

ditch networks of the Qingshan Road, Tianping Road, Yanshan Road, Third Rings road, Longxiang Road, Yichun Road , Chilun Road, Wuwei Road, etc. This network not only coincides with the surrounding professional pipeline planning, but also effectively service Qunli administrative areas, commercial areas, and it is very affordable (Figure 7).

Inclusive of the city emphasizes a fair, harmonious and this concept has the same strain with “scientific development”, “harmonious society”. It reflects that whether a city can eliminate prejudice, treat and accept the vulnerable groups and outsiders in a equal attitude. The only benefit of all people the fruits of social development do, people’s lives can be improved synchronously, and society can truly achieve stability and prosperity. Based on inclusive growth, the role of urban planning is to build inclusive urban-rural relations, and to promote an inclusive society, by building an inclusive city.

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7. Konstepidemin

Artists, cultural engagement, collaboration and diversity



Roudaina Al Khani

Full Paper: Planning for more Inclusive Cities

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Manifestations against austerity measures, unemployment and rising taxes have swept across Europe and America in the last two years. In the Arab world, protests have soon turned into the toppling of oppressive governments and regimes in a number of countries. The eighteen month on-going Syrian revolution is an example. This alarming situation draws attention to the challenges and consequences of exclusion, and why inclusive policies should be a political priority.

My paper accounts for the different notions of inclusiveness and highlights the challenges to inclusiveness strategies in Europe and the Middle East based on my extensive experiences and on recent UN and EU reports. I conclude with policy recommendations for more inclusive cities and societies.

1. The concept of inclusiveness

There is a general understanding of inclusiveness as based on the recognition of essential human rights of individuals and groups, equity and access to services and benefits, irrespective of income, age, gender, race and ethnic background. Social inclusion is based on the belief that no one is left too far behind growing prosperity, and all have the opportunity to participate fully in social, cultural and political life and economic activity. Inclusiveness, it should then be stressed, extends to more than accepting the presence of “other” individuals and different cultures. It is rather an acknowledgement of abilities, respect of differences, enhancement and active employment of the potentials of people and communities. Inclusiveness is about

visibility, a voice to all in relation to major societal questions and local community issues, and active citizenship in terms of full rights and legal and moral responsibilities. It is about the extent systems enable diversity in all terms versus segregation and social, political, economic and cultural divide, and the extent societies have the culture of inclusiveness.

Inclusiveness in cities and urban areas is then promoted when all city inhabitants enjoy their rights, have access to improved services in inclusive built environments and public spaces, and participate in social, economic and cultural activities and progress. It can only be fulfilled when citizens take part in decision processes that are important to their lives and the built environment in which they live as well as in the formation and maintenance of their environments.

Inclusiveness is thus a major quality measure for societies and cities. It is both a necessity and a value, since including all societal agents in development and maintenance is essential to economic, social, environmental and cultural development, and to sustainability and competitiveness. On a broader scale, inclusiveness is about enabling and empowering local societies to be part of the international society; its progress, knowledge capital and exchange flows. Prompting inclusiveness, therefore, requires strategic, innovative, multi-level and cross-sector efforts; some can be carried out by local authorities; others require national solutions, trans-national and international cooperation.

2. Inclusion as a challenge for all countries

While great differences exist with regards to the extent inclusive policies have been concisely developed and conducted by national and local governments, issues of inclusiveness remain a major challenge for both developed and developing countries. Considering main indicators of inclusiveness, the current situation in many countries reveals high unemployment rates, increasing poverty, decreased access of civil servants and low-paid working force to housing, education and health services, as well as increasing inequalities and marginalization of social groups. Greater challenges face other countries, including political oppression, hunger threats, health disasters, low life quality, school dropouts and reduced safety. Climate change is a major threat affecting natural and urban areas, vital natural resources, health, quality of life and economic activities, and leading to massive displacement of people and increasing poverty.

Challenges to inclusion manifest strongly in urban areas subjected to increasing pressure. Urbanization and immigration (including trans-national immigration) to cities, and economic challenges and globalization exert pressure on cities' limited resources. This situation reduces living standards, access to services, benefits and jobs and creates cultural clashes. An escalating "us and them" discourse is often fueled by political frictions and debates on integration – these debates often point to negative effects on national welfare. Cities are becoming more segregated despite all efforts. Ghettos and deprived areas in Europe and growing informal settlements in developing countries unveil inequalities, hesitant policies and inefficiency of systems.

3. Strategies and challenges in European countries

National development policies and sector-development programs of European welfare states, urban policies and city development strategies have increasingly focused on inclusiveness, although a difference in the level of ambition and spending between Northern and Southern Europe exists. In recent years, a number of European city strategies have focused on improving the qualities of cities as Cities for All, through a diverse combination of strategies targeting:

- A more accessible and adapted housing market able to sustain core-workers in the center cities and to appeal to taxpayers and international labor with a diverse housing offer in terms of ownership, housing form and location, including the provision of affordable housing, and improvement of housing supply for youth, senior citizens and disabled.

- Spatial strategies targeting a diverse housing supply in urban areas including social housing. This has been highlighted in Copenhagen development strategies as a prerequisite for social sustainability. A diverse housing supply was one of the main selection criteria for the award winner of the North Harbor International Idea Competition concluded in 2009 – the largest urban development project in Denmark. The project aims at developing a sustainable mixed-use neighborhood providing, when fully developed, residences for 40,000 inhabitants and workplaces for another 40,000 people in the framework of compact development strategies. Other spatial strategies aim at reducing the social-spatial divide by the introduction of new inhabitants and businesses, including creative industries, to socially-declined urban areas. In addition, public space strategies have increasingly focused on functional and social diversity, accessibility, and exchange.

- Improvement of social integration through area-based strategies, comprehensive urban renewal and urban regeneration actions with an increasing focus on integrated approaches in deprived neighborhoods. Among the targeted areas are working class neighborhoods adjacent to brown fields and waterfront areas, for example in Gothenburg and Copenhagen. Comprehensive renewal efforts included integration programs with job, health and cultural components.

- Sustainability in urban areas with focus on livability, diversity, environmental sustainability, mobility and access to improved public transport. Emphasis on social sustainability, economic dynamics and environmental goals should go hand in hand.

- Sector development programs depending on the level of decentralization of local government (e.g. education, senior citizens and public health)

- Improvement of governance frameworks through effective public participation and administrative frameworks and development of frameworks for a qualified inclusion of the private sector in sustainable development projects.

These strategies have certainly improved inclusiveness, however reveal different levels of success in the European countries and face many challenges along with the increasing economic costs, recession and increasing demand. One example is the difficulties facing affordable housing programs. The implementation of the affordable housing program in Copenhagen, which was approved by the City Council in 2006 and aimed at constructing 5000 housing units in 5 years, has been delayed because of increasing land prices, inflexible housing legislation, and lack of governmental support compared to parallel programs in London. This experience underlines the necessity for more flexible frameworks and for national governments to engage in inclusion programs. Great Britain is also facing challenges in the housing sector. While the Government commits itself to building 170,000 affordable new residences by 2015, debates are on-going on the growing housing gap affecting younger generations because of reduction of housing allowance and demanding regulations. Integration programs serve as other examples as they do not seem effective in giving fair access to the labor market and in building a true citizenship. Unemployment rates among ethnic groups are much higher compared to a national average even for people with advanced education (IZA, 2008). This emphasizes that integration requires open political systems and political will – and that public and private employers must be ready to make use of these groups' potentials in all sectors. This process requires a new social and administrative mindset.

The state of the art of inclusiveness reveals disparities among countries, among regions, among cities, and among urban areas. Challenges to inclusiveness and related public strategies are accentuated by the economic recession in many countries and its severe regional impacts, drawing attention to the necessity of more integrated and innovatively-thinking approaches.

The elevated unemployment levels in some Eastern European countries with over 17 % of total labor force in Lithuania unemployed in 2010, almost 17% in Estonia and over 30% in Macedonia (World Bank, 2011) call for integrated reinforcement strategies and programs. Recession has also strongly affected Southern Europe, with Spain and Greece having very elevated unemployment rates. This situation will certainly have impacts on other countries as immigration flows increase across Europe, something that can both enrich the new markets if wisely managed and exert a pressure on them, prompting social, economic and cultural challenges.

The situation calls for rethinking policies for ensuring inclusiveness as a condition for growth, particularly when looking at the manner Spanish and Greek governments have managed the crises. The austerity measures approved by these governments to cope with the requirements of the European Union in countries with unemployment rates exceeding 22 % in 2012 (Reuters, July 2012) have major societal impacts. These measures to cope with a saving of 65 billion euro in Spain and 85 billion euro in Greece affect ordinary citizens – civil servants and senior citizens – as they include cuts to wages and pensions, and reduction of jobs as well as impact negatively on small businesses, that is to say affect the main groups that mobilize economy and maintain services. These high-level policies that aim at repaying banks' deficit at the expense of ordinary citizens contradict both inclusive strategies aiming at placing citizens at the center and economic growth goals. Therefore, emphasis should be placed on socio-economic, integrated and multi-scale approaches that deal with urban and regional inequalities, poverty, job market, services and economy, and that actively and innovatively employ all potential, resources and dynamics. These approaches should consider national, regional and local development potentials in complementarities while targeting inclusiveness and growth hand in hand.

Seeing the importance of inclusiveness, the European Union places the goal of strengthening more inclusive societies and empowering people as one of its key priority policies for the forthcoming decade in parallel with encouraging knowledge-based and greener, inclusive economy (European Commission, 2009, 2012). Here attention should be drawn to benefits related to the market of innovative technology and the importance of reinforcing the economy and the conditions of rural areas as well as the continuity of markets among urban and rural areas. The latter should not be downplayed by compact city strategies.

4. Challenges to inclusiveness in developing countries – the Arab Mashreq

The employment of integrated and multi-scale strategies is equally essential in developing countries where challenges to inclusiveness are even sharper. Poverty, unemployment, weakness of major development sectors as to public health, municipal services, education and housing, and women's status are major challenges. They are general conditions that frame the life of citizens and determine living standards and citizens' access to services, benefit and future possibilities. Decline of the middle class in many countries like Syria and Egypt is very alarming as this class is usually the bearer of society. This situation marks the growing gap between rich and poor and the increasing social divide, which becomes more accentuated along with increasing globalization and new lifestyles. Violation of human rights, lack of democracy and transparency are also challenging aspects in many Arab countries, and therefore the Arab Spring has swept across several countries in the last two years.

Except in the Gulf States, almost 18% of residents in the Arab world live below national poverty line. With annual wage averages inferior to 3300 \$ / year in Syria for public labor and 4600 \$ / year in Jordan, households in these countries do not have fair living standards even with regards to basic needs. Overall governments' spending on health care in the Arab Mashreq (3.4 % of GDP in Syria compared to 11.9 % in France in 2010) reveals insufficiency to meet the demands of health services of a rapidly growing population. Unemployment rates have significantly increased in many countries, particularly as consequence of political unrest with 28 % of total labor force in Iraq and 14,9 % in Syria. This percentage is much higher in some Syrian cities and regions standing at nearly 38 % and over 22 % in Al-Hassakeh and Al-Sweida Governorates. Elevated unemployment manifests also strongly in smaller cities like Jerash in Jordan with a rate exceeding 30 % of the total working force. These rates are even higher in certain city neighborhoods, including informal settlement areas where most of the urban growth takes place.

Youth are severely affected by unemployment, which is alarming. Youth compose a large segment of the Arab societies where 60 % of the population in Arab countries is below 25 years of age. Youth comprise a large segment of unemployed working force particularly in urban areas and present the biggest challenge to all Arab countries. They compose almost half of the total urban unemployed in Jordan and Egypt, and youth unemployment is a big challenge for Lebanon and Syria as well. Therefore, providing job opportunities to youth in the framework of more integrated social and economic programs that seek economic growth, targeted education and more diverse job market should be one of the main goals of national and local governments. UN-Habitat's report on Youth Development in MENA Cities in 2012 estimates the need of 51 million new jobs to be created by 2020 in order to absorb youth into the labor force. The same report draws attention to economic growth opportunities related to youth and the necessity of approaching the "youth bulge" in terms of "a window of opportunity" and not as a negative feature as often highlighted by international reports.

Other main challenges to youth inclusion are: lack of opportunities open to youth in terms of access to education in some countries, cultural programs, housing and rights to the city. Family-dependency until an advanced age - because of reduced access to job and housing - affects the life quality of youth and their possibility for developing into active society agents. The situation of youth requires setting youth policies and concise and new thinking, multi-partner and cross-sector strategies.

The situation of youth has prompted the launch of some local initiatives by public and civil society actors, and international aid-programs such as UN-Habitat program for Youth Empowerment, which emphasizes the necessity of giving youths a role as agents in the transformation of cities and providing youth spaces in cities, and support programs by Arab Urban Development Institute. These programs improve the chances of some segments, but do not compensate for necessary national visions and actions that should be established for youth, looking at the tremendous economic, societal, cultural and development costs of youth unemployment and marginalization. With the increasing globalization, communication and exchange, the youths are becoming more aware of own situation and rights, have new expectations to their governments and are mobilized more than ever. It is, therefore, important to engage in dialogue with youth and enable their involvement in major societal issues, debates and the formation of their lives and environments.

Cities and inclusiveness

Challenges to inclusion are more accentuated in the dense urban areas. Rapid population growth, high urbanization rates in many Arab countries and immigration from the poor and marginalized rural areas to the outskirts of big cities and agglomerations exert great pressure on the limited resources of cities, on their systems and administrations. They accentuate the growth of informal settlement areas, poverty and city segregation, and increase the gap between supply and demand. In addition to the impacts of mass immigration from other countries because of political oppression, economic crises and wars, like Iraqis' immigration to Syrian cities as a result of the Gulf War and Iraq War where an estimated number of two million Iraqi refugees settled in the Syrian cities. Immigrants tend to regroup in particular city districts or in the suburbs, accentuating the problems of informalities, the duality of economies, and cultural, social and economic challenges as well as exhaustion of services and systems that are weak beforehand.

Except in the Gulf countries, which have policies to provide their citizens with adequate housing, the sprawl of informal settlement areas is a major challenge for many Arab cities, although having different living standards among countries. Almost 45 % of the urban population of the two major Syrian cities; Damascus and Aleppo and over 60 % of households in Greater Cairo live in informal settlement areas. Despite some governments' provision of basic services to these areas like water and sewer, for example in Syria, the level of service provision (electricity, sanitation, waste and water networks) remains much inferior to the rest of the city. A number of problems coexist in these areas as for elevated unemployment rate exceeding city average and reaching in the case of some Syrian cities, for example Lattakia, over 40 %. Other problems are illiteracy, reduced health condition due to bad environmental conditions and weak health infrastructure as well as school dropouts and exploitation of children in workshops. Residents in these areas are excluded from a range of benefits related to city development and lifestyles. In the absence of strong administration and legislation and with spreading corruption, some residents and informal developers exploit the situation while other residents are left to the mercy of these developers and have no secure legal status. These conditions reinforce economic, social, cultural and political divide in the city and marginalize national human resources that would otherwise have participated in the development and progress of the city and the country as a whole.

Several Arab countries have worked for reducing their informal settlement areas as Tunisia, Morocco and Egypt. In parallel, these countries have engaged in affordable housing programs with Egypt aiming at building 500,000 affordable housing units in new towns between 2005-2011, linking private sector investments through incentives and subsidize, and Morocco having a well developed affordable housing program compared to other Arab countries (UN-Habitat, The State of Arab Cities, 2012).

Seeing the scale and complexity of the issue of informal settlements, current approaches are not capable of substantially reducing existing settlements, hindering the increase of new ones and dealing in-depth with related social, economic, cultural and urban development issues. Instead of dealing with these settlements as negative enclaves and a city problem only, the new approaches should consider revitalization of these areas, considering the conditions of each area, while capitalizing on their potentials, resources and dynamics, which can function as development drivers for the areas and the city in large. In parallel, the new approaches should deal with the main reasons behind the growth of these areas in a regional context. They should map, on the one hand, regional development challenges as to poverty, unemployment, decline of agriculture and rural communities, services and resources; on the other hand, regional development potentials. New thinking, integrated and multi-scale strategies should address regional economy, socio-economic development, diversity

in the job market, urbanization challenges, and housing reform policies, including finance mechanisms and legal issues. Development and job potentials in all sectors, including knowledge-based economy and the innovative sectors in and outside the cities, and in modernized agriculture, should be explored while linking all active players.

Moreover, great city development opportunities are neglected because of the absence of real participatory frameworks and processes that encourage citizens, including the youth, NGOs and local communities, to take part in the planning, formation and maintenance of their environment. Not only would the involvement of these groups enhance social responsibility and ownership, but it will prompt more informed approaches about local needs and make better use of local and human resources in the framework of enhanced urban management.

National-level factors influencing inclusion

Like in European countries, many of the challenges facing cities and inclusion are determined by major conditions at the national level.

Despite of limited resources being a major challenge for many governments in developing countries and a barrier to inclusion, including the Arab Mashreq, a number of other factors are found responsible for the increasing marginalization of people and communities and the unequal distribution of resources, including:

- Lack of clear development visions for economy, society and human resources, and for development and regeneration in urban and rural areas. Sector development programs as for housing, health and education and for the labor market are unable to respond to local and national demands.
- Lack of concise planning systems, planning approaches and capable administrations at all levels. Weak congruency between national planning and local development needs is often a problem. In centralized systems and in the absence of real democracy in many countries, central governments are often not informed about local needs and undermine local governments. The latter often lack concise development visions.

City planning is often rigid top-down planning based on outdated masterplan concepts and is not concerned with how to prompt social and economic development, competitiveness and integration and how to improve the environment for better life quality, business development and more dynamic job market in cities.

- Incapacity to make effective use of active local efforts and knowledge and international-aid programs.
- Marginalization of participatory approaches that enable the involvement of citizens, civil society and the private sector in the framework of clear visions reduces development possibilities, shared social responsibility, ownership and rights to the city.
- Ineffective legal framework, injustice and decline of justice system.
- Absence of democracy in many countries, real representation of all societal groups and concise election systems. Disregard and contempt for human rights and absence of free media.
- Corruption in many countries, reduced transparency and bureaucracy are great obstacles to inclusiveness. On a daily basis, millions of people are exploited and declined rights and life possibilities, including jobs.
- Some political systems employ inclusion and exclusion as means to reinforce their dominance. Supporters to these systems have greater access to benefits and jobs, while many population groups are excluded. These systems often overlook citizens as a real resource and do not invest in their presence and future.

Marginalization of people and societies has prompted massive protests in a number of Arab countries heading towards a change of governments.

Society-state and the need to build social responsibility

Friction between civil society and state has increased in many countries. Civil society proves to be more dynamic than public authorities as it has closer presence on the ground, including charity work. Many governments' outdated policies do not respond to the needs of citizens while their controlled media do not offer valuable communication platforms that are compatible with the culture of the 21st century.

Experiences from Syria reveal the great dynamism of civil society and its worth as a precious resource that can benefit inclusion and development. My work on developing a Syrian pilot project for informal settlements selected in the city of Aleppo - Syria's economic capital and its second largest city with two million inhabitants - reveals the great dynamics of civil society, its capacity to organize and its potentials to support development in many areas and benefit inclusion. The revitalization concept that has comprised a neighborhood of almost 40,000 inhabitants North of the city has been based on developing the area as an integral part of the city in all terms, taking a starting point in the area's existing potentials and aiming at smart sustainable development, including urban environment, local economy, social development, cultural and environmental sustainability. A participatory approach is envisaged as the main driver in planning, development, and implementation with an emphasis on the empowerment of the residents and civil society and linking national resources, micro finance programs and the private sector in relation to job creation and training. A flexible structure has been created to enable the participation of all actors and coordination of international donors' efforts in the framework of sector-integrated and multi-scale development concept. Even though postponed, the project emphasizes the important role of the public sector in drawing up visions and building adequate frameworks and trust between state and citizens. It also stresses the importance of improving legal structures related to civil society and building adequate frameworks for the involvement of private actors. At the same time, this experience unveils the challenge facing this type of new-thinking projects as local authorities would feel pressured by local communities.

5. Conclusions and policy recommendations

- Exclusion results in substantial reduction of life quality for many people, waste of human capital as well as economic, cultural, societal, environmental and political loss. This fact negatively affects the sustainability of societies, cities, regions and nations. A new mindset should focus on the validity and human value of all society members. These should be the focal point in overall development and sector-development policies. Investment in human capital at all levels and capitalization on local resources should be major issues for national and local governments.

- In the capacity of innovative leaders and development drivers, city authorities should work for improving their qualities as inclusive cities, bridging social, spatial, economic and cultural divides. They should invest in more sustainable built environment, local economy and enabling public life while building the capacity of city administration and providing better services to all citizens. City authorities should enable the participation of all society members through improved urban management structures and play a major role in linking national development goals and needs on the ground. These goals require integrated and strategic city planning approaches, while linking planning, implementation and resources.

- Promoting inclusiveness can only be achieved through overall aware inclusiveness policy and planning that actively target inclusiveness at local, city, regional and national levels. It requires state-supported multi-scale, integrated and risk-aware policies and strategies that link social, economic, cultural and environmental perspectives with focus on more synergies. Trans-national cooperation is crucial to regional development. Development in the cities and regions should invest in the innovative sectors, as renewable energy and comprehensive resource and waste management as tools for more accessible, environmentally-clean services, jobs and broader services. Developing countries and international aid projects should employ the great potentials related to the innovative sectors in the development of urban and rural areas, approaching them as a necessity and not as a luxurious goal.

- Governance frameworks should engage and encourage the participation of citizens, civil society organizations, business community and all active players in planning, decision-making, implementation and management. This would create a more qualified platform for supporting society, shared responsibility and reinforced citizenship.

- Increasing transparency and openness of systems are crucial for inclusiveness. Eradication of corruption, particularly in developing countries is a very important step towards an equitable distribution of resources and possibilities.

- Achieving inclusiveness necessitates a genuine democratic system where people can express themselves freely and have equal opportunities. The media should act as a strong tool in the hands of citizens and a watch dog on governments.

- Importance of learning from positive local societal values, as to flexibility, family solidarity and cultural inclusion in the case of the Arab countries in generating new thinking solutions for inclusiveness.

- Creating effective environments for debates and improving exchange of best practice through clear structures and programs are equally very important. Establishing evaluation and monitoring measures for inclusiveness and international aid programs based on results on the ground is very necessary.

- Long-term political commitment supported by budget resources, policy reforms, improved legal framework and strengthening institutions are essential conditions.

Finally, much can be done. It is the responsibility of political leaders and international debate platforms as IFHP to increase awareness of the necessity of developing inclusive policies and taking national and international collective action towards more inclusive societies and cities. The practical challenges are much bigger for governments and local governments in developing countries and countries in economic and political transition. Not only should these governments engage in rebuilding their national systems and administrations, but they should equally work for building trust with citizens and the society in large through more inclusive policies and actions meeting expectations. Success is only measured by results on the ground.

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8. Mistra Urban Futures

New methods, forums and collaboration for the cities of the future



Mistra Urban Futures Introduction to Mistra Urban Futures



Mikael Cullberg The County Administrative Agencies



LÄNSSTYRELSEN
VÄSTRA GÖTALANDS LÄN
County Administrative Agency
(Government Regional Office)

Mikael Cullberg
Senior Adviser to the Governor