as such on their own. Many of these spaces have been reappropriated for use by the urban poor.

At a city-wide scale, public spaces are often categorized based on their catchment area, i.e. into local or pocket parks, neighbourhood spaces, district or city spaces and national or regional spaces.

Local or pocket parks service the recreation needs of the immediate residential population, are usually 0.03-0.04 ha in size and should be located no more than 400m (or a five-minute walk) from the average resident.

Neighbourhood open spaces serve as the recreational and social focus of a community through their variety of facilities and opportunities to socialize; they are usually 0.04-0.4ha and also ideally located 400m from the average resident.

District or city open spaces serve multiple neighbourhoods with players and visitors travelling from surrounding districts, provide for organized formal sport and and some natural habitat and are generally 0.4-10ha in size; ideally they will be located on district distributor roads, be serviced by public transport and nonmotorized transit networks and accommodate a variety of concurrent uses (i.e. both passive and active) for multiple user groups, as well as constitute a combination of programmed spaces and natural habitat. Larger city parks of 10-50ha may do even more to protect biodiversity and environmental values through the retention of bushland, wetlands and other natural habitat.

National or metropolitan open spaces are usually determined by resource availability 50ha and 200ha, should also be well serviced by distributor roads, public transport and nonmotorized transit networks and accommodate a variety of concurrent uses and users, as well as programmed spaces and natural habitat.

Few cities will have all categories of public space distributed in sufficient size across all neighbourhoods of the city. However, transformative change can take place across a public space system. Most often cities require a consistent legal framework to accomplish this. This is particularly so if they wish to address challenges related to unplanned development and mediate access and enjoyment between potentially competing groups. After all, public space forms the setting for a panoply of activities—trade, commutes, ceremonial festivities, community life and even livelihoods (e.g. for street vendors and waste pickers). Where public space is inadequate—because of insufficient space, poor design, irregular or nonexistent maintenance or restrictive privatization—it leads, however subtly or incrementally, to the segregation of a city because different groups meet and get to know one another less and less (UN-Habitat 2015). Only a city-wide approach can help correct such an imbalance.

0.3 Why Strategies?

A few cities have adopted and are implementing city-wide public space strategies (see *City-wide Public Space Strategies: a Compendium of Inspiring Practices*, the companion publication to this Guidebook). But haven't don't more done so? There are many obstacles: lack of human resources and administrative fragmentation in local governments, rampant privatization of public space and insufficient political counterweight, entrenched site-based programmatic approaches in professional disciplines, lack of interest and/or conflicting demands from communities and other difficult temporal tradeoffs. But the benefits are many: responsiveness to residents' demands, increased sociospatial justice, improved ecological interface and enforcement of private compliance, in addition to the improved distribution, connectivity, accessibility and diversity mentioned above.

It is well-established that the provision of sufficient, well-distributed public space of good quality requires planning, but a wider strategy is fundamental for cities to achieve a meaningful and inclusive plan, as well as to ensure there is capacity to deliver it. A strategy extends further than solely addressing spatial scope, it encompasses the establishment of clear goals, targeted users and complimentary policy and it details governance arrangements, clear timeframes, funding plans, rules of use, conflict resolution mechanisms and plans for implementation. A strategy requires governments to place focus on the processes involved in developing and implementing a plan, rather than

just the content itself. This long-term approach to city-wide public space allows governments to plan their resources efficiently, increasing the chance of successfully achieving the outcomes of a good plan.

The purpose and importance of a city-wide public space strategy is primarily to:

Set a clear vision, mission and objectives for the provision and management of public spaces in cities;

Establish a set of standards for the quality, quality and accessibility of public spaces that provides greatest benefit and best use of available resources;

Set out principles and guidelines for the design and management of public spaces;

Bring forward a detailed action plan of measures set in the context of competing priorities that the city would wish to achieve through a range of partnerships;

Engage local communities with their immediate environments and enable and empower them with management-related skills;

Identify partnerships that will realize a wide range of public space benefits;

Allow city leaders to identify areas where facilities may be lacking--whether due to poor provision, location or quality--and where there are opportunities for improvement.

A city-wide public space strategy provides an action-oriented approach to acquiring, setting up, planning, implementing and maintaining a network of high-quality public spaces in a city or town for future sustainability. It confronts the present actual state of the public spaces in the city, identifies needs and demands and crystallizes a collective vision and goals through better management and development of public spaces. It is often translated into recurring annual public space action plans, which provides more detailed information on proposed programs and projects by year of implementation. It provides the best possible changes of sustained provision, quality and accessibility over time. Despite being comprehensive, some city-wide public space strategies may benefit (or even exist in the first place) because of a particular motivation or end to which public space is being put. Step 1.4 in Section 1 of this Guidebook discussed possible entry points for the initiation of a city-wide strategy.

0.4 Why Government?

City-wide public space strategies provide connections and relations that facilitate balanced urbanization and ensure that individual sites produce a measurable 'public space dividend'. To promote and increase this share, governments have historically played the role of facilitators, regulators, and implementers of public space. However, the provision and management of public space has undergone a structural change. Local governments, straining under austerity measures and vulnerable to the growing influence of neoliberalism, have been subject to reforms that all but necessitate the outsourcing of the task of public space creation, management and ownership to private actors. This sometimes occurs through arrangements such as public-private partnerships. Swathes of publicly owned spaces in cities around the world are being acquired by private corporations, in a process that is often engineered to appear necessary and benign.

There has been a substantial disinvestment of government funding in public space since the 1960s and 1970s. This shift towards private development has in part been caused by the growing belief that market forces are the most effective driver of urban regeneration (Leclercq, 2018). In the continual pursuit of global competitiveness and image enhancement, many cities have given private actors a greater role in the development and management of everything (including space) that has traditionally been public. This has largely been detrimental to the democratic rights of urban communities. Even when space

remains in public ownership its operation and maintenance can be privatized, which almost always leads to exclusion. Moreover, as distance from the city increases the quantity and quality of public spaces generally decreases, and space-limited cities may not be able to resist the annexure of public space.

The increasing reliance on private investment has led to the creation of **pseudo-public spaces**: large open spaces and thoroughfares that appear to be public, but are actually owned and controlled by private entities. These spaces are often exempt from local laws governing public space. Rather they are administered by security standards and use regulations that are influenced by the interests of private landowners; rules that are also often unstated unless they are breached. 'When proposed and developed, these sites are seen as enabling, and cost-saving for public authorities; many promises are made regarding access, but are often legally weak or malleable' (Pratt, 2017).

If the responsibilities of government to are not balanced with increasing reliance on market mechanisms there are consequences. The delegation of public space development causes 'an erosion of its public character, and consequently a reduction of physical dimension of the public sphere' (De Magalhaes, 2017). Privatization is fundamentally driven by profit, creating the type of sanitized, highly commercialized public space that aims to attract businesses and investors, and that exists to extract maximum profit

from the public consumer. Any activity or person that has the potential to disrupt—skateboarders, buskers, the homeless—can be refused access. Pseudo-public spaces tend to have stronger forms of surveillance, and public access remains at the discretion of the landowner.

To successfully address these trends, the public sector has to be more efficient and effective in enforcing a development vision of its own and ensuring that public space is integrated into a master plan. This will also require the establishment of legal and policy frameworks at various administrative levels. Ultimately, a **three-pronged approach** of legislation-design-finance needs to operate across the four scales of government—global, national, municipal and neighbourhood. A **national urban policy** gives strategic direction, promotes coordination and enables the efficient use of resources as local authorities formulate city wide public space strategies. National leadership can also empower city level authorities to translate and apply national regulations while providing clear conditions on the expected outcomes. At the city level, municipal governments can reinforce public space networks within appropriate regulatory frameworks. **Local development plans** provide a platform for incorporating public space strategies into their programmes and sharing financial support.

0.5 Which Guidance Already Exists?

Sustainable Development Goals

The Sustainable Development Goals (SDGs), are a universal call to action to end poverty, protect the planet and ensure that all people enjoy peace and prosperity (United Nations 2018). All Member States of the UN have adopted and agreed to collaborate to achieve its 17 goals and 169 targets. Targets and their associated indicators can be adapted in accordance with a country's (or city's) own priorities and challenges. SDG 11 is dedicated to inclusive, safe, resilient and sustainable cities and human settlements, and one of its targets is dedicated to public space. It states that 'by 2030, cities should provide universal access to safe, inclusive and accessible green and public spaces particularly for women and children, older persons and persons with disabilities' and it is measured by the percentage of the city's land area that is in public ownership and use. Other targets under other goals highlight the universal aims that are part and parcel of a city-wide public space network, e.g. the promotion of mental health and well-being, reduction of deaths from road traffic collisions, reduction of illnesses from air and water pollution, elimination of violence against women, provision of safe and secure working environments for those in precarious employment and strengthening of resilience to climate-related hazards.

The New Urban Agenda

In complement to the SDGs, the New Urban Agenda (NUA) is an action-oriented document that effectively provides guidance for achieving the urban dimensions of the SDGs. It outlines the three fundamental shifts and accompanying concrete mechanisms that will be required to develop cities more sustainably and equitably through 2036 (Habitat III & UNCHSUD, 2017). It also urges national governments and local authorities to work with the international development community to promote, provide and protect safe, accessible and green public spaces. In so doing, it calls specifically for an increase in public spaces such as sidewalks, cycling lanes, gardens, squares and parks as well as better and greener public transport. It champions the role of sustainable urban design in ensuring the liveability and prosperity of a city. And it promotes the role of governments at all levels in leading urban rules and regulations, urban planning and design and municipal finance.

Global Public Space Toolkit

UN-Habitat's Global Public Space Toolkit reviews a number of principles and policies and highlights examples of these being transformed into action, followed by 10 policies: (1) knowing where we are and where to go, (2) measuring the quality of public space, (3) securing political commitment, (4) legislation and public space, (5) anchoring public space in national urban policies and seeking synergies within governments, (6) street-led approach to city-wide sum upgrading, (7) planning public space as a system, (8) using public space to lead development strategies, (9) participation as if it were a public space and (10) leveraging public spaces as resource multipliers. The Global Toolkit also avails the general background, descriptions and definitions of various typologies of public spaces.

0.6 Why This Guidebook?

One of the key challenges for cities and towns is to identify relevant, locally-appropriate approaches for preparing and implementing public space interventions at different scales. *City-Wide Public Space Strategies: a Guide for City Leaders* (hereafter 'guidebook') offers clear, practical guidance to city leaders and other municipal policy and decision makers on how to prepare a city-wide public space strategy and how to deliver, monitor and review existing strategies.

It attempts to demystify the process of creating a city-wide public space strategy, suggests the essential ingredients of such a strategy and outlines the five minimum norms that such a strategy should aim for as a wider outcome of its implementation. In that sense it also constitutes three-guides-in-one as it provides three distinct but complimentary sets of guidance. Section 1 outlines steps, or the process that a city might follow in developing such a strategy. Section 2 outlines ingredients, or the outputs of such a process that might constitute the core elements of such a strategy. Section 3 outlines norms, or the wider outcomes that a strategy should seek to achieve. None of these is mutually exclusive and there is considerable overlap between them. Certainly in any real-life scenario these universal basics will have to be elaborated appropriately, which in most cases will require adaption to local conditions, demands and opportunities. Our hope is that the resulting strategy—in the spirit of the Guidebook as a whole—will remain a flexible instrument, allowing for variations and changes over time as long as the overall objectives and values are met.

With the above, UN-Habitat's Global Public Space Programme has endeavoured to provide what it considers a list of 'optimally essential' elements, which it hopes will suit the cities that use it—*more or less*. Reality is always more complicated, so many cities will find additional elements to be necessary; for them the elements of this guidebook may constitute a minimum. At the same time capacity is often less than optimal, particularly in fast-growing cities; **for them a first strategy may have choose a smaller number of priorities** by paring down what essentially constitutes a maximum. A future edition of this guidebook the Global Public Space Programme will distill the lessons from its test-bedding and identify a reduced list of 'minimum priority' elements with which capacity-strained cities undertaking their first strategies might begin.

This guidebook aims to achieve a holistic approach to the process of creating a city-wide public space strategy, consolidating and building on existing knowledge to provide a strong foundation for local governments to successfully achieve public space goals. To produce it, UN-Habitat's Global Public Space Programme ('the Programme') undertook four activities.

First, the Programme compiled and **analyzed 26 city-wide public space strategies from around the world**. These are published in the companion to this guidebook, *City-Wide Public Space Strategies: a Compendium of Inspiring Practices*. The evaluation checklist with which the compendium concludes informs some of the steps in Section 1 and many of the ingredients in Section 2 of this guidebook.

Second, the Programme scanned a **body of policy guidance** covering all stages of city-wide spatial development. The ingredients in Section 2 incorporate elements of five of them:

Gehl Institute (2019) *Inclusive, Healthy Places*

Prince's Foundation (2019) *Planning for Rapid Urbanisation: a Toolkit for Mayors and Urban Practitioners*

UN-Habitat (2016) *Global Public Space Toolkit*

UN-Habitat (in press) *Urban Plan Benchmarking Tool*

World Bank (2020) *The Hidden Wealth of Cities: Creating, Financing, and Managing Public Spaces*

Third, the Programme **reviewed the academic literature** for evidence of the utility of adopting certain public space norms. that address and analyze aspects of the quality, diversity, accessibility, maintenance and life of public spaces. The norms in Section 3 adapt much of the substance contained in three of them:

Mehta V (2014) *Evaluating Public Space*

Németh J (2008) *Defining a Public: the management of privately owned public space*

Varna G and Tiesdell S (2010) *Assessing the Publicness of Public Space*

Fourth, the Programme **distilled the lessons it has learned** from its own experiences assessing city-wide public space systems and helping cities design strategies for the same. These inform the steps in Section 1.

- 1.1 Establish a Working Group**
- 1.2 Generate Political Support**
- 1.3 Build Partnerships**
- 1.4 Initiate the Formulation Process**
- 1.5 Undertake Baseline Research**
- 1.6 Engage Stakeholders Broadly**
- 1.7 Draft the Strategy**
- 1.8 Prepare an Action Plan**
- 1.9 Secure Formal Endorsement**
- 1.10 Communicate the Strategy**
- 1.11 Implement the Strategy**
- 1.12 Monitor and Evaluate**



STEPS

A PROCESS-BASED GUIDE TO CITY-WIDE PUBLIC SPACE STRATEGIES

Preparing a city-wide public space strategy is not an easy task and not only takes considerable time but also substantial investment. The process will inevitably comprise many steps with many different stakeholders. Cities are unique—each has different spatial conditions, challenges, opportunities and requirements. Each city will articulate its own method; the composition of its working group will invariably differ from that of other cities as will the format of the strategy itself. In some cases not all steps detailed here may even be entirely applicable—the resources to hand will invariably affect the way a city designs its own strategy. Nevertheless, all public space strategies should be developed based on a common vision and a set of principles. Adhering to a basic set of steps will be very useful in developing a city-wide public space strategy that is ultimately effective, usable and implementable.

The process a city follows in developing a strategy is often not documented so the published record is slim. However, UN-Habitat's experience working with cities has shown clearly that development processes must balance top-down and bottom-up approaches. Purely bottom-up exercises run the risk of never getting off the ground; purely top-down ones that of not surviving in the real world over the long haul. For that reason this process-based guide is deliberately iterative. It alternates steps of decision making and consultation; closure and openness; research and advocacy. To reference a common sociological paradigm, it is not a question of structure or agency, or of chicken or egg. Both are required in iterative succession. There are two rounds of political buy-in; first just after the working group has constituted itself and again at the end to endorse the strategy. Participatory consultation also appears twice: after a political champion has been secured and again between fact finding and strategy formulation.

While the 12 steps recommended in this section need not necessarily be followed in the order in which they are listed, they do constitute the most universally-applicable steps that UN-Habitat's Global Public Space Programme has derived from the lessons of its own experience assessing and formulating city-wide public space strategies. Furthermore, the steps have also been reinforced by an analysis of 26 city-wide public space strategies from around the world (published separately as *City-Wide Public Space Strategies: a Compendium of Inspiring Practices*).

A working group is essential for making clear choices.

1.1 Establish a Working Group

To begin a city-wide public space strategy UN-Habitat's Global Public Space Programme advises the set-up of an ad hoc working group. This working group will ideally initiate the strategy and retain primary responsibility for its preparation. As preparation is not the function of any single municipal department the working group should be composed across disciplines and divisions. However it may be constituted, the working group should have support and legitimacy from the local authority. Its members may encounter resistance from local planners and other stakeholders, so it is crucial for that their commitment is strong, resources adequate and responsibilities clear. They must also be both substantively and organizationally adept. The working group does not have to be formed as a permanent institution that will take over roles of the existing government agency currently involved in public space. Certainly its presence should support the coordination function of the local planning agency. In certain cases where an agency responsible for public space planning does not exist, the working group might eventually constitute a specific agency within the governmental department ultimately responsible for public space.

In any case, the core responsibilities of the working group are fivefold: to identify stakeholders, propose a common vision, formalize a work plan, build capacity and undertake baseline research.

First is to **identify different stakeholders and donors** who might (or should) be involved in the preparation of the strategy. Different stakeholders will have different knowledge, goals and visions for public space, so they should be represented on the working group. It is important that members of the working group come from municipal agencies, the private sector, NGOs, and community groups. The earlier they are involved, the quicker the synergy and their ownership in the process can be created. If many stakeholders are involved directly, a steering committee may be considered for internal coordination and strengthened accountability.

Next, the working group should debate and **settle on a common vision** that is as widely representative as possible. This can be done through a multi-stakeholder workshop over several iterations until consensus is reached.

Third is to **define the roles and responsibilities** of the various stakeholders involved in producing the city-wide public space strategy. Whether the strategy encompasses the entire metropolitan area, the jurisdictional area of the city proper or just one neighbourhood, it is important to conduct a mapping of the key stakeholders and identify their roles and responsibilities so they can champion the formulation of the public space strategy. Each of these is critical as the working group will also likely be responsible for initiating resource mobilization and detailing the planning process.

Fourth, if necessary, the members of the working group should **undergo some type of training to build their capacity** to deal with public space issues. Amongst other issues this may include the ability to assess the condition of the public space, to use the results of such an assessment in formulating a strategy, and—based on a familiarity with the city's planning processes—to incorporate the eventual strategy into the city's planning and budgetary cycle.

Last, the working group should **lead baseline research and/or an inventory** of public spaces in the city, which is covered under Step 1.5 later in this Section.

*Without **political support** public space strategies cannot get off the ground.*

1.2 Generate Political Support

This step, in conjunction with the later step of securing approval and formal endorsement (Step 1.10 in this Section) strengthens a strategy and allows it to include a formalized political commitment (Ingredient 2.5 in Section 2 of this Guidebook).

The starting point in framing any strategy in a city is to secure political will and support. A political champion is crucial to ensuring that public space strategies are given the necessary priority and urgency. Profiling, documentation and consultation with key stakeholders should happen at this stage. A city-wide public space strategy will need vigorous leadership to succeed. Political leadership will inevitably play a role in garnering support for and prioritizing its development. In some cities a strong endorsement from the mayor will be essential to catalyzing action. However, city leadership may not be the only or even the most galvanizing champion. Such a champion may emerge from the community, whether nongovernmental or private sector in nature. In any case, civil society organizations and the private sector will virtually always be instrumental in lobbying for more widespread support.

Building partnerships ensures that the scope of a strategy is realistic.

1.3 Build Partnerships

Building partnerships is fundamental for accommodating the various viewpoints that will invariably conceptualizing public space from various viewpoints. The working group will need to consider the wide variety of stakeholders who will be affected by implementation of the eventual strategy and conflicts and tradeoffs that their respective needs might constitute. For example, a city-wide public space strategy must consider—and address potential tradeoffs between—quality and quantity, economic significance and cultural heritage, economic productivity and environmental sustainability, wealth creation and city imaging, public health and city connectivity, to name a few.

The preparation of a city-wide public space strategy will very rarely belong to a single department and therefore requires a joint approach between all relevant stakeholders. These are primarily the environment/parks, planning, roads, forest and regeneration departments. The group should also include representatives from other departments such as economic development, housing, education, health and culture, as well as NGOs and representatives from other municipalities.

Cities need to facilitate cooperation between different municipal

departments or agencies when formulating comprehensive city-wide public space strategies or consider a separate entity dedicated specifically to public spaces within the department. The role of partnerships is important during the process of formulating a city-wide public space strategy but the public space planning department within a local authority should take a leading role. A surprising number of public space strategies have been formulated by external private consultancy and architectural practices who take a leading role and poses the question of accountability and responsibility for implementation. Involving parties at all levels of planning will help ensure that the strategy ultimately secures political and community support, which is important for the ownership and sustainability of its spaces. Formalizing partnerships at each of these levels can ensure future funding and maintenance.

As public spaces are multi-functional a strategy should reflect the common vision of the community and other stakeholders, not just the local authority. It is important to agree on the scope from the outset. This will naturally help determine the appropriate management structures and resources when the time comes. But first it is critical to set the geographical extent of the strategy, whether it

metropolitan, jurisdictionally-aligned or neighbourhood in its scope. The working group define the range / diversity of public space types to be covered. Geographical scoping provides an insight to the situation of public spaces on the ground. With geographical scoping, one understands what other features neighbour the public spaces and their effect on the public spaces. The geographic scope helps to create strategies for public spaces that improve the overall urban quality by including functional, social, ecological, traffic and architectural concerns. Different cities will have different strategies for the development of public spaces depending on the scale of planning and the typology of the public spaces.

A **metropolitan-scale** public space strategy may cover not only the core city but the contiguous built-up or functional area extending from it, including possibly multiple jurisdictions (e.g. satellite cities, small towns and intervening rural areas).

A **city-scale** public space strategy considers all the land within the administrative area of the municipal government of the the core city

A **neighbourhood-scale** public space strategy covers a special area or neighbourhoods within the city (e.g. historical or special use district).

Entry points such as economic development, heritage preservation and environmental conservation may help initiate formulation.

1.4 Initiate the Formulation Process

It is important to engage the city's stakeholders in the identification of the needs, challenges and opportunities that the strategy should address. In this step the working group establishes a formal working relationship with stakeholders and develops an organizational framework for the entire strategy formulation process. In so doing it should target climate change experts, gender consultants, youth and human rights council, and people living with disabilities council for their initial inputs into the framing of the strategy development. Generally, this involves meeting with them in workshops and seminars co-defining their priorities. Specific activities may include stakeholder analysis and power relationships mapping, creation of a transparent planning organization (e.g. steering committee, reference group, task team), establishment of information dissemination and feedback systems and discussion, modification and approval of proposed approaches.

The working group leads in framing and organizing the needs of the stakeholders and provides technical support and leadership in an inclusive, collaborative and transparent manner. Any number of needs, challenges and opportunities may emerge, and 'public space' per se may not be one of them. Contextual particularities, capacity

constraints and realpolitik may make 'public space' as a theme or term difficult to justify or sell as an end in itself. Other issues may resonate as higher priorities and thus constitute more expedient—if oblique—entry points to a city-wide public space strategy. They may also be either more context-specific or sector specific in nature.

Context-specific entry points might focus on the stage of development of a place over the longer term. Cities with large areas of unbuilt land (see Section 2, Cluster 1 in City-wide Public Space Strategies: A Compendium of Inspiring Practices, the companion to this Guidebook, which discussed the relative potential impact of strategies containing various proportions of undeveloped land) have the advantage of implementing strategies in advance of occupation, rising land values and expensive retrofits. However, promising options remain even to those with a significant degree of development, the three most common patterns of which are listed here:

Cities with **obsolete built fabric** (e.g. post-industrial areas) might employ brownfield development as an entry point to city-wide public space upgrading by taking advantage of multiple abandoned and/or undervalued open spaces for

public acquisition and/or greening. Cities with **inefficiently-planned urban fabric** (e.g. low-density, use-segregated areas) might employ infill and densification in tandem with a city-wide policy of acquiring and protecting new and existing public spaces facing the threat of rising land values. Cities with **unplanned built fabric** (e.g. slums and other informal settlements) can leverage process of slum upgrading and its imperative to insert/extend infrastructure to acquire public space and rights-of-way for new streets and parks where previously none existed.

Sector-specific entry points might focus on programmatic and budgetary priorities over the shorter term, e.g.:

Promoting economic development;

Growing the tourism industry;

Improving safety;

Providing children with recreation;

Protecting biodiversity;

Improving access to the countryside ;

Accommodating cyclists/pedestrians ;

Increasing advertising revenue;

Preserving culture and heritage.

*Without **baseline research** it will be impossible for a city to define how change will look.*

1.5 Undertake Baseline Research

This step generally yields a baseline study and/or inventory (Ingredient 2.1 in Section 2 of the Guidebook).

The working group needs to understand the relevant policies, plans and regulations that will both affect and be affected by the eventual city-wide public space strategy. Baseline studies can thus help align a strategy to ongoing processes as well as determine priorities. After all, a city-wide public strategy should be prepared based on the actual state of the city, including problems and probable causes. Without setting a baseline the scope of public space intervention remains too fluid throughout the formulation and implementation of the strategy. Without it, it may well be impossible for a city to define what change would even look like much less demonstrate that it has been achieved.

This baseline study is not a fault-finding mission but the first step to finding solutions. The information gathered by the working group should describe the state of public spaces in the city, needs and demands in each area of the city and recommendations for improvement. While the process will inevitably be time and money consuming it will contribute to the success of the final strategy

document/plan. Moreover, such a study may constitute the first real opportunity for the working group to collaborate as its members begin to understand each other's knowledge bases and work habits.

The task of the working group in this step is to co-lead data collection, mapping and analysis. First the working group should agree on what type of information should be gathered, as well as its coverage and sources. Ideally this will include both secondary and primary data (see below) at multiple scales (see also below). Relevant scales may depend on the definition of 'city-wide' (see Compendium section on typologies and its discussion of scale and scope). Then the working group should allocate tasks of data collection, analysis and reporting among its members who need to commit to a timetable for the same. It may be wise to prioritize data collection in areas occupied by low-income earners of the city, as these frequently suffer from underreporting in the official record, as well as in vacant and underutilized spaces.

Apart from desktop research, data can be obtained through field surveys. Spatial data can help the team and stakeholders pinpoint which public spaces are located where, the distances between them

and which areas are particularly deficient. There are different tools available for city-wide public space assessment such as the UN-Habitat matrix for city-wide assessment and analysis of public spaces using Kobo Collect. These also provide spatial analysis of the open public spaces and public facilities in the city as well as a detail site specific quality assessment. If the city already has a strategic plan (whether related to space or development in general) its key issues should be mapped and ideally illustrated in a GIS-type environment. The working group should then analyze the data to determine needs, opportunities and recommended interventions and publish in a research report.

Secondary data collection involves studying policies set at different planning levels as well as reports and surveys done by local authorities. Much of this can be done on the internet.

Intergovernmental organizations (e.g. supranational ones such as the UN) encourages their member states (usually countries) to adopt and implement development agendas. Global planning concepts such as new urbanism and green growth may also have relevance for the local development of public spaces.

National governments have their own policies, whether acts of the constitution or dedicated national urban policies (which are growing in prevalence). National governments may also have set their own initiatives and projects relating to public space.

Metropolitan areas may cover multiple municipalities and may contain large, cross-jurisdictional public spaces such as protected watersheds and coastlines as well as transport infrastructure. Occasionally such an area has specific guidelines on the formation and management of public spaces, including natural areas.

Municipal governments will generally have their own strategies and legislation under the aegis of a dedicated department that performs the function of city management. Their duties may include the creating, protecting and enhancing of all types of public spaces, ensuring that all city residents have access to well-designed and safe public spaces.

Neighbourhoods have public spaces generally associated with a smaller scale and user shed (e.g. playgrounds) that may not contain the diversity (and biodiversity) of larger city-wide spaces but nevertheless perform important

roles as havens and stepping stones. Neighbourhood groups may set public space management guidelines with the aims of cleanliness and safety.

Primary data collection is first-hand information on the condition, size and location of public spaces including available infrastructure and services. Interviews and focus group discussions with key informants like NGOs, CBOs, local leaders and community representatives are an important source. They should pay special attention to women, children, youth and other vulnerable groups, all of whom can be involved in the mapping of the public areas and identification of related issues. In parallel, the working group may also coordinate a safety audit. KoBo Toolbox is one example of a free, open-source tool for data collection using mobile phones; it minimizes enumeration errors and can be used into analysis and design stages. Examples of useful information include:

Size, number and location of the public spaces (ideally geocoded and mapped);

Residential density of neighbouring areas (to the extent possible);

Accessibility of the public spaces

(physically and economically) *Provision of infrastructure* (e.g. washrooms, water points, shops, waste bins, park benches, park and street lighting and smoking areas);

Land ownership and neighbouring land uses;

Perception and satisfaction levels.

Analysis of data from primary and secondary sources should test and validate the needs, challenges and opportunities that may have arisen during the engagement exercises that launched the strategy formulation process. In shaping its findings into a research report the working group wish to consider drafting a basic organizational framework such as the one on the facing page. Many of the aspects and finding components overlap so their location in such a framework is flexible. The important thing is to adopt a framework that makes sense in a given context and to complete it logically and comprehensively.

1.5 (continued)

ASPECTS	FINDING COMPONENTS
Physical	Distribution of developed public spaces* Distribution of natural and landscape resources* General topography and morphology
Quality-oriented	Perceptions of safety* General condition (e.g. maintenance)* Presence of culturally-valued elements*
Functional	Accessibility of individual public spaces* Connectivity between public spaces* Presence of different user groups*
Environmental	Presence of biodiversity** Mapping of natural areas and corridors City climate and weather conditions
Economic	Available public space budget* Cost of maintenance of public spaces* Sources of public space financing*

*UN-Habitat's **City-wide Public Space Assessment Toolkit** explains these elements and the specific methodologies required to find and map them (<https://www.localizingthesdgs.org/library/82/Global-Public-Space-Toolkit--From-Global-Principles-to-Local-Policies-and-Practice.pdf>)

The **City Biodiversity Index, developed by Singapore, contains 25 indicators that measure this in various ways and the accompanying user's manual explains the methodology for each (see <https://www.cbd.int/subnational/partners-and-initiatives/city-biodiversity-index>)

Engaging stakeholders broadly will help secure custodianship of the eventual public space strategy.

1.6 Engage Stakeholders Broadly

This step serves as a reality check for the findings that have emerged from the baseline research (Step 1.5).

Participatory public space planning and design are critical for eventual ownership and sustainability of the city-wide strategy. In presenting the findings of its baseline study to the community, the working group initiates a collaborative decision-making process to ensure that all stakeholders' needs and aspirations have been addressed. The engagement process should involve the whole community. Expert-based and local knowledge must mix. Enabling the participation of groups traditionally excluded from the planning process can help ensure that the widest possible socioeconomic and environmental benefits are shared in the fairest manner, thereby securing custodianship and longevity. The working group should use whichever approach best engages the stakeholders as long as it is formulated in advance of wider decision-making processes.

Common methods for engaging the community and stakeholders include **workshops, verbal or written submissions, household surveys, telephone interviews and focus group discussions**. Two novel approaches that UN-Habitat's Global Public Space Programme recommends are **decision-making rooms**, which allow small groups to forge consensus on particular issues, and **mapping tables**, which produce an immediate visualization of the proposals. The working group can use video games like Minecraft, which enables players to build a three-dimensional visual representation of a place and manipulate textured cubes to introduce their proposed changes before they are translated in actuality by design professionals.

Through the above activities the working group should guide the stakeholders in:

Drafting a vision for the city's public space that considers the vision of the city;

Drafting a mission in line with the vision that states public space principles;

Drafting goals and targets based on community needs and the public space mapping .

The end product of this step is the ability of the working group to produce a realistic and achievable city-wide public space strategy that contains a clear vision, mission and goals that satisfy the needs of all stakeholders. This may take several meetings, brainstorming workshops and/or feedback sessions. If done well, long term buy-in will result and it is likely that the strategy will be turned into an annual action plan for the public space sector in the city administration.

The working group should draft a vision, mission, goals, policies, targets and standards.

1.7 Draft the Strategy

Informed by all previous steps, this step is the core work of the working group. The mapping and analysis of current conditions from the baseline study in particular should provide sufficient background information to start drafting the city-wide public space strategy. This should be undertaken by the working group in close consultation with the city leadership and other stakeholders. It also may involve other experts such as urban planners, transport planners, environmentalists and landscape architects. So constituted, this drafting team should formulate a vision, mission, goals, policies, targets, standards and options. Each of these elements should link to national, subnational and other municipal development plans and policies.

Depending on the outcome of the baseline research and analysis, it may be useful to first define what the strategy should capture and emphasize. This might be broad and diverse aspects of public space – which of course will make it very comprehensive—or specific thematic or geographical areas. If a city or town already has a sufficient public space in its existing urban fabric it might choose to focus on a planned extension in anticipation of imminent growth. The nature and direction of the city-wide strategy will have an impact on the various

modes and tools available for its implementation.

Formulating a Vision

The vision statement is a projection of the ideal future condition that the working group and stakeholders desire. It should be:

Easy to envisage;

Easy to communicate;

Sufficiently broad;

Adaptable to the city's dynamic condition;

Formulated in a concise, concrete and clear way.

Formulating a Mission

Following on the vision, the mission statement should cover all four of the following:

Acquiring and expanding public spaces;

Developing supporting infrastructure (e.g. benches, lighting) and services (e.g. waste management, landscape maintenance);

Adopting public space policies to improve sustainability (e.g. enforcement of prohibition against waste dumping) and accessibility (e.g. making entrance free of charge);

Promoting the use of public spaces by the city residents.

Formulating Goals

The goals or objectives of strategy should be clear and concise, outlining the scope of the strategy and embodying SMART (specific, measurable, attainable, realistic and time-bound) attributes. They should also be easily translatable into concrete programmes that will constitute the eventual action plan (see Step 1.8). Goals should be derived from:

Identification of key challenges and opportunities;

Engagement of the community and other stakeholder;

Aspirations of political leaders and other authorities;

Key city policies and priorities (e.g. climate change, gender, human rights, etc).

Formulating Policies

Strategic policies achieve the vision and goals and should be determined on the basis of the working group's analysis of demand and supply. Such an analysis should look for synergies between the various stakeholders—government, civil society, private sector and local communities—involved in the creation and maintenance of public spaces. The policies that the working group derives should aim to create awareness and raise demand, apply community-based approaches and establish user-friendly institutional and regulatory frameworks. Examples include:

Quantity-related policies, which may stipulate the appropriate amount of public space that a city should provide per population catchment area;

Accessibility-related policies, which address areas with public space deficits and may stipulate the minimum average distance to the nearest public space;

Inclusivity-related policies, which may address the accommodation of all groups (e.g. women, children, persons with disabilities, refugees, the elderly and/or marginalized);

Quality-related policies, which may address measures—whether design or management—to combat the dereliction of facilities;

Protection-related policies, which may address the regulation and enforcement of, inter alia, environmental pollution, land grabbing and vandalism;

Safety-related policies, which may call for lighting installations, isolation of high-traffic vehicular zones, etc.

Formulating Targets

In this step the working group moves from addressing the city as a whole to the city as multiple neighbourhoods with different needs. Its examination should zoom in and out of the specific situation in each part of the city. Though many targets will correlate directly to the previously-defined city-wide policies (whether related to provision, quality, connectivity or accessibility) their focus is on the opportunities (both physical and social) inherent in specific neighbourhoods and sites. The working group should also prioritize which targets should be pursued first within a short timeframe. Examples include:

Classifying public spaces by typology;

Distinguishing between spaces for preservation and rehabilitation;

Safeguarding green spaces and creating links to the hinterland;

Developing supporting infrastructure and services (e.g. cycling paths, pedestrian connections, waste management, etc);

Promoting custodianship and use of public spaces by nearby residents.

Defining Standards, Guidelines and Regulations

Standards, guidelines and regulations are required to ensure that all city residents have access to quality public spaces. They set the bar for the minimum quantity and quality levels that should be reached in provision of public spaces as well as the maximum distances that should be covered for good accessibility of public spaces. A strategy's standards should be incorporated in the planning policy and should be in accordance with national, subnational and local policies on public space. All the same, UN-Habitat's Global Public Space Programme believes that every city should adopt as a minimum six essential norms; these are covered in Section 3 of this Guidebook. Examples include:

1.7 (continued)

Quantity-related standards (Norm 3.1 in this Guidebook), which may set down the minimum type and amount of public space that should be available in the city;

Distribution-related standards (Norm 3.2), which may indicate the maximum time and distance people should travel to reach a particular type of open space;

Connectivity-related standards (Norm 3.3), which may cover intersection density, availability of paved footpaths and the like;

Diversity-related standards (Norm 3.4), which may govern the types of activities and user groups to which the different public spaces in the city cater;

Accessibility-related standards (Norm 3.5), which may prescribe the absence of physical or financial barriers that might limit the access of vulnerable groups to public space;

Quality-related standards (Norm 3.6), which may uphold that minimum levels of cleanliness, safety and maintenance are upheld in all public spaces across the city.

As articulating these standards on a case-by-case basis, project by project, may be cumbersome, the working group may wish to

recommend that the city develop a design guide for public spaces.

Governance Options

Lastly, the working group should assess the types governance options available to the public spaces in the city and make recommendations. While all public spaces in a city would ideally be publicly owned and maintained—and this should never be refused where and when legal and financial means allow—this may not be possible for each space in every city in all circumstances. The working group should therefore consider each area's public space needs, study the advantages and disadvantages of each governance option and select the most appropriate. In so doing they should take into consideration the area's characteristics (e.g. configuration of surrounding fabric, observed behaviours, etc), impact on existing public spaces, participation of the eventual users of the facilities, operational and maintenance requirements, supportive policies and regulations, financing requirements and institutions whose involvement may be required. Subsequently, the working group may consider involving consultants in order to review the options available, as well as consult the national minimum standards and thresholds:

Public service spaces are provided by a local agency or enterprise, who are also responsible for its maintenance;

Community-based public spaces are provided by the community, for the community;

Individual patron-provided public spaces have private owners who choose to make a part of their property open to the public;

Commercial service public spaces are provided by private enterprises as part of their corporate social responsibility.

An action plan helps ensure agreement between actors and consistency across priorities.

1.8 Prepare an Action or Implementation Plan

This step yields an action plan (Ingredient 2.9 in this Guidebook).

The action plan outlines the means for implementing the strategy (Step 1.7) and monitoring and evaluating the same. A strategy can be adopted on its own, but without an accompanying action plan its impact is far from guaranteed and it may be difficult to ensure consistency and agreement across actors and projects. The action plan should detail what is to be achieved over the short, medium and long term, prioritizing the relative importance of the spaces that compose the city-wide system. And it should adopt performance criteria that reflect the city's needs. Key aspects to be addressed include timelines, work plans, budgets, reporting procedures, stakeholders' responsibilities and private sector partnership plans.

Each action, explicit or implicit, in a public space strategy should be complemented by a line item in an action plan. An action plan can also be a standalone document, depending on the political prerogative. It is important that all partners agree on who the implementers of the plan are and set the lead for each project. The action plan describes in detail the steps, personnel and timescale for achieving the city-wide public space strategy's aims and objectives. It is

usually derived from the strategy's policies. It should maintain clear links with the goals that precede the policies and the targets that follow them. As actions are identified they may need to be expanded into more detailed, site-specific clusters of activities with component actions. In developing the action plans, any activities proposed or generated indirectly by the citywide public space strategy **should undergo the following process:**

Review by the relevant municipal work unit to ensure that activities are comprehensive and up-to-date, and subsequent selection;

Consolidation of selected activities to ensure effective and efficient implementation;

Prioritization by the working group based on the prevailing politics and available budget.

Activities consequently included in the action plan should be more detailed than any listed in the strategy, and annual action plans should be even more detailed yet.

While there is no set format for a successful action plan, it **should contain the following aspects:**

Actions, which should be clearly linked to the policies of the strategy,

are grouped by theme and highlight relative priority levels;

Actors who will implement and administer the actions, which are usually the most suitable departments or agencies, though may add external collaborators as long as their role is clear;

Timeframe for implementing each action, whether over the short, medium or long term, with start and end dates determined and with interim steps indicated;

Estimated capital and revenue costs of each action, which will help target the most appropriate resources (whether funding, technical assistance or materials) and inform future capital budget;

Funding sources—including both secured and unsecured—which may include the general operating budget, bonds and commercial finance, business improvement districts, etc, and should consider partnerships with the private sector.

The action plan should also harmonize with the municipal work plan. After regular review and screening the city may find some of its activities eligible for inclusion in the municipal work plan. Activities that cannot be synchronized might be proposed to other donors or sponsors.

Adoption makes a strategy the reference point for all the local authority's public space decisions.

1.9 Secure Approval and Formal Endorsement

Having first generated political support (Step 1.2), this step allows for the inclusion in a strategy of a formalized political commitment (Ingredient 2.5 in Section 2 of this Guidebook).

This step ultimately comprises securing legislative or legal approval. First, however, a final consultation exercise will ensure that the strategy has the full support of officials and the community. In this step the working group may deploy questionnaires, public displays and/or focus groups. At this stage it may even be worth setting up a permanent consultative network that could continue through the long-term monitoring of the implementation of the strategy. Then the working group may seek the relevant legislative and/or legal approval. In many cases the formal approval and endorsement, in accordance with established formalities and legislation will require rewriting the strategy in another format.

The city may also have to take additional legal decisions at different levels of government. In some cities policies and strategies may be validated by the legislature arm of government, while in others this may be done through a formal report that is signed and approved by the relevant authorities. It is important to establish an agreement between the key stakeholders, both governmental and non-governmental, to formalize their commitments, in this case to follow and contribute to the CWPSS. In other cities still, the implementation of public spaces may involve signing of an agreement or pact involving all stakeholders. Once this is done the strategy is ready for adoption by the local authority. After adoption it is important to promote it through a launch event or seminar.

Some very well researched and written strategies are never adopted formally by their respective cities' governments. This is a pity because they will never be more than propositional. Adoption is important because it makes a strategy the reference point for all the local authority's—usually a municipal government—decisions relating to the design, development, management, maintenance and funding of public space. Adoption will also bring impetus to the strategy to be considered as part of wider strategic planning, development and service delivery activities. Policies relating to development planning should be incorporated into statutory development plan documents and the strategy itself ideally adopted as supplementary planning guidance.

*A marketing campaign signals that the **city is serious** about improvements and **encourages investment**.*

1.10 Communicate the Strategy

City-wide public space strategies should be disseminated as widely as possible. A dedicated communication workstream can help achieve this and, meanwhile, build support and trust from other stakeholders. This means developing a plan for disseminating information to the public including residents, businesses, institutions and authorities. **A good communication plan** includes outreach and participation processes during the formulation, adoption and implementation stages of the strategy. The working group should also decide on the most appropriate media through which information on the strategy should pass to the community. If resources permit, the working group can even design and execute a public space campaign or go further in developing a branding or marketing sub-strategy. Branding should aim to embed the strategy at the heart of citizens' day-to-day concerns. Promoting the co-benefits of public space (e.g. health, safety, food security, air quality, access to basic services and local economic development) may even build and sustain political support for the strategy's implementation.

At the very least, once the local authority has adopted the strategy, the city should promote it through a launch-type event. Prior to the launch, the working group should prepare and distribute a brochure containing a summary of the strategy. This might include its meaning, function and actors involved in the preparation of the strategy as well as a summary of support from city leaders and follow-up activities. If a media assessment has been conducted the media is likelier to be involved in such a launch and they will likely want to focus on what the implementation of the strategy will mean for the local community. The aims of such a launch would be to:

Make all parties aware that the city is serious about improving public space;

Enable stakeholders to understand their respective roles and responsibilities, particularly in taking the strategy through its next steps;

Persuade others, including national government agencies, the private sector, NGOs and donor agencies, to support the public space development initiatives.

The launch should be well publicized to make the strategy as widely available as possible. All relevant partners should attend to help to develop networks, convince stakeholders that there is momentum behind the strategy and convince residents of the rewards of becoming involved. Through it, the working group can also get inputs for any annual action plans that might rise as a result of the strategy.

*Implementation turns abstract principles into **concrete impact** for communities.*

1.11 Implement the Strategy

If a strategy and action plan have answered 'why', 'what' and 'where', then it remains for its implementation to determine 'how', 'when' and 'by whom'. During the process of preparing the strategy the working group may already have identified a number of relevant mechanisms. Some can be applied by the local authority itself; others require collaboration with partners such as NGOs, community groups and developers. In some cases the local authority will initiate a public space provision or upgrading itself. In others a developer will agree to provide a certain amount of public space as part of its negotiation for approval, and that space may be transferred later to the local authority. In still others a private land owner will be responsible for public space provision and its long-term maintenance. Or redistribution of land may be necessary. Whatever the case, the following implementation modalities have proven broadly useful:

Targeted procurement procedures;

Engagement of entrepreneurs;

City-developer agreements;

Land use regulations;

Land value capture schemes;

Public-private partnerships;

Building codes and permissions;

Permits for signing, advertising, etc.

Implementation should address phasing and timing as well as roles and responsibilities (both within and outside of the local administration). For effective implementation there should be clear linkages to the municipal budgeting cycle, i.e. allocation of sufficient funds in both a short- and long-term perspective. If they have not already done so in an Action Plan, the working group should accomplish the following as it plans for implementation:

Identify potential pilot projects through which the proposed interventions in the action plan can be tested for lessons and adaptation;

Prepare a detailed design, cost estimates and a schedule that clarify how and when everything will be done;

Articulate a precise and transparent budget and prepare for publication;

Adapt general procedures for tendering, contracting and development that favour community contractors and local employment;

Identify a model for the provision of training and advice on technical matters.

Financial requirements must then be estimated. There are three main cost items involved with the development of public spaces; land, infrastructure and financing cost (the interest paid on getting finances to implement public space development). There are several sources of funding:

Taxation via a directed annual percentage or improvement fund;

Loans from central governments and development banks;

Grants from central governments, development banks and corporations;

Funds from twinned cities/regions;

Public-private partnerships;

Redistributed local budget (e.g. participatory budgeting);

User charges for new services;

Sweat equity from local residents.

The participation of citizens must not be sacrificed for the expediency of funding. Residential communities will be essential for the maintenance and management of public spaces, so local governments need to encourage their contributions throughout the creation-management-enjoyment cycle.

Monitoring and evaluating a strategy can help ensure that a city is delivering on its commitments.

1.12 Monitor and Evaluate

This final step should incorporate a series of measurable indicators (Ingredient 2.13) based on adopted norms (Section 3 in this Guidebook).

Lastly, the working group will need to monitor the implementation of the strategy to assess which objectives are being met. The strategy may include text that mandates the municipal government to conduct a regular review. This will enable the city to track progress on the strategy's goals and targets and propose updates to the strategy. Such a review could even be timed with that of the overall city development plan or budgeting cycle. Ultimately, a strategy should be sufficiently dynamic and adaptable to respond to and direct the overall development of a city over the long term. A city-wide public space strategy is a new tool for most cities and once adopted it may require revision with regard to function, substance and/or process. It is therefore important that the city refine the strategy as it gains experience.

The working group will want to ensure that each stage of the strategy is being implemented smoothly and concurrently. This is generally what constitutes monitoring, and any number of parties may be involved or indeed lead it. Monitoring may focus more internally on the process of developing the strategy, more externally on the implementation of

its action plan, or both. And both may serve as inputs into periodic revisions to the strategy. In parallel, the working group will want to assess whether the achievement of the strategy is delivering the wider outcomes, including the expectations of the community. Evaluation may assess effectiveness of the planning process, implementation of activities or the benefits of development. It is typically undertaken annually and its findings used to revise subsequent years' action plans.

In practice, the processes of monitoring and evaluation are achieved by holding regular meetings to review the implementation of the strategy. The working group should review the action plan annually, which will make it easier to secure funding for public spaces. The strategy itself may only have to be reviewed every three to five years. Both processes should be supplemented with contextualized local performance indicators, such as measuring levels of use and user satisfaction. Ideally these will be based on the norms suggested in Section 3 of this Guidebook, as well as an indication of who will be responsible for monitoring which indicators and how frequently the strategy and the action plan will be reviewed.

The working group should establish a minimum number of headline

indicators, which might measure inputs (e.g. the amount of money spent), outputs (e.g. number of new spaces created) or outcomes (e.g. stakeholders' perceptions of improvements). Many authorities use 'quality audit' scores to measure improvement over time and agree on the intervals for the same. The working group also may choose to incorporate indicators already set by the local government. All indicators should be linked to national indicators that may relate to public space to enable partnerships and the provision of annual monitoring reports. Municipal governments may or may not have set systems and tools to enable constant monitoring and evaluation exercises.

Any monitoring and evaluation framework that the working group creates should describe the roles and responsibilities of the different institutions involved and the process for the feedback on and revision of the strategy. Revision may involve anything from the capacity of the working group to the effectiveness of stakeholder involvement, viability of data collection and the meeting of community demands. A final consideration in the evaluation of a public space strategy is how spaces are actually used as opposed to how their planners' and/or designers' visions indicated how they should be used.

- 2.1 Baseline Study and Inventory**
- 2.2 Clear Goals**
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2

INGREDIENTS

AN OUTPUT-BASED GUIDE TO CITY-WIDE PUBLIC SPACE STRATEGIES

Merely following the right process will not guarantee a successful public space system if the output or product of that process is deficient. A city must ensure that its public space strategy has the right ingredients—at least the minimum essential ingredients. A city-wide public space strategy should be procedurally and substantively balanced. Procedural contents might be indicated by the inclusion of a baseline study and clear timeframe, whereas substantive contents might be indicated by policy synergy and the inclusion of measurable indicators. A strategy should also be balanced in terms of vision and implementability. Vision is often indicated through the inclusion of clear goals and a long-term timeframe, whereas implementability may be indicated by a political commitment and targeted users.

This section proposes 13 ingredients that UN-Habitat's Global Public Space Programme and the Centre for the Future of Places consider essential for any city-wide public space strategy. They have been selected partly on the basis of a scan of body of policy guidance covering all stages of city-wide spatial development (discussed in more detail in the Annex) of which five documents were particularly relevant:

Gehl Institute (2018) *Inclusive, Healthy Places*

Prince's Foundation (2019) *Planning for Rapid Urbanisation: a Toolkit for Mayors and Urban Practitioners*

UN-Habitat (2016) *Global Public Space Toolkit*

UN-Habitat (in press) *Urban Plan Benchmarking Tool*

World Bank (2020) *The Hidden Wealth of Cities: Creating, Financing, and Managing Public Spaces*

Each of these policy guidance documents recommended some of the 'outputs' or contents that a spatial strategy or plan should contain. Their recommendations were cross-referenced with an analysis of the contents of 26 city-wide public space strategies from around the world (published separately as *City-Wide Public Space Strategies: a Compendium of Inspiring Practices*). Naturally there is overlap between the final 13 ingredients, and their sequence is far from uncontested. Cities formulating new strategies will have to adapt these ingredients to local conditions, demands and opportunities. Some cities will find additional ingredients to be necessary while others will want to adhere to the minimum essentials. A future edition of this guidebook will identify a reduced list of 'minimum priority' elements with which capacity-strained cities might begin.

*A good baseline study provides a **grounded understanding of urban context**, including constraints and opportunities.*

2.1 Baseline Study and Inventory

Background

This strategy ingredient is generally the output of baseline research undertaken by a working group or other dedicated actor (Step 1.6 in Section 1 of this Guidebook, where the process is explained).

It is important because it provides a grounded understanding of the urban context (including the built environment, socio-economic demographics and legal frameworks) that ultimately constitute the constraints and opportunities that will both shape and be shaped by the strategy.

As it will have resulted from several possible methods of data collection—from mapping benches to counting cyclists to conducting interviews—the baseline study consists essentially of an inventory of the physical and social elements of a place. Physically this often includes a cadaster, mappings of topography and built-up areas and data relating to the environment and infrastructure (e.g. relating to power, waste, transport, etc). Socioeconomically this may include data on households, income levels and economic activities both formal and informal.

Possible Contents

Overview of the city's geographic, topographic, administrative, demographic and land use characteristics such as the primary street network, hazards and landscape features, transport networks and community assets, key utilities, key boundaries and zones, physical constraints, (ideally mapped)

Condition and level of existing public space provision and programming and any related policies and funding frameworks

Problems both technical and non-technical (e.g. regulation, financing, participation)

General trends, needs and opportunities

Identification of priority areas for public space development (e.g. neighbourhoods, precincts or sites) and recommended interventions

Other opportunistic conditions (also ideally mapped) such as the distinction between publicly-owned land (vacant or userless) and privately-owned, publicly-used land

Examples from City Strategies

Christchurch: survey of residents' environmental and recreational needs (Public Open Space Strategy, 2010-2014)

Edinburgh: open space audit focusing on quality (e.g. greenness) (Public Realm Strategy, 2021)

Istanbul: outline and assessment of public space use, distribution and accessibility (Strategy on Walkability and Heritage Preservation)

Zurich: inventory and analysis of strengths, weaknesses, opportunities and threats relating to public spaces throughout the city (Strategy for Development and Design of Public Spaces)

Further Resources

Prince's Foundation (2019) *Planning for Rapid Urbanisation: a Toolkit for Mayors and Urban Practitioners*

UN-Habitat (2016) *Global Public Space Toolkit*

<https://gehlinstitute.org/wp-content/uploads/2017/08/PL-Complete-Guide.pdf>

*Clear goals establish the **vision for a city's public space development** and allow long-term outcomes to be assessed.*

2.2 Clear Goals

Background

This strategy ingredient is generally an output of an ad hoc working group (Step 1.1 in Section 1 of this Guidebook, where the process is explained), whose responsibility it is to consult stakeholders and articulate a vision, mission and goals. Goals should be based on the results of the working group's baseline study (Ingredient 2.1), address the corresponding issues and/or challenges and outline the desired outcomes of the strategy. Goals are not the same as measurable indicators (Ingredient 2.13) nor need they necessarily be quantitative.

Clear goals are important for establishing a vision for a city's public space development. Without them desired long-term outcomes simply cannot be assessed. The nature of the goals often correlates with the ambition of the strategy, for example whether it constitutes a wider vision plan for the city or a strategic plan specific to public space.

Possible Contents

(Virtually limitless, but to name but a few:)

Defining, expanding and/or protecting the public ownership of urban land; improving the quantity (e.g. intersection density) and quality (e.g. streets with protected nonmotorized transit zones) of urban transport infrastructure

Improved social programming, expanded provision of basic services (e.g. water and sanitation, lighting, etc)

Examples from City Strategies

Greater Cairo: primarily vision-oriented set of goals (e.g. multifunctional spaces, an inviting waterfront aimed and integrated history) aimed at improving the quality of life within the city (Urban Development Strategy)

Mexico City: primarily quantitative set of goals (e.g. reforestation of 3,000 ha and installation of 4,000 km of bicycle lanes) (Green Plan)

Singapore: primarily action-oriented set of goals (e.g. ensuring that 90% of households are within 400m of a park) aimed at improving access to public space (Master Plan 2014)

Zurich: primarily qualitative set of goals (e.g. improving quality of stay, space hierarchy and design coherence) (Strategy for Development and Design of Public Spaces)

Further Resources

UN-Habitat (in press) *Urban Plan Benchmarking Tool*

https://www.uwsp.edu/cnr-ap/clue/Documents/Comprehensive_Planning/Land_Use_Resource_Guide_Chapter_5.pdf

*Everything is **hypothetical**
until it is **spatialized**.*

2.3 Spatial Scope

Background

Public space strategies that are not spatialized risk being too hypothetical and ambitious to be concretized. If a strategy hopes to capitalize on a city's existing or planned projects it will need to identify locations that it has in common with that of the development plan of the municipality (or other level of government). Moreover, the alignment and/or nesting of a public space strategy with other development plans and strategies has a distinctly spatial dimension requiring the colocation of priority neighbourhoods and sites.

To adequately capture its spatial scope a city-wide strategy should include a 'master plan' of all public sites and other intersecting infrastructural systems. The spatial scope of the strategy can refer to whether the city has identified the factors listed above to focus on, whether they take into account all open public spaces (such parks, plazas and streets) and the scale of its ambition, is the scope limited to a neighborhood, urban or metropolitan region.

Possible Contents

Plan containing all existing public spaces and indicating their distribution, typology and arrangement as well as proximate land uses

Calculation and differentiation of total area of public space into streets and non-streets, assessment of the proportion of citizens residing within 400m of all public spaces contained the strategy

Examples from City Strategies

Abu Dhabi: hierarchy of five biogeomorphic types of spaces in their respective locations in the urban area (Plan Abu Dhabi, 2030)

Ahmedabad: reclamation of land along both sides of a riverbank for creation of new space for public use (Sabarmati Riverfront Master Plan)

Buenos Aires: articulation of proposed public space system along three spatial scales of micro-urban/neighbourhood, urban and metropolitan (Sustainable Mobility Plan)

Ekurhuleni: scalar differentiation of proposed interventions into metropolitan, local and neighbourhood nodes, pans, dams and zoned open spaces (Biodiversity and Open Space Strategy)

Rio de Janeiro: redistribution of the space of streets and other public rights of way for increased/enhanced nonmotorized use (Resilience Strategy of Rio de Janeiro)

Further Resources

UN-Habitat (2016) *Global Public Space Toolkit*

*A strategy needs to **play to an envisioned audience.***

2.4 Targeted Users

Background

This ingredient should result from building partnerships and initiating the process of formulating a city-wide public space strategy (Steps 1.3 and 1.4, respectively, in Section 1 of this Guidebook).

Every strategy needs to play to an envisioned audience. Some may think about end users of the spaces created and/or improved by the implementation of the strategy. A more effective approach might be to consider more heavily the intermediaries and/or decision and policy makers that are both in a position to endorse, fund and implement a strategy. This includes technicians, planners and designers and indeed all municipal departments whose work would be affected/governed by its implementation.

Possible Ingredients

Municipal employees that will use the strategy as a justification for making decisions and setting priorities (e.g. mayors)

Municipal employees that will use the strategy as a basis for making, refining and enforcing policy (e.g. departmental and line managers)

Civil society organizations that will use the strategy as an inspiration for advocacy, outreach and education efforts

Residents—both residing in the immediate neighbourhood of and who will travel across the city for a given site—who, as direct users of the public space system, will indirectly but ultimately be impacted by the strategy

Examples from City Strategies

Barcelona: general practice of targeting residents, associations, media and shop owners (especially in countering opposition to the informal sector) (Strategic Plan for City Markets, 2015-2025)

Boston: in its strategy targeted students and administrators of public and other schools to provide more equitable scheduling of parks (Open Space and Recreation Plan, 2015-2021)

Prague: general policy of targeting transport associations, civil servants, city councils and the public (potential end users) (Prague Public Space Development Strategy)

Further Resources

*A strategy can **only be as ambitious as the political commitment** behind it.*

***Legislative endorsement and inclusion in the city's budget** can secure a strategy's funding*

2.5 Formalized Political Commitment

Background

This strategy ingredient is generally the output of Steps 1.2 and 1.9. Whether or not a government—municipal or otherwise—took the initiative in developing the strategy, its commitment will be required. Political commitment should be formalized either through adoption, endorsement or some other formal means so that the government is on public record and can be held accountable for its commitment to the strategy. Ideally this will include not only the legislative endorsement of the principle of a strategy but also the inclusion of the strategy in official planning and budgetary cycles so that its implementation and continuous funding are secure. No matter how involved the community nor innovative the nongovernmental partnership, governments will generally need to acquire and invest in public space to realise a city-wide strategy. At the very least they will need to act in some sort of legal or regulatory capacity to ensure that space is accessible to the public and well serviced. Political commitment can also help to strengthen the institutional capacity of the local authorities that are in charge of implementing the strategy.

A strategy can only be as ambitious as the political commitment behind it. Cities that have designated dedicated entities for public space in general and/or the

implementation of a public space strategy in particular are likelier to achieve impact over time. In contrast, some strategies have no comparable entity which points to the need to balance ambition and practicality. *City-Wide Public Space Strategies: A Compendium of Inspiring Practices*, which is the companion to this Guidebook, questions the possible difficulty of strategies that are larger than the area governed by a central or single jurisdiction. In such cases, how will multiple municipalities be induced to cooperate much less comply? A few have succeeded in establishing metropolitan scale political entities with decision-making and enforcement powers.

Possible Contents

Adoption by the highest level of government applicable to the scale of the strategy

Inclusion of the strategy in regular planning and/or budgetary cycles

Designation by the government of an official entity dedicated to public space or to the implementation of the strategy

Examples from City Strategies

Chengdu: strategy for Tianfu Greenway an official pillar of the plan governing the city's development (Overall Development Plan of Chengdu, 2016-2035)

Greater Cairo: plan prepared by the General Organization for Physical Planning in collaboration with the governorates of Greater Cairo (Urban Development Strategy)

Moscow: endorsed by city government and national Minister for Environment (Towards a Great City for People)

Prague: strategy developed by the city's dedicated Office of Public Space, under the aegis of Prague's Institute of Planning and Development (Prague Public Space Development Strategy)

Further Resources

Policy Tool 3: securing political commitment in this UN-Habitat report: <https://unhabitat.org/wp-content/uploads/2015/10/Global%20Public%20Space%20Toolkit.pdf>

*If a strategy is to succeed over the long term it should be **incorporated into a city's planning cycle.***

2.6 Governance Sub-strategy

Background

This ingredient should result from Steps 1.3 and 1.8. A city-wide public space strategy needs enabling institutional and regulatory frameworks. If it has been devised in isolation from these—both an accounting of what exists and a recommendation of what might need to change—it is not likely to succeed in achieving its aims. Its development must result from some degree of interplay with the larger goals and structures of the city. This includes synergy with existing jurisdictions and their political prerogatives, departments and their priorities and policies whether they may support or hinder the implementation of the strategy. Strategies will ideally be aligned with existing jurisdictions and policies.

City-wide Public Space Strategies: A Compendium of Inspiring Practices, analyzes 26 strategies from around the world. It classifies them into strategies that are larger than, the same size as and smaller than the administrative boundaries of their respective cities, and questions whether strategies that lack a corresponding, similarly-scaled jurisdictional entity have realistic chance at implementation.

This strategy ingredient, while very loosely defined, should serve as a prompt or placeholder for a full account of the governance

frameworks—both institutional and regulatory—that would affect the implementation of the strategy. The strategy must outline who is charged with making which decisions and tailor its resulting action plan accordingly. In some cases government agencies will take the initiative in developing a city-wide public space strategy. They may even designate a dedicated public agency to be responsible for implementing the strategy, which can clarify roles, justify budgeting and strengthen accountability. In others, local communities will prepare, implement and evaluate the strategy. In still others, both will be involved to some degree and higher levels of government, international actors and/or the private sector may also be engaged.

Similarly, the land—whether existing or proposed public space—under consideration in the strategy may or may not be publicly owned, and in latter case there may or may not be scope for public acquisition (if indeed it is advisable).

Lastly, a city-wide public space strategy is a document with a long-term perspective. It should fall within the compass of a city's development policies, legislation and planning cycles.

Possible Contents

Determination of primary mode of governance, e.g. government, private or nonprofit (from World Bank, *City-wide Public Space Assessment and Planning*)

Clear links to other policies and strategies at national, regional and local levels and of other ministries and departments (e.g. housing, transport, environment)

Examples from City Strategies

Abu Dhabi: creation of a semi-public, ad hoc entity to support the strategy (Plan Abu Dhabi, 2030)

Casablanca: creation of a new metropolitan transport agency and decision-making body (Urban Transport and Public Space Strategy)

Edinburgh: multi-locality, self-action plans bridging the strategy and existing locality improvement plans (Public Realm Strategy, 2021)

Zurich: clear division of responsibilities for creation and maintenance of public space (Strategy for Development and Design of Public Spaces)

Further Resources

World Bank (2020) *The Hidden Wealth of Cities: Creating, Financing, and Managing Public Spaces*

*Without supportive policies, a strategy's **proposed actions may be cumbersome or illegal.***

2.7 Complementary Policy and Programme

Background

Some of the actions contained within the programme that a strategy proposes will not take place without supportive policies. Some of those policies may not yet exist. Their proposal in the strategy and subsequent adoption by the city may constitute a lynchpin lacking which key elements of the public space programme may be illegal or cumbersome, or they may lack the necessary incentives for key actors to undertake them. A public space strategy must contain policies, targets and activities that are mutually supportive. In other words, it should accomplish two reinforcing things: (1) outline a concrete programme of activities whose implementation would logically contribute to achievement of the stated targets and (2) recommend the adoption of a suite of policies that enable those same activities.

Policies that might complement the programme proposed in a public space strategy range from the banning of on-street parking and the suspension of vehicle use during weekends to public land acquisition and zoning tools such as restrictions on the conversion of green space on private land. This ingredient highlights the mutually-reinforcing role of a public space strategy impelling new urban policies that in turn enable the implementation of the programmatic elements that constitute the strategy in the first place.

Possible Contents

Adoption of public space-supportive policies on land use mix, natural habitat identification and preservation, affordable housing and gender and youth inclusion

Adoption of public space-complementary plans for density, building height and transport

Promotion of public space as a facilitator of arts and culture and social interaction

Examples from City Strategies

Barcelona: strategic policy to update regulatory framework in support of market programme (Strategic Plan for City Markets, 2015-2025)

Buenos Aires: the broader 50-year development plan provides a land use model supporting the strategy's programme for new green infrastructure (Sustainable Mobility Plan)

Edinburgh: alignment with city climate action and sustainable transportation plans and supplementation of their thematic ambitions (Public Realm Strategy, 2021)

Further Resources

Prince's Foundation (2019) *Planning for Rapid Urbanisation: a Toolkit for Mayors and Urban Practitioners*

UN-Habitat (in press) *Urban Plan Benchmarking Tool*

*Strategies **lacking a clear timeframe** risk the **indefinite postponement** of their implementation.*

2.8 Clear Timeframe

Background

Strategies that can be implemented at any time run the risk of being implemented at no particular time (i.e. piecemeal or even never) because they can be postponed indefinitely. Along with a baseline, setting a timeframe is one of the two essentials for a city to track whether change has occurred. A clear timeframe can also help a city decide whether improvements that have been identified during the process of monitoring and evaluation should be fed back into a revision of the strategy (or perhaps a subsequent annual action plan, if the city has detailed its strategy to this degree) or impel the formulation of a new strategy once the existing one has concluded.

In most cities, decisions on staffing and budget can only be made if they constitute a time-based commitment. Also, if a strategy hopes to benefit from a city's existing budget its timetable will have to be synchronized with that of the budgetary cycle of the municipality (or other level of government). Moreover, the alignment and/or nesting of a public space strategy with other development plans and strategies has a temporal as well as spatial dimension.

Most strategies have clear timeframes if they include implementation plans (Ingredient 2.9). A timeframe is one aspect that allows the strategy to be action oriented, going beyond the visionary. Establishing a timeframe allows a strategy to set phases and incremental goals in order to move through all of the outcomes. It should include the process leading up to the development of the strategy, the implementation and benchmarking process afterwards. A strategy's goals, targets (Step 1.7) and indicators (Ingredient 2.13) can help establish and reinforce this (e.g. 'by 2030 have achieved...'). Indeed indicators are generally only considered legitimate if they are time-bound. Ideally a strategy's timeframe will extend to the long term, but not exclusively. The working group should have categorized the (goal-derived) actions by relative priority, with corresponding short-, medium- and long-term timeframes for completion.

Possible Contents

Three phases of timeframe for the implementation of the strategies: rapid or short-term; phased or medium-term; and incremental or long-term

Examples from City Strategies

Chengdu: medium term strategy with phases (Overall Development Plan of Chengdu, 2016-2035)

St Petersburg: long-term strategy with phases (General Plan 2019-2043)

Toronto: short-term strategy (City-wide Parks Plan 2013-2017)

Further Resources

World Bank (2020) *The Hidden Wealth of Cities: Creating, Financing, and Managing Public Spaces*

*An action plan should incorporate the **innovations required by the unique circumstances** of a city.*

ACTIVITIES	ACTORS	OUTCOMES	INDICATORS	TIMEFRAME
(For example:)	(Any of the following:)	(From the goals in the strategy)	(For example:)	(For example:)
Locating areas in need	Administration		Number of new spaces	1-3 months
Identification of infrastructure and services required	Working group		Types of new infrastructure provided	4-6 months
Financing implementation	Residents			7-12 months
Maintenance and management	Private entities		Amount of money invested	
Monitoring and evaluating performance	CBOs		Increased acceptance	
	NGOs			

2.9 Action or Implementation Plan

Background

This strategy ingredient is the output of Step 1.9. The principles in a strategy may have inherent value, but without an accompanying plan for implementation their potential impact is highly uncertain. Even if certain elements do manage to get implemented, the lack of coordinating plan threatens consistency across actors and projects. Fully realizing a city-wide public space strategy requires detailed designs, cost estimates and a schedule that clarify how and when everything will be done. Clear roles, responsibilities and reporting are also essential. Generally all of these elements should all be articulated in a component action or implementation plan. Such a plan should detail what is to be achieved over the short, medium and long term and with relative priorities assigned to each of the spaces. There should also be clear linkages to the municipal budgeting cycle so that sufficient funds can be allocated over both the short and long term.

Each action or implementation plan will be as unique as its context. In some cities the municipal government will initiate a public space provision or upgrading. In other cities—or on other sites within the same city—a developer will provide public space in exchange for development approval; it may

be transferred later to the municipal government or remain in private ownership and maintenance. In certain, more complicated situations the redistribution of land may be necessary. As a result, action or implementation plans should incorporate recommendations that are as innovative and strategic as a city's circumstances demand, including but not limited to target-oriented procurement procedures, engagement of external entrepreneurs, new land use regulations, land value capture schemes, public-private partnerships and revised building codes.

Possible Contents

Identification of relative priorities and phasing of actions

Departments, agencies and other actors who will implement and administer the actions

Timeframe for implementing each action with start and end dates and interim steps

Estimated costs—including both capital and revenue—of each action

Potential pilot projects through which the proposed interventions can be tested for lessons and adaptation

General procedures for tendering, contracting and development of public spaces that favour community contractors

Framework for securing land for new public space

Examples from City Strategies

Zurich: three-phased plan and typology-based guidelines for renewing five public spaces over five years (Strategy for Development and Design of Public Spaces)

Mexico City: implementation framework outlining international cooperation, cross-jurisdictional communication, (proposed) environmental regulations and public education, civic participation and funding mechanisms (Green Plan)

Prague: implementation plan establishes short and long-term priorities, component actions with clear responsibilities (Prague Public Space Development Strategy)

Further Resources

Prince's Foundation (2019) *Planning for Rapid Urbanisation: a Toolkit for Mayors and Urban Practitioners*

UN-Habitat (In press) *Urban Plan Benchmarking Tool*

A diversity of funding streams and innovative financial mechanisms will be essential to the sustainability of a city-wide public space system.

2.10 Funding and Budget Plan

Background

This ingredient is generally one of the outputs of drafting an action or implementation plan (Step 1.8). Ideally there will be a dedicated budget or source of funding for the strategy. Some cities already allocate a percentage of their overall municipal budget to public space, while others will have identify potential funding sources. However, the increased burden on municipalities to deliver more with less has resulted in reduced funding for public space. This has led to the rise of innovative—though not uncontroversial—development processes such as POPs (Privately-Owned Public Spaces). In any case, a diversity of funding streams—government, corporate, philanthropic—is usually essential for the long-term financial sustainability of a public space system.

In theory, national and local governments have the responsibility to mobilize resources for the implementation of projects, which by default almost always concern public space. However, with the rise of neoliberalism, most cities in the world now have weak public administrations and a growing informal sector, which is make increasing revenue through taxation nearly impossible. Often, municipal governments must resort to leveraging innovative financial mechanisms to fund the projects prompted by a city-wide public space strategy.

Possible Contents

Local authority funding, which comes from local taxation (where feasible) and national government transfers (where not yet eliminated); competition with other priorities lessened by linking public space projects to the municipal budget cycle

Multi-agency public sector funding (from different public agencies but usually time- and goal-limited)

Local tax initiatives (e.g. levies on property, tax reductions and credits)

Planning regulations and development control that require developers set aside public space

Bonds and commercial finance, which require different levels of approval (e.g. a public vote)

Endowments, which generate income from the interest gained on invested capital

Voluntary sector involvement whereby the community assumes maintenance and fundraising roles

Land value capture, which allows governments to apply the dividend to public space projects

Revenue-based income (e.g. park entry and programming fees, fines, concessions, contractual fees, corporate sponsorship and licensing)

Examples from City Strategies

Boston: funding plan for grants and gifts, increased line for maintenance in annual budget (Open Space and Recreation Plan, 2015-2021)

Casablanca: nearly half of its budget dedicated to the realization of its public transit network (Urban Transport and Public Space Strategy)

Moscow: 6% of its municipal budget set aside for public space (Towards a Great City for People)

North Vancouver District: volunteerism for maintenance, partnerships with other municipalities (Parks and Open Spaces Strategic Plan)

Further Resources

<https://kresge.org/sites/default/files/library/com1073-public-spaces-final-r2.pdf>

<https://www.pps.org/article/innovative-funding-programs-for-placemaking>

*Ironically, a city may need to establish city-wide **rules prohibiting certain site-based rules for use.***

2.11 Rules for Use

Background

Differences arise frequently in issues of land use, particularly where adjacent occupants' expectations and proclivities clash. (e.g. heavy industry and residences neighbouring one another). This phenomenon can be even more pronounced in public space where urban citizens are sharing the same place at the same time. The conflicts that will inevitably rise may be mundane (e.g. sports players' activity literally encroaching on more passive sunbathers). A minimum of rules can help avoid unnecessary conflict and maximize the diversity of residents, interest and activities that can be accommodated within a single public space as well as across a city-wide system of such spaces. Rules may govern where active recreation may take place or where only passive can. They may restrict animals such as dogs to designated areas. They may require that children under a certain age be accompanied by a parent or guardian.

Conversely, too many rules for use of public spaces can exclude (sometimes deliberately) entire segments of a city's population (e.g. citizens without a commercial purpose, or experiencing homelessness or youth in groups). Others rules may be prohibitively restrictive (e.g. no lingering, no gathering, no sleeping), effectively sucking the life out of a public space.

Sometimes they may retrogressive and arbitrarily enforced, such as New York City Parks Department's open container law prohibiting the consumption of alcohol of any kind for any purpose but parallel rules mandating only that amplified noise be kept to 'reasonable' levels. Such rules can have the perverse effect confusing the illegitimate and illicit. Rules for use may require a complementary structural and/or spatial changes to be enforced; for example the installation of street kerbs and/or bollards to effectively enforce rules against vehicular encroachment of designated pedestrian zones.

Ironically, perhaps, this ingredient might be most useful within a city-wide strategy by enumerating on a city-wide basis which rules that public spaces may *not* employ. As privately-owned, publicly-accessible spaces (POPS) proliferate in many cities there is the increasing tendency for two very different types of public spaces to emerge: privately-managed ones with rules excluding the homeless, active recreation and anyone perceived to be threatening and truly public ones. Therefore, to avoid segregation of a city into two camps of public spaces, city-wide rules prohibiting certain rules for use are more important than ever.

Possible Contents

A rule of use shall not prohibit behaviours that are consistent with the normal public use of a public plaza including lingering, eating and gathering

Examples from City Strategies

Ekurhuleni: rules for land uses in and users of the primary open space network (Biodiversity and Open Space Strategy)

Further Resources

<https://urbanomnibus.net/2012/05/rules-of-conduct/>

New York City, Public Plaza Zoning Provisions

*Public space is the **embodiment of democratic values** and facilitates the **debate sometimes required** to test those values.*

2.12 Conflict Resolution Mechanism

Background

Henri Lefebvre famously wrote that social relations are merely hypothetical until they are spatialized. Despite the existence of a rule for the use of a public space (Ingredient 2.11), there may be some conflicts that cannot be anticipated or may be unavoidable. It may be protracted (or inevitable) wherever the historical right, ownership or occupancy of a place is contested or conflictual. Sometimes indeed unavoidability may be the purpose if the right to a space is deliberately being contested. This may be political in nature if citizens are testing or exercising the right to assemble or protest in a public place. It may also be economic in nature if informal vendors who cannot afford commercial rents are selling goods on sidewalks to make a living, despite regulations to the contrary. Or, in contrast, it may concern occupants exercising rights that are being denied, for example legally-topless women in New York City parks resisting police action based on neighbouring occupants' complaints.

This ingredient is important for fostering community growth as it helps the city deal with public and/or community conflict effectively and efficiently. Often it takes the form of a negotiation tool. However it is constituted, it should emphasize the role of public space

as an embodiment of democratic values and facilitator of the debate that is sometimes required to test and forge consensus around those values. Naturally such a mechanism should only validate outcomes that result from a democratic decision-making process. Indeed conflict resolution mechanisms often employed in participatory planning processes, whether these take the form of workshops, team building activities, public hearings, polls and surveys, and community meetings. As they essentially constitute a loose body of rules of engagement for a process whose outcome cannot be known in advance they are difficult to characterize, much less define.

Possible Contents

Tools for negotiation

Examples from City Strategies

Christchurch: a method to address native land rights and establish a clear relationship between the Maori Tribe, local community and government officials (Public Open Space Strategy, 2010-2014)

Further Resources

Prince's Foundation (2019) *Planning for Rapid Urbanisation: a Toolkit for Mayors and Urban Practitioners*

<http://cncr.rutgers.edu/conflict-resolution-how-it-can-be-applied-to-planning-issues/>

<https://www.tandfonline.com/doi/pdf/10.1080/02697459.2017.1329488>

http://www.irenees.net/bdf_fiche-analyse-1015_en.html

*Measurable indicators **point the way to improvements** in implementing and revising a strategy*

2.13 Measurable Indicators

Background

This ingredient is the generally the output of developing a monitoring and evaluation plan (Step 1.12 in Section 1 of this Guidebook). It should cover, at a minimum, the six essential norms outlined in Section 3 of this Guidebook: quantity (3.1), distribution (3.2), connectivity (3.3), diversity (3.4), accessibility (3.5) and quality (3.6).

Measurable indicators allow for analysis of the extent to which a strategy (or plan, or project, etc) is achieving its goals. When a goal is measurable, the performance, effectiveness, and efficiency of public space development programs can be evaluated objectively and accurately. If goals are not being met, indicator-based assessment can point the way to strategy improvements both during implementation and in future revisions.

Indicators can also address all stages of the project cycle: input, process, output, outcome and impact. They are often categorized as quantitative or qualitative, though this distinction is sometimes ambiguous. Quantitative indicators readily allow comparison between places and change over time. While this can be impressive to decision makers and residents alike, it can also mask the fact that some of the most meaningful attributes

of spaces and places are difficult to quantify. Qualitative indicators may depart from this accounting-based nature to arrive at deeper truths (e.g. affect). However, in the attempt to make them measurable and comparable they may end up as 'presence/absence' indicators (e.g. existence of a policy). These can be useful, but as they do not pick up nuance they can make it difficult to assess gradual change over time. Furthermore, an indicator considered to be qualitative because it measures perceptions of the 'quality' of a space may actually be numeric (e.g. percentage of residents who feel safe in a park at night). In this sense the attempt to quantify a 'soft' attribute composed of shades of grey might serve it better. Notwithstanding the considerable overlap between them, neither type is categorically more robust than the other; only the purpose of a metric can determine which is best suited for it. Some guidance suggests that whatever their character, all indicators should be measurable, specific, time-bound, relevant and achievable. In any case, 'measurable' is understood as quantifiable within the limits of existing technologies and methodologies.

Possible Contents

Qualitative indicators such as welcoming edges, invitation to linger and quality of sidewalks, as well as the implementation of design standards such as ADA

Quantitative indicators such as the number of intersections per sq km, percentage of areas at high risk of flooding and distribution of public space per capita

Examples from City Strategies

Edinburgh: percentage of citizens satisfied with parks and open spaces (Public Realm Strategy, 2021)

Melbourne: percent increase of (1) the total area of green space, (2) area of improved open spaces in urban renewal areas and (3) area of new open space (Open Space Strategy)

Singapore: percentage of households within 400 m of a park, length of newly-created park connectors, length of new cycling routes (Master Plan 2014)

Further Resources

Gehl Institute (2019) *Inclusive, Healthy Places*

World Bank (2020) *The Hidden Wealth of Cities: Creating, Financing, and Managing Public Spaces*

- 3.1 Quantity**
- 3.2 Distribution**
- 3.3 Connectivity**
- 3.4 Diversity**
- 3.5 Accessibility**
- 3.6 Quality**

3

NORMS

AN OUTCOME-BASED GUIDE TO CITY-WIDE PUBLIC SPACE STRATEGIES

Even if it has followed an exemplary process and is comprehensive in its contents, a city-wide public space strategy still needs to focus on desired outcomes if it is to have a positive impact in the long run. What does a good city-wide public space system look like? Once a city decides which public space outcomes it wants to achieve it should include related standards or norms in its strategy against which the city's performance and ultimately impact of the strategy will be judged. There are many such norms and they are interconnected.

For example, every city should have sufficient public space to function efficiently. Its component spaces should be designed as an articulated, connected network. The equitable distribution of quality public spaces can reduce the economic and social segregation. Access via public transport, walking and cycling networks and adequate parking is also important. Different spaces within a city-wide network should perform an identified function that fulfils resident-defined needs (either at a neighbourhood or city-wide scale). People from all social classes should be able to meet and engage in the same spaces on the same level with the same rights. Public spaces should also be proportional to the human body and its sensory capabilities. Their programming, design and maintenance should promote mixed uses and a lively environment. And so on.

This section proposes six norms—quantity, distribution, connectivity, accessibility, diversity and quality—each with a specific recommended metric. UN-Habitat's Global Public Space Programme and the Centre for the Future of Places have selected them on the basis of a review of the academic literature (discussed further in the Annex), with attention to three:

Mehta V (2014) *Evaluating Public Space*

Németh J (2008) *Defining a Public: the management of privately owned public space*

Varna G and Tiesdell S (2010) *Assessing the Publicness of Public Space*

Each of these frameworks suggested some of the 'outcomes' or norms that a public space system should embody. Cities may have to adapt to them their local conditions, demands and opportunities. Some will add additional elements while others—e.g. capacity constrained cities—may choose fewer for their first strategy.

45% of total urban area is public space, composed of 30% for streets and sidewalks/pavements and 15% for public open spaces (whether green or not).

3.1 Quantity

Background

The vast majority of the world's urban growth is now in the developing world (for lack of a better term), and this growth is increasingly taking two opposite but inextricably linked forms. On the one hand, planned growth tends to follow the model prescribed in the Charter of Athens (i.e. low-density, use-segregated, car-centric superblock-dominated development) because it is easy to rationalize, quick to build and highly profitable in the short term. However, the substantial population in these cities who cannot afford a single-family house and private car is generally relegated to unplanned neighbourhoods that generally suffer from multiple spatial and service-related deprivations. Aside from many other social, economic and environmental deficiencies, both forms also lack sufficient amounts of public space. Another study by UN-Habitat showed that the latter planned 'suburban' form set aside only 15% of its area, on average, for public space, and the former, informal settlements, only 3% on average. Without the rights of way and common open spaces that public space provides basic infrastructure and services cannot be extended into neighbourhoods, much less social integration achieved through unmitigated contact with different groups of people. For this reason UN-Habitat's Global Public Space Programme

recommends that city-wide public space strategies adopt a norm for the minimum quantity of public space.

Over the last century of urbanism different sources have proposed different standards for the minimum quantity of public space that a city should contain. In 2013 UN-Habitat undertook a multidimensional study of urban prosperity and found that the 60 most prosperous cities around the world had, on average, 30% of their land area dedicated to streets and footpaths/pavements/sidewalks. UN-Habitat has taken this a step further and recommended that cities aim to provide at least half as much more area for open public spaces, including parks, squares, playgrounds and markets

Recommended norm

45% of total urban area is public space, composed of 30% for streets and sidewalks/pavements and 15% for public open spaces (whether green or not)

Sources

Indicator 11.7.1 of the Sustainable Development Goals ('average share of the built-up area of cities that is open space for public use for all')

City Prosperity Index indicator ID-UF-5.3 ('land allocated to streets')

UN-Habitat's Five Principles of Sustainable Neighbourhood Planning norm that 'street network(s) should occupy at least 30 per cent of the land' (cross-reference)

Additionally, 'The Relevance of Street Patterns and Public Space in Urban Areas' (UN-Habitat Working Paper 2013) and 'Streets as Public Spaces and Drivers of Urban Prosperity' (UN-Habitat 2013) present the Composite Street Connectivity Index, a score combining portion of land allocated to streets, street density and intersection density, and its correlation to city prosperity for a selection of 60 cities across all regions of the globe. Both documents report a desired street coverage of 30% based on the Index correlation..

*Across the city, residents live on average **400m from the nearest public open space.***

3.2 Distribution

Background

Whereas quantity alone does not ensure that public space is allocated equitably throughout the neighbourhoods of a city, distribution can correct for this by focusing on the distance and time people travel to reach public open space. Givoni (1991) explains that 'total size of open space available to the population; division of the total open space into individual parcels; distribution of the open spaces in the centre and the outskirts of the city; the size of the individual areas of open space and their location in relation to residential areas' are the 'principal planning feature of public urban green areas which determine their contribution to the quality of the urban environment'.

Because this norm relates to the distance to the nearest public space for human pedestrians (and not crows or other birds), any calculations based upon it should take into consideration barriers such as water courses, highlands and railways. Many people have a natural limit on how far and long they are willing to walk to access a neighbourhood-scale public space. While that differ for each person depending on the type (e.g. playground, park or natural reserve) and frequency of visit, this norm proposes a basic average minimum as a starting point for any city-wide public space strategy.

Recommended norm

Across the city, residents live on average 400m from the nearest public open space

Sources

City Prosperity Index Methodology and Metadata Indicator 'Accessibility to Open Public Space' ('People living in towns and cities should have an accessible natural green space or an open public space less than 400 meters from home')

A Pattern Language for Growing Regions ('every residence is within 200m of an active public space')

WHO ('green spaces with a minimum size of one hectare and a maximum distance of 300m to people's residence').

Additionally, the module for indicator 11.7.1 of the Sustainable Development Goals states that '[t]o help define what an "acceptable walking distance" to public open spaces is, UN-Habitat organized a series of consultations with national statistical officers, civil society and community groups, experts in diverse fields, representatives from academia, think tanks, UN agencies, regional commissions among other partners. These consultations, which were held between 2016 and 2018, concluded that a walking distance of 400 meters—equivalent to five-minute walk—was a practical and realistic threshold. Based on this, a street network based service area is drawn around each public open space, using the 400 meters access threshold.'

*The average city-wide street **intersection density is 100** per square kilometre.*

*All city streets have kerbed sidewalks/pavements/**footpaths with a minimum width of 1.5m.***

3.3 Connectivity

Background

The more connected places are the more likely people (and other species) are to travel between them. A recent study showed that, of all the variables it studied, a city's street intersection density was the most highly predictive of residents' decision to walk to get around (Ewing R and Cervero R 2010). In fact, the elasticity of intersection density was found to be 0.39 for walking, meaning that if intersection density in a neighbourhood or city were doubled walking would increase 39 percent. High intersection density also boosted public transit provision an use because of increased route choices (ibid). Higher street intersection density is also associated with less per capita air pollution from vehicle emissions, which not only reduces greenhouse gas emissions but also improves public health (Cervero R and Murakami J 2009). Another study complements these findings by showing that an increase in intersection density decreases vehicle miles traveled as well as the per capita generation of volatile organic compounds (Frank 2005).

At the same time, intersection density is inversely proportional to block size because the greater number of intersections in a given area the smaller the size of the blocks delineated within them. We wish to maximize the former to

encourage walking, generate street life and for moving goods and services productively and efficiently. In contrast, too few intersections forces excess mobility and creates long, dull blocks. However, we also wish to maximize block size so that their constituent plots are sufficiently large and cost effective to build on. As we cannot maximize both, this norm seeks an optimal balance.

Recommended norms

The average city-wide density of (public) street intersections is 100 per square kilometre

Additional alternate

All city streets have curbed/kerbed sidewalks/pavements/paved footpaths with a minimum width of 1.5m

Sources

City Prosperity Index indicator ID-UF-5.1 ('street intersection density')

UN-Habitat's Five Principles of Sustainable Neighbourhood Planning ('18 km of street length per square kilometer') (cross-reference)

Additionally, 'The Relevance of Street Patterns and Public Space in Urban Areas' (UN-Habitat Working Paper 2013) and 'Streets as Public Spaces and Drivers of Urban Prosperity' (UN-Habitat 2013) present the Composite Street Connectivity Index, a score combining portion of land allocated to streets, street density and intersection density, and its correlation to city prosperity for a selection of 60 cities across all regions of the globe. Both documents report a desired intersection of 100 intersections per square kilometre. According to 'The Relevance of Street Patterns and Public Space in Urban Areas,' '100 crossings per km² allows for walking distance between crossing 100 meters apart. This is considered walkable and appropriate in many cities, in order to generate street life and for moving goods and services productively and efficiently. Also, this pattern of around 100 crossings per km² determines the size of blocks, around 9000 m² each which provides for good plotting within each block.'

*City has different public spaces that cater, in aggregate, to the following: (1) **active and passive engagement**, (2) activities for **children and the elderly** and (3) **commercial markets**.*

3.4 Diversity

Background

Residents have diverse interests and not all of them will want the same things from the same spaces, nor will they want to do the same things at the same time. No single public space can cater to all tastes and behaviours. This is another benefit of a city-wide public space strategy: it can ensure that, in the sum of all public spaces in a city, everyone's tastes and behaviours are catered for somewhere.

A recent study found that urban residents are likeliest to use their nearest green space if they have a dog or child under six years old (Schipperijn J et al 2010). But if they have none of those, they may be less likely to use the nearest space if it happens to be dominated by dogs and children. In fact, the same landscape feature may even elicit opposite reactions in different people. In another study, water features and birdlife were found by some users to be attractive of calming, but to parents they were more often regarded as threats (Francis J et al 2012). Attributes such as a good path network or playground make public space suitable for physical activity, which is a priority for many users (including possibly those same water-wary parents) (Coombes E, Jones A and Hillsdon M 2010). But citizens visiting a park for passive recreation may avoid spaces with

active recreation and if the park is not large enough to accommodate both they may avoid it altogether. And gender can also play a role: another study showed that for boys the presence of amenities was negatively associated with physical activity, whereas for girls it was the opposite (Timperio 2008). In many cities there is a similar dichotomy between informal vendors trying to make a living despite their inability to afford commercial rent and others who oppose their presence whether for legal, aesthetic or economically competitive reasons.

Recommended norm

City has adopted and is implementing a plan with different public spaces that cater, in aggregate, to the following: (1) both active and passive engagement, (2) activities for both children and the elderly and (3) commercial markets

Sources

Adapted from Varna G and Tiesdell S (2010) 'Assessing the Publicness of Public Space: the star model of publicness' and Mehta V (2014) 'Evaluating Public Space'.

*City has an enforced policy that public open and green spaces have **no physical or financial barriers to pedestrian access**, whether walls, fences, lockable gates, checkpoints or entrance fees.*

3.5 Accessibility

Background

Lynch wrote that open space should be an outdoor area which is open to freely-chosen and spontaneous activity, movement, or visual exploration of a significant number of city people. Spatial anthropologists such as Low have written about the importance of unmitigated contact with people different from oneself. As cities around the world are becoming increasingly socioeconomically polarized it is becoming increasingly less likely that we should come into face-to-face contact with those unlike us. Urban space, like social media, is subject to sorting algorithms that heavily predetermine the social groups to which we will be exposed. Many privately-owned, publicly accessible spaces manage to fulfil the basic city-enforced criterion of provision while sending the contradictory (and not so subliminal) message, through gates or surveillance, that access is heavily restricted; that in essence they are not really public. Often times, where money is to be made, decisions to exclude people are made not only on the subjective and spurious basis of who looks like they will not spend money but who looks like they might dissuade people with money from visiting and spending there.

The inequity inherent in this is obvious. It is doubly inequitable because residents with high incomes can already afford to substitute public space with their own private open space, which they tend to prefer. So those who doubly need free and open public space are half as likely to have access to it. There is also an irony in that the intent to exclude 'dangerous elements' may increase the danger a place poses by draining it of people and the invaluable informal surveillance they provide. While there is little agreement in anthropological, geographical, sociological or urbanistic circles on the meaning of 'accessibility' insofar as it applies to public space, UN-Habitat and the Centre for the Future of Places have chosen to focus on overcoming the physical and financial barriers posed by neoliberalism. One should not need to pay an entrance fee nor be subjected to segregation to access a public space. While in theory this kind of accessibility is something that could be handled on a site-by-site basis it may in reality require a city-wide policy with city-wide enforcement if actual sites in certain (e.g. high income) neighbourhoods and with certain (e.g. privately owned) legal statuses and certain purposes (e.g. commercial markets) are to comply.

Recommended norm

City has an enforced policy that no public open or green spaces have physical (e.g. such as walls, fences, lockable gates or checkpoints) or financial (e.g. entrance fees) barriers to pedestrian access

Sources

Adapted from Mehta V (2014) 'Evaluating Public Space'

Adapted from Németh J and Schmidt S (2007) 'Toward a Methodology for Measuring the Security of Publicly Accessible Spaces'

*City has a budgeted policy of **regular cleaning and proactive maintenance** of all public spaces.*

*City has an **enforced design guideline** for open public spaces' visual and physical connection.*

3.6 Quality

Background

Of the six categories of norms in this Guidebook quality is the most difficult to define. To an extent some of the previous norms might qualify as constituting an aspect of 'quality public space'. Still, UN-Habitat and the Centre for the Future of Places felt strongly that several other dimensions of public space were worth enshrining as norms, namely maintenance policies and design guidelines.

Studies have shown that poor maintenance and condition public space (including public facilities) is associated with perceptions of lack of safety (Day R and Wager F 2010). Moreover, lack of or inoperable lights constitute barriers to public space visitation. And unkempt, unclean surfaces were barriers to public space visitation for the purpose of physical activity because they increased the risk of injury (Roult R et al 2016, Van Hecke L et al 2016). As discussed in Norm 3.5 on accessibility, public space maintenance can in theory be handled on a site-by-site basis but probably requires a city-wide policy if it is to be practiced across the board rather than only in the neighbourhoods that have the political clout to demand and hold the municipality accountable for it.

Lastly, experience has shown that setting design standards on city-wide basis makes the design of individual projects easier and the planning approval process much quicker. If working group drafting the city-wide public space strategy decides to include design guidelines amongst its priority actions (see Step 1.8) it should consider adopting some of the sociospatial standards that are more difficult to articulate verbally and quantitatively: perception in motion, the choreography shape it and the articulation of nodes, edges and zones that that will likely require.

Recommended norms

City has a budgeted policy of regular cleaning and proactive maintenance of all public spaces (streets and open spaces)

Additional alternate

City has an enforced design guideline for open public spaces' visual and physical connection and openness to adjacent streets and/or spaces that facilitate move-to and movement-through them

Sources

Adapted from Varna G and Tiesdell S (2010) 'Assessing the Publicness of Public Space: the star model of publicness'

Adapted from Mehta V (2014) 'Evaluating Public Space'

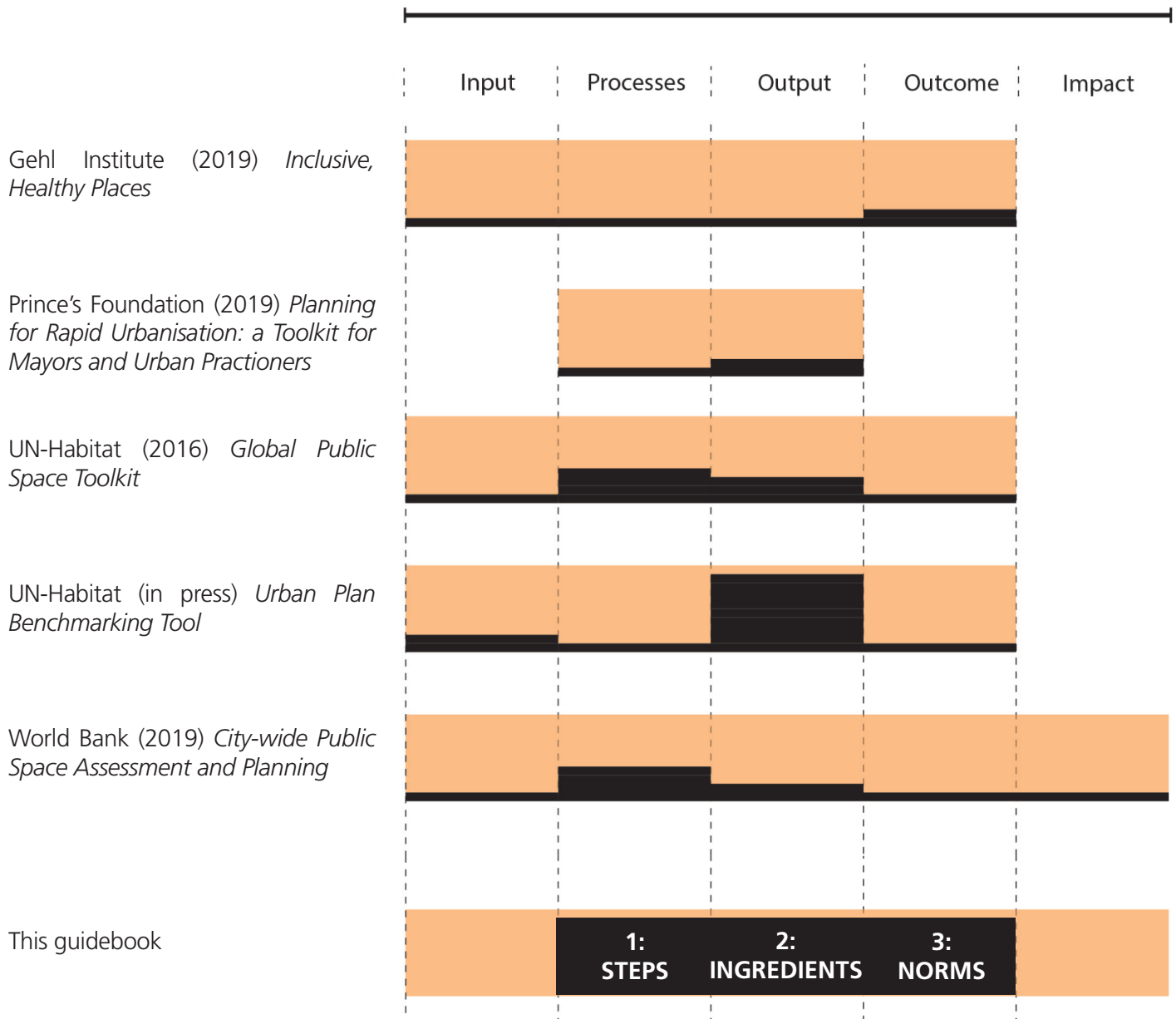
4

ANNEXES

POLICY SCAN
LITERATURE REVIEW

POLICY SCAN

PROJECT PROCESS

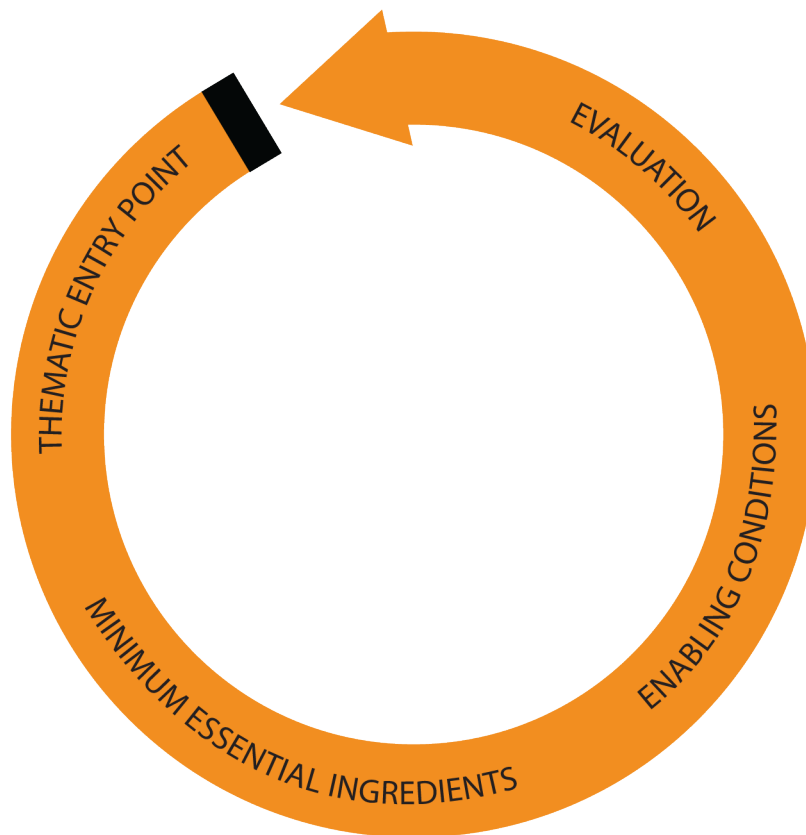
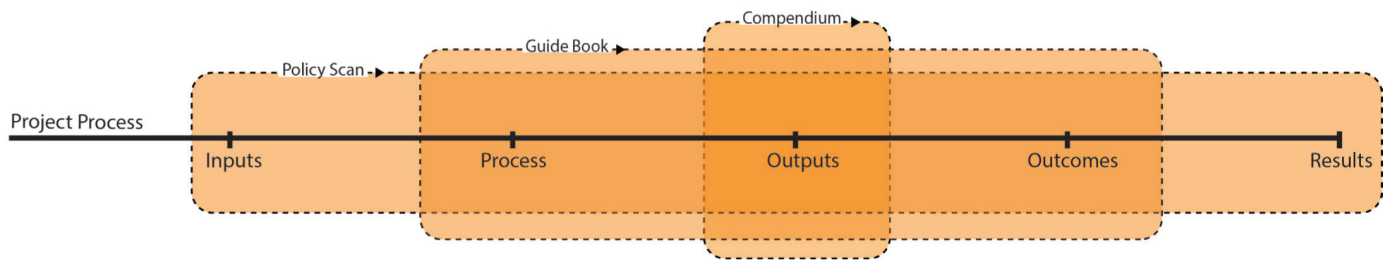


Existing policies, that address and analyse aspects of the quality, diversity, accessibility, maintenance and life of public spaces, were reviewed order to formulate this guide for the creation of city-wide public space strategies. Six of these policies were identified and used to determine what the ingredients

of a good public space strategy should be. Each policy addressed several stages of the development process of: (1) input, (2) processes, (3) output, (4) outcome, (5) impact. Only one covered all of these stages. What this guidebook aims to achieve is a holistic approach to the process of creating a city-wide

public space strategy, consolidating and building on existing knowledge to provide a strong foundation for local governments to successfully achieve public space goals.

POLICY SCAN



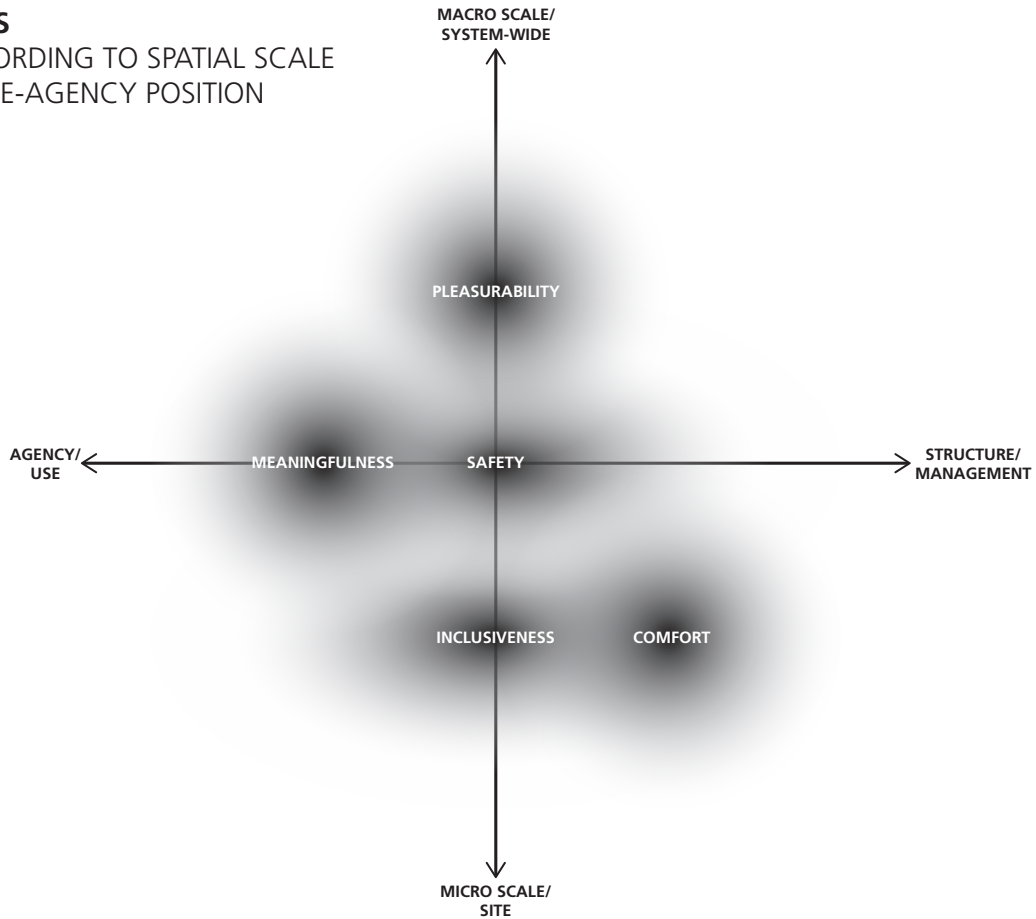
LITERATURE REVIEW

Index on Quality of Public Space

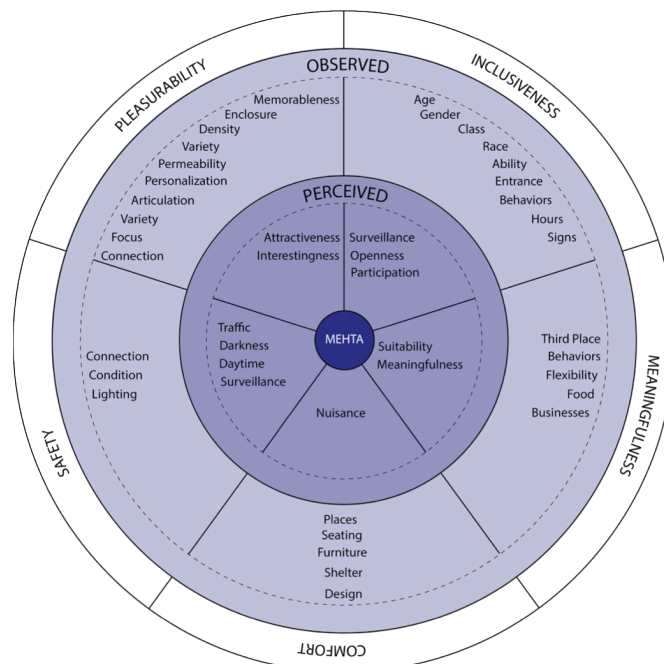
Mehta, Vikas. 'Evaluating Public Space' in *Journal of Urban Design*, vol 19, no 1, pp 53-88. 2014.

FIVE QUALITIES

GRAPHED ACCORDING TO SPATIAL SCALE AND STRUCTURE-AGENCY POSITION



42-45 INDICATORS WITHIN THE FIVE QUALITIES



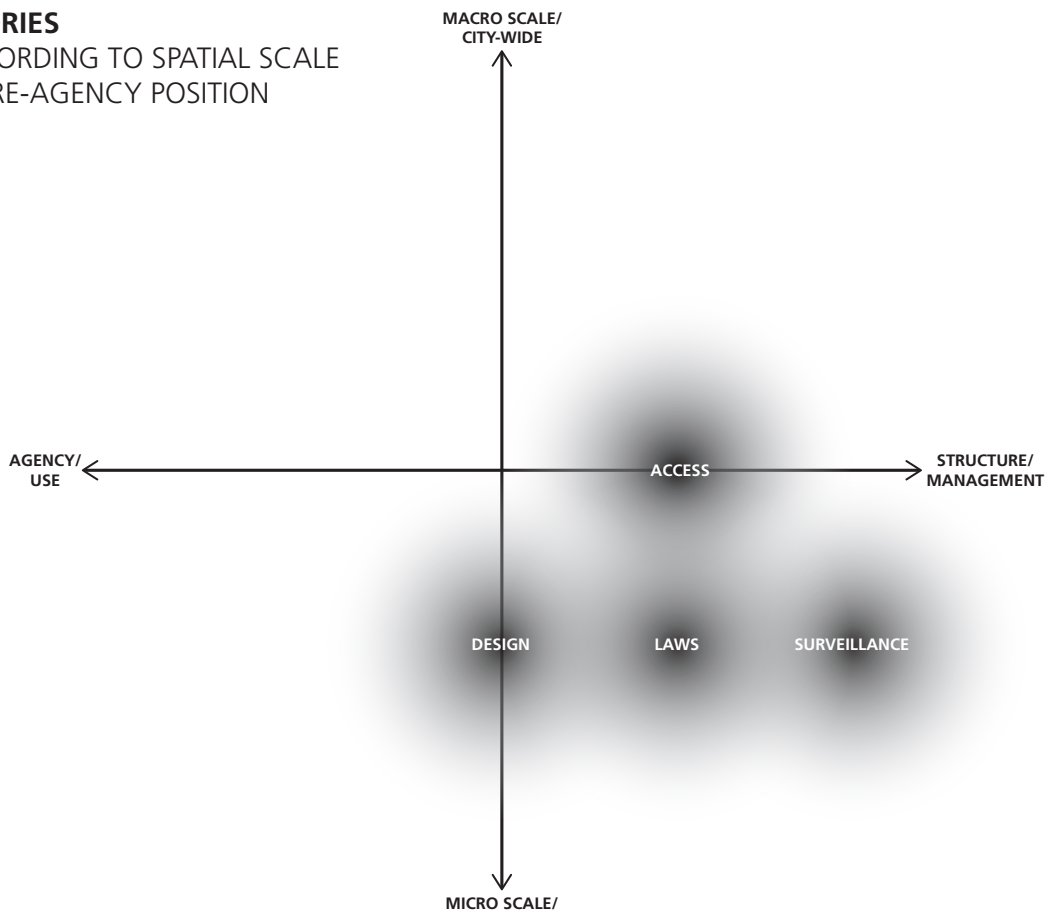
LITERATURE REVIEW

Index on Management Techniques for Publicly-Accessible Spaces

Németh, Jeremy. 'Defining a Public: the management of privately owned public space' in *Urban Studies*, vol 46, no 11, pp 2463-2490. 2008.

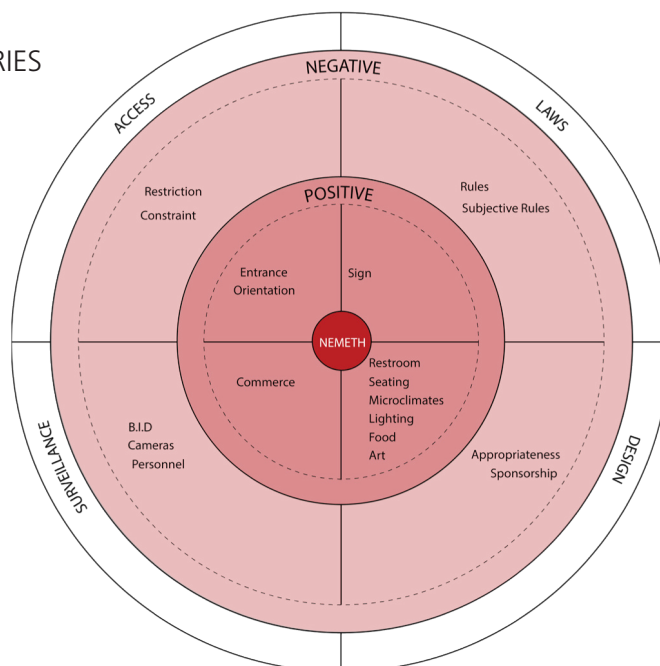
FOUR CATEGORIES

GRAPHED ACCORDING TO SPATIAL SCALE AND STRUCTURE-AGENCY POSITION



20 INDICATORS

WITHIN THE FOUR CATEGORIES



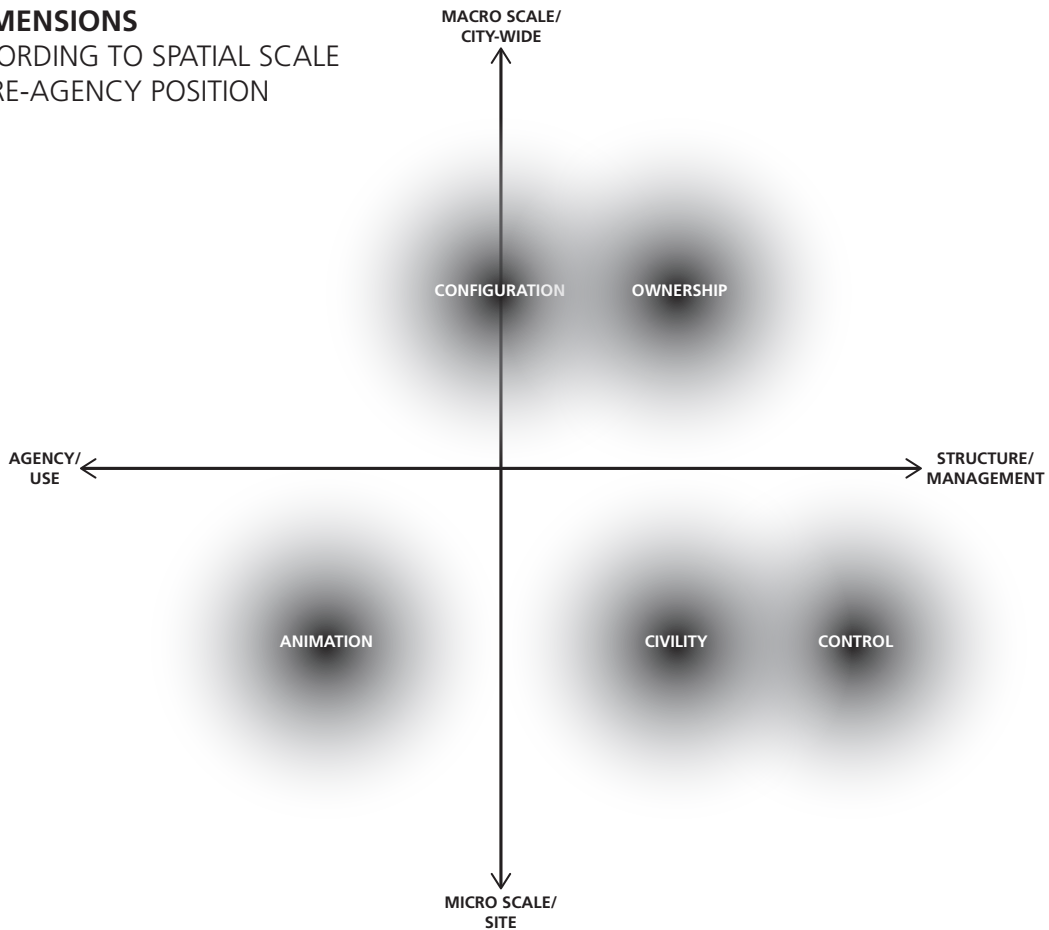
LITERATURE REVIEW

Index on Publicness of Public Space

Varna, George and Tiesdell, Steve. 'Assessing the Publicness of Public Space' in *Journal of Urban Design*, vol 15, no 4, pp 575-598. 2010.

FIVE META-DIMENSIONS

GRAPHED ACCORDING TO SPATIAL SCALE AND STRUCTURE-AGENCY POSITION



14 INDICATORS

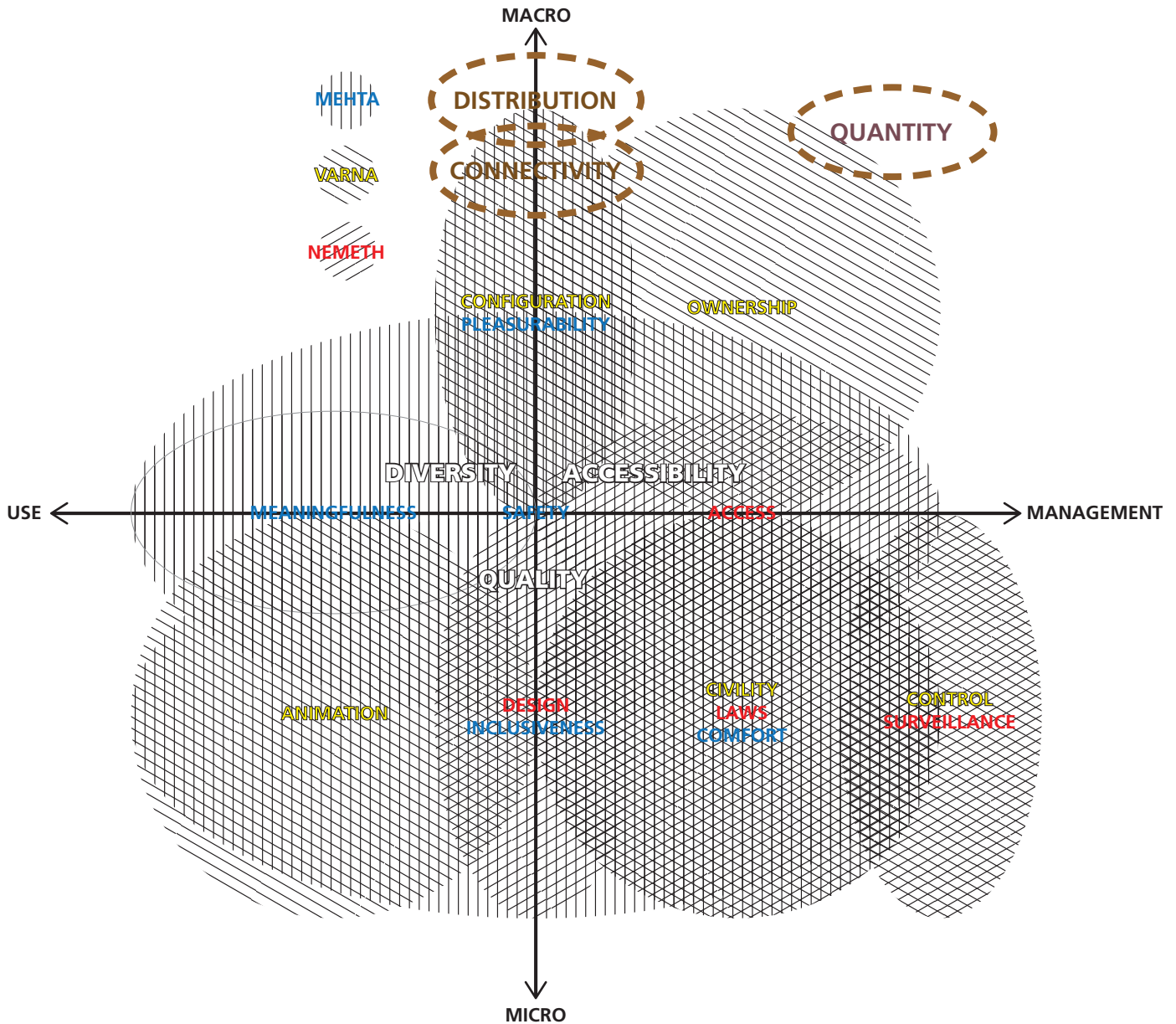
WITHIN THE FIVE META-DIMENSIONS



LITERATURE REVIEW

Analysis of Qualities/Categories/Dimensions

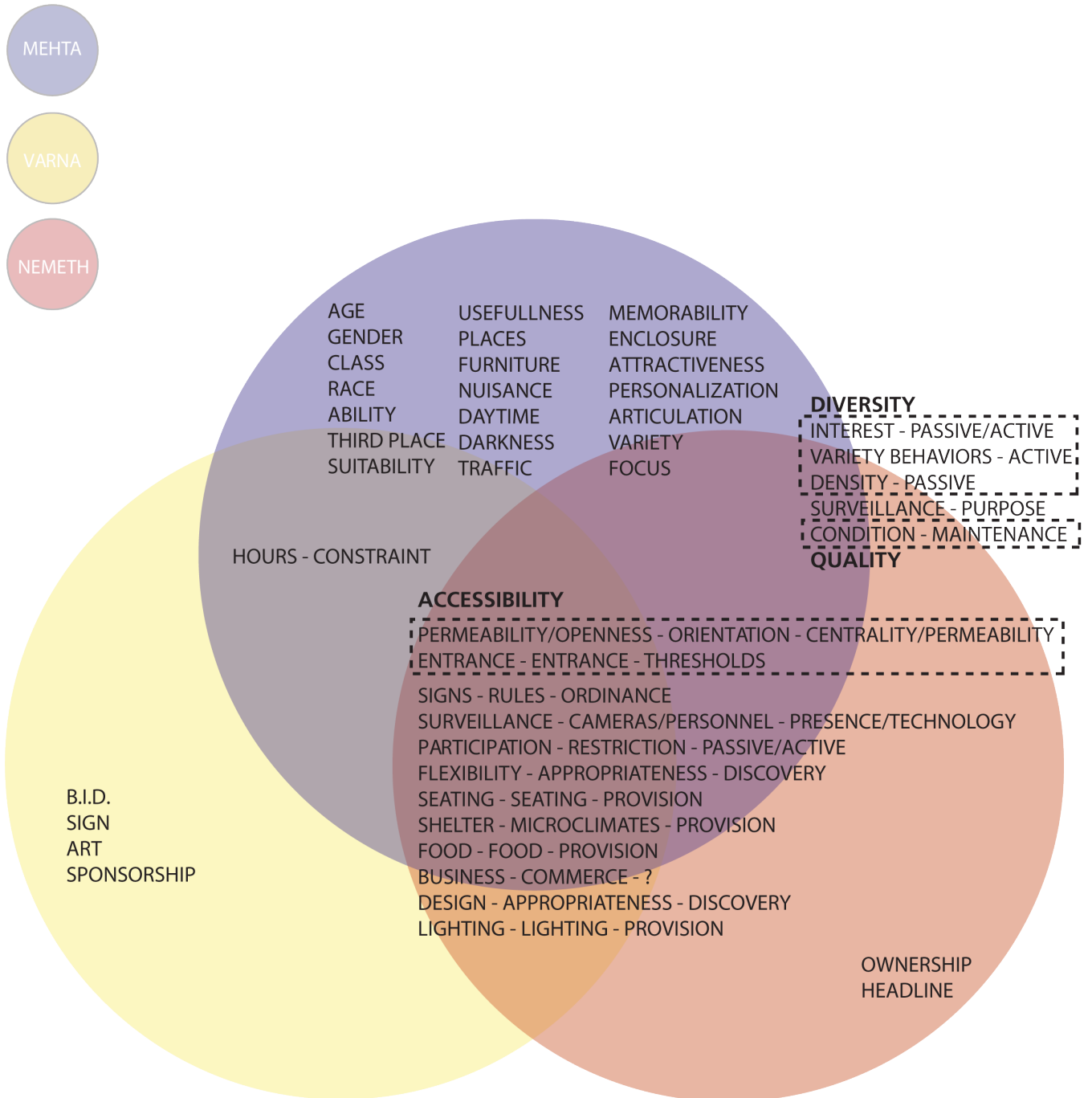
Showing Commonalities and Gaps at the City-Wide Scale



LITERATURE REVIEW

Analysis of Indicators

Showing Commonalities at the City-Wide Scale



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Public space is more than well-designed physical places. It is an arena for social interaction and active citizenship that can spark social and economic development and drive environmental sustainability. The design, provision and maintenance of well-connected systems of public space are integral to achieving a safe and accessible city. However, cities must move beyond typically site-specific approaches to addressing public space if sustainable and longer-lasting benefits are to be achieved. Establishing and implementing a city-wide strategy that approaches a city as a multi-functional and connected urban system can ensure the best chances of proactively driving good urban development.

A thorough strategy offers cities an action-oriented approach encompassing not only spatial goals, but governance arrangements, implementation plans, budgetary needs and measurable indicators. It should be formulated to overcome common obstacles to the successful provision of public spaces throughout a city. With adequate political support and funding, a city-wide public space strategy can deliver a well-distributed, accessible and inclusive public space system.

City-Wide Public Space Strategies: a Guidebook for City Leaders offers three guides in one: a process-based guide with 12 steps for developing a strategy; an output-based guide with 13 essential ingredients for a strategy; and an outcome-based guide with six important norms that every strategy should adopt. This guidebook is complemented by *City-Wide Public Space Strategies: a Compendium of Inspiring Practices*, and together they provide city leaders, including mayors, local authorities, urban planners and designers, with the knowledge and tools necessary to support them in developing and implementing city-wide public space strategies. Building on the Global Public Space Toolkit published by UN-Habitat in 2016, this set of publications supports the strengthening of local government capacity, providing actionable policy guidance and driving transformative change in multiple global contexts.