The Journal of Public Space
ISSN 2206-9658
2025 | Vol. 10 n. 2
https://www.journalpublicspace.org

Assessing Inclusivity in Design and Management of Public Space.
Museum Gazhane and Galataport Istanbul Cases

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Abstract
In recent decades, the political economy of cities has undergone a transformation that has led to fundamental changes in the design and management of public space. The production of public space has shifted from the predominantly public sector to a variety of private actors, both for-profit and non-profit. In this respect, the extent to which strategies for designing and managing public space are inclusive reshapes the publicness of public space. These transformations have made it increasingly necessary to examine how publicness is produced through concrete spatial and managerial practices rather than assumed from ownership status alone. This study develops the Public Space Inclusivity Index (PSII) as a structured framework for assessing how design and management strategies facilitate or constrain inclusivity through spatially encoded mechanisms of control. Based on a review of relevant literature and site visits to new public spaces in Istanbul, the PSII evaluates five interrelated dimensions: access, uses and activities, safety and surveillance, comfort, and image. These dimensions are operationalised through 34 indicators and applied to two publicly accessible spaces in central Istanbul: Museum Gazhane and Galataport Istanbul. The analysis draws on field observations, map readings, and document analysis The findings reveal how different governance arrangements and actor constellations produce distinct inclusionary and exclusionary conditions: Museum Gazhane demonstrates a relatively inclusive yet managerially conditioned form of publicness, while Galataport Istanbul reflects a more controlled and consumption-oriented regime. The study contributes to public space scholarship by offering a structured framework for examining how inclusivity and exclusion are materially produced through design and management strategies.

Keywords: publicness, inclusivity, public space assessment, Museum Gazhane, Galataport Istanbul

To cite this article:
Türkoğlu, S. and Terzi, F. (2025) "Assessing Inclusivity in Design and Management of Public Space: Museum Gazhane and Galataport Istanbul Cases", The Journal of Public Space, 10(2), pp. 97-122. doi: 10.32891/jps.v10i2.1877.

This article has been double blind peer reviewed and accepted for publication in *The Journal of Public Space*.

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Introduction

In the 21st century, cities face intensifying pressure to attract global investment and position themselves competitively within the global economy. In response, the creation of attractive and well-designed public spaces has become a central strategy for enhancing urban liveability, economic vitality, and social well-being (Ercan, 2005; Mehaffy, 2021). This emphasis on public space quality has also been reinforced by global urban agendas, including UN-Habitat (2013), which identify multifunctional, safe, and inclusive public environments as critical priorities for sustainable urban futures. Accordingly, scholars have highlighted the need to integrate spatial design with long-term management strategies in order to support high-quality and socially responsive public spaces (Lang, 2017; Carmona, 2019; Mehaffy, 2019).

However, the pursuit of public space quality has increasingly converged with neoliberal urban policies, reshaping the provision, governance, and public character of urban spaces. Public–private partnerships (PPPs), often promoted as efficient solutions, have produced hybrid governance arrangements in which roles, rights, and responsibilities are redistributed among public authorities, private actors and semi-public organisations throughout the design and management process (De Magalhães and Carmona, 2009; De Magalhães, 2010; van Mélik and van der Krabben, 2016). In many contexts, these arrangements have reconfigured the public–private divide both spatially and institutionally (Madanipour, 2019), giving rise to public spaces that are publicly accessible yet increasingly shaped by commercialised functions, securitised management, and selective forms of regulation.

This transformation has generated significant critiques. Scholars have shown that design and management strategies that promote aesthetically appealing and highly maintained environments may also introduce layers of control through surveillance, access regulations, behavioural rules, and standardised, consumption-oriented functions (Ercan, 2005; van Mélik et al., 2007; Németh and Schmidt, 2007). Even when these spaces are publicly produced, they are embedded in political, economic, and regulatory frameworks that render their publicness ambiguous and continuously negotiated (Mitchell, 2003; Low and Smith, 2006; Madanipour, 2019). Consequently, contemporary public spaces often embody contradictory tendencies: they may project openness and inclusivity while simultaneously reproducing exclusionary patterns that privilege particular users, practices, and aesthetics.

Against this background, this study examines how spatial design and management strategies produce publicness through their implications for inclusion and exclusion. Existing analytical tools, such as the Star Model (Varna and Tiesdell, 2010), the Tri-Axial Model (Németh and Schmidt, 2011), and the Public Space Index (Mehta, 2014), have made important contributions to the assessment of publicness. However, they tend to underemphasize how control embedded in design and management strategies produces inclusionary and exclusionary outcomes in public space. To address this gap, the study introduces the Public Space Inclusivity Index (PSII), a structured evaluative framework that assesses inclusivity as an observable spatial expression of publicness. The PSII operationalises this relationship through five interrelated dimensions—access, uses and activities, safety and surveillance, comfort, and image—each defined through explicit indicators and classification criteria that identify how design and management strategies facilitate or constrain inclusivity.

Istanbul, a city undergoing profound neoliberal urban transformation and marked by diverse forms of hybrid public space provision, provides a relevant context for examining these tensions. The PSII is applied to two distinct but publicly accessible sites in central Istanbul: Museum Gazhane and Galataport Istanbul. These cases represent contrasting models of contemporary public space provision, shaped by different governance arrangements, design priorities, and management strategies. Rather than offering a simplistic ranking, the study uses the two cases to examine how competing priorities in design and management translate into measurable differences in inclusivity and, consequently, into different regimes of publicness.

Publicness as a Relational Quality

The concept of publicness has long occupied a central position in urban studies, yet its meaning and analytical scope remain contested. Public space can be understood through a wide range of disciplinary perspectives, from political theory and sociology to urban design, planning, geography, and architecture. Classical theoretical accounts, most notably Habermas's (1989) conception of the public sphere and Arendt's (1958) understanding of the public realm as a space of political appearance and action, framed publicness through normative-democratic ideals. Within these perspectives, public space was associated with openness, collective interaction, rational debate, visibility, and political participation, while publicness was understood as a key condition of democratic life.

While these perspectives remain foundational, they provide only a partial understanding of contemporary urban conditions, where publicness is increasingly shaped by complex configurations of governance, regulation, market forces, and everyday spatial practices. Public space is increasingly understood as a field of competing claims, where rights, access, visibility, and acceptable forms of behaviour are continuously negotiated, challenging the idea of a neutral arena for democratic interaction (De Magalhães, 2010; Madanipour, 2010). Critical urban scholarship has therefore shifted attention from what public space ought to be towards examining how publicness is actively produced, negotiated, and contested through social, political, and economic relations (Mitchell, 1995; Low and Smith, 2006). Mitchell (1995, 2003) argues that public space is continuously shaped by struggles over rights, visibility, and legitimate presence, while Low and Smith (2006) foreground the political nature of public space as a terrain of social conflict, regulation, and exclusion. Fraser's (1990) critique of the singular public sphere similarly shows that dominant publics and counter publics are historically constituted through unequal relations of representation, access, and legitimacy.

A key development in this critical tradition is the move beyond the conventional public-private dichotomy. Publicness has often been associated with public ownership, while privateness has been linked to exclusion, restriction, and private control. However, scholars have argued that this binary is inadequate for capturing the hybrid realities of contemporary urban spaces, where even publicly owned spaces may be managed according to privatised logics of control and efficiency (Németh and Schmidt, 2011; Madanipour, 2019). Kohn (2004) argues that public space is a multidimensional concept with multiple and sometimes contradictory meanings, Kilian (1998) questions rigid public–private categorisations by emphasising that spatial practices are structured through mechanisms of access and exclusion, which vary according to social relations and power structures. More recently, as Madanipour (2003, 2019) argues, although the

blurring of the public–private distinction is not a new concern, it remains necessary to re-emphasise that the transition between public and private should be understood through overlapping degrees of access, control, and use.

Recent empirical studies further show that public ownership does not necessarily guarantee publicness, just as private ownership does not inevitably eliminate it (Carmona, 2021; Dunlop et al., 2023; Leclercq et al., 2021). Dunlop et al. (2023), for instance, demonstrate that privately owned public spaces may display varying degrees of publicness depending on management practices and design features. Carmona's (2021) notion of public-isation further suggests that publicness can be actively constructed through regulatory mechanisms, design interventions, and negotiated agreements. These studies indicate that publicness must be understood through actual conditions of access, use, governance, and control rather than assumed from legal status.

This recognition has led scholars to conceptualise publicness as a variable and relational quality shaped through social negotiation and power relations (Kilian, 1998; Staeheli and Mitchell, 2008). Recent studies similarly approach publicness as a fluid and context-dependent condition shaped by social practices, governance arrangements, regulatory frameworks, and interactions among different actors (Dunlop et al., 2023). In this sense, publicness is best understood as a spectrum rather than a binary condition, along which varying degrees of openness, restriction, inclusion, and exclusion are negotiated through spatial, social, and regulatory processes (Varna and Tiesdell, 2010; Carmona and Wunderlich, 2012; Dovey and Pafka, 2020). Rawhani et al. (2023) advance this perspective by conceptualising public space through a cohesion–contestation spectrum, emphasising that public spaces can simultaneously enable social cohesion and operate as sites of conflict. This spectrum-based understanding provides the conceptual foundation for the analytical framework developed in this study.

Control, Inclusivity and Exclusivity in the Production of Publicness

Building on the theoretical framework outlined above, this study approaches publicness as a relational, contingent, and multidimensional quality produced through the interaction of access, use, visibility, behaviour, representation, and control. While publicness cannot be reduced to a single attribute, a recurring concern across diverse conceptualisations is the question of who is able to access, use, occupy, benefit from, and find recognition within urban space (Mitchell, 2003; Low and Smith, 2006; Madanipour, 2019). Whether framed through rights, accessibility, governance arrangements, social interaction, or the distribution of control, debates on publicness ultimately centre on the extent to which different social groups are included in—or excluded from—the opportunities, resources, and meanings embedded in public space. In this sense, design and management strategies are not neutral technical arrangements, but mechanisms through which particular spatial orders, behavioural norms, symbolic meanings, and forms of access are produced and legitimised.

In contemporary urban contexts, the design and management of public space have become increasingly complex, as responsibilities, resources, and decision-making powers are distributed across diverse public, private, and semi-public actors (De Magalhães and Carmona, 2009). These arrangements affect publicness by shaping how spaces are accessed, used, programmed, maintained, monitored and represented. This is particularly significant in neoliberal urban settings, where privatisation,

commercialisation, securitisation, and homogenisation have intensified concerns about the erosion of inclusive public life (Ercan, 2007; Németh and Schmidt, 2011). This perspective considers control a constitutive dimension of publicness, since rules, design codes, security practices, and management regimes define the conditions under which public life can take place.

As De Magalhães (2010) emphasises that publicness is shaped by the rules and mechanisms through which rights of access, use, and control are distributed. Public spaces are therefore never entirely free from regulation. They are structured through formal and informal rules, behavioural expectations, spatial codes, symbolic representations, and management practices. Such forms of regulation may support accessibility, safety, maintenance, and everyday coexistence, yet they may also generate exclusion when they privilege particular users, behaviours, appearances, or activities over others (Low and Smith, 2006).

Public space is not simply a stage for action, but also an arena in which social norms, identities, and power relations are reproduced (Mitchell, 1995; Kohn, 2004, Madanipour, 2010). Mehta (2022) emphasises that visual images, symbols, and repeated patterns of activity in public space can legitimise certain social groups and behaviours while rendering others less visible. Similarly, Dovey (2010) argues that the physical and social morphology of space shapes the field of possible action by guiding behaviour and establishing codes of acceptable interaction. Design is therefore not neutral: it can enable encounter, diversity, and appropriation, but it can also normalise particular users, behaviours, and aesthetic expectations. The inclusiveness of public space consequently depends on the extent to which its spatial representations, rules, and experiences remain open to diverse users and practices.

This perspective clarifies the relationship between publicness and inclusivity. Inclusivity is not treated here as synonymous with publicness, nor as its automatic outcome. Rather, it is understood as one of the principal spatial expressions through which publicness becomes observable in practice. The key question is not whether a space is formally public, but who can enter, remain, use, appropriate, recognise themselves in, and feel legitimate within it. This question is inherently political, since laws, social norms, legitimation practices, symbolic codes, and spatial regulations define who constitutes the public, how bodies may be present in space, and which activities are recognised as acceptable (Madanipour, 2010; Staeheli and Mitchell, 2007). Reyes (2016) conceptualises public space as a contested arena of struggle over social control, while Mitchell (1995, 2017) highlights the need to examine spaces labelled as "public" through the conflicts between order and control on the one hand, and open, unpredictable interaction on the other.

Public spaces communicate symbols and experiences that can legitimise certain forms of public life while marginalising others (Kohn, 2004). Inclusivity and exclusivity are therefore conceptualised as relational outcomes of control mechanisms embedded within design and management strategies. Inclusivity is produced when strategies create the conditions for diverse users to access, use, and appropriate space in ways that are relatively open, meaningful, and non-discriminatory (Iveson, 2007; Mehta, 2014). Exclusivity, by contrast, emerges when strategies filter users, restrict activities, intensify surveillance, privilege consumption, or communicate symbolic messages about who is entitled to belong in public space (Zukin, 1995; Mitchell, 2003; Németh and Schmidt, 2011). However, these processes are not mutually exclusive. As Qian (2020) argues,

inclusion and exclusion should be understood as co-constitutive logics of publicness rather than fixed and opposing conditions. Measures designed to promote inclusion for particular groups may simultaneously generate new forms of exclusion, while certain forms of selective exclusion may protect vulnerable groups or facilitate the participation of historically marginalised populations (Iveson, 2007; Ye, 2017; Madanipour, 2023). This complexity highlights the limitations of evaluating public spaces through simplistic dichotomies of open versus closed, public versus private, or inclusive versus exclusive. A more relational reading is needed, one that examines how inclusionary and exclusionary forces are produced, combined, and negotiated across different contexts. In this study, these dynamics are later operationalised through five design and management dimensions: access, uses and activities, safety and surveillance, comfort, and image. These dimensions provide the analytical basis for examining how publicness is shaped through different forms of spatial control, functional organisation, surveillance, comfort provision, and symbolic representation.

Development of the PSII

The development of the PSII followed four interrelated steps. First, existing publicness and public space assessment frameworks were reviewed to identify recurring dimensions and operational criteria used to evaluate the public character of urban spaces. Second, these dimensions were synthesised and adapted into a design- and management-oriented analytical structure composed of dimensions, components, and indicators. Third, a classification strategy was developed to position each indicator along an inclusivity–exclusivity spectrum, allowing the index to evaluate how specific spatial and managerial strategies contribute to more inclusive or more exclusionary forms of publicness. Fourth, a scoring and normalisation procedure was established to convert indicator-level assessments into comparable dimension scores and an overall PSII value.

Analytical structure of the PSII

The PSII was developed by synthesising and adapting key parameters from existing publicness and public space assessment frameworks. As summarised in Table 1, these frameworks translate publicness into observable dimensions such as ownership, management, access, control, use, surveillance, comfort, inclusiveness, and social interaction. Collectively, they provide a critical foundation for translating the abstract qualities of publicness into empirically observable characteristics.

Building on these approaches, the PSII explicitly foregrounds the degree of control embedded in spatial and managerial decisions and assesses how design and management strategies facilitate or constrain inclusivity in public space. In this respect, the PSII extends existing approaches by systematically examining the relationship between publicness, inclusivity, and mechanisms of control within the design and management dimensions of public space. By examining the interplay between inclusionary and exclusionary outcomes across different spatial dimensions, the PSII provides a structured analytical framework for investigating how publicness is materially produced within contemporary public spaces.

Table 1. Overview of existing publicness and public space assessment frameworks

Authors	**Dimensions**	**Index-Model Scoring**	**Methods for scoring**
van Mélik et al. (2007)	Secured public space criteria; Themed public space criteria	The cobweb diagram (1 – 3) low (L), medium (M) and high (H)	Direct observation
Nemeth and Schmidt (2007)	Laws/ rules; Surveillance/ policing; Design/ Image; Access/ territoriality	Observation based index 0 - 2 and 0 - (-2) Features encouraging and discouraging use	Direct observation
Nemeth (2009)	Design; Surveillance; Rules; Accessibility	Index (0 – 2) and (0 - (-2)) Features encouraging and discouraging use	Direct observation
Varna and Tiesdell (2010)	Ownership; Control; Civility-maintenance; Physical configuration; Animation	The Star Model (1 – 5) Least public (1)- Intermediate (3)- Most public (5)	Direct observation
Nemeth and Hollander (2010)	Access; Surveillance; Mobility	Guide for classifying security zones *(1-3)* *Closed- Limited-Open*	Direct observation
Nemeth and Schmidt (2011)	Ownership; Management; Use/users	The 'tri-axial' model (0 – 2) and (0 - (-2)) Features encouraging and discouraging use	Direct observation
Langstraat and van Mélik (2013)	Ownership; Management; Accessibility; Inclusiveness	The OMAI (1 – 4) Fully private- Fully public	Direct observation
Mehta (2014)	Inclusiveness; Meaningfulness; Safety; Comfort; Pleasurably	The public space index (PSI) *(0 – 3)* *less-more*	Direct observation; interviews
Ekdi and Çıracı (2015)	Management; Access; User	Fuzzy logic (1 – 5) less-more	Direct observation
Mantey (2017)	Diversity (activities and users); Management (type of management and restrictions); Accessibility (financial and spatial barriers)	The 'six-axial' model (1 – 4) Private- Public	In-depth interviews
Lopes et al. (2019)	Urban Life; Physical Design; Human Connection; Management	New Publicness Evaluation Model (1 – 3) Least public - Most public	Direct observation, user surveys, interviews
Praliya and Garg (2019)	Accessible and Linked; Maintenance; Attractiveness and appeal; Comfort; Inclusiveness; Activity and uses; Purposefulness; Safety and security	Public Space Quality Index (PSQI) *(1 – 5)* *less-more*	Direct observation, user surveys

The PSII focuses on five principal dimensions: access, uses and activities, safety and surveillance, comfort, and image. These dimensions were selected because they represent key domains through which design and management strategies shape the inclusivity of public space. Access refers not only to physical entry and movement, but also to visual, symbolic, economic, and regulatory conditions that either facilitate or

restrict entry into space (Carr et al., 1992; Varna and Tiesdell, 2010; Németh and Hollander, 2010). Uses and activities concern the extent to which spatial design and management support diverse, flexible, spontaneous, necessary, optional, and social activities rather than limiting public life to fixed or consumption-oriented functions (Gehl, 1987; Franck and Stevens, 2007; Mehta, 2014). Safety and surveillance address the balance between creating a sense of security and avoiding excessive formal control, policing, or surveillance practices that may protect property while limiting personal freedom and social diversity (Jacobs, 1961; Oc and Tiesdell, 1998; Németh, 2009). Comfort refers to the physical and sensory conditions that allow users to stay, rest, and interact, including seating, shade, maintenance, amenities, and environmental quality, while also recognising that comfort can become exclusionary when it is made conditional on consumption or behavioural conformity (Lofland, 1998; Mehta, 2014; Carmona, 2019). Image concerns the symbolic and aesthetic qualities of space, including whether the environment communicates openness, local identity, cultural diversity, and belonging, or instead produces a standardised, corporatised, and marketable identity that signals a preferred user profile (Nasar, 1990; Montgomery, 1998; Carmona, 2010). The PSII is organised hierarchically across three analytical levels: dimensions, components, and indicators. Each dimension is subdivided into components that capture distinct aspects of inclusivity within the design and management of public space. These components are further operationalised through 34 indicators supported by explicit evaluation criteria. This hierarchical structure enables a systematic assessment of how design and management strategies contribute to the production and limitation of publicness while maintaining sufficient analytical detail to identify the specific spatial and managerial mechanisms through which inclusivity is facilitated or constrained.

Classification strategy

The classification strategy of the PSII is grounded in the understanding that publicness is a relational and multidimensional quality rather than a fixed or directly measurable attribute. Accordingly, inclusivity and exclusivity are not treated as separate or mutually exclusive conditions, but as co-constitutive poles of a relational spectrum. Higher levels of inclusivity indicate conditions under which diverse users can access, use, dwell in, and benefit from public space with relatively few barriers, whereas higher levels of exclusivity reflect spatial, managerial, regulatory, or symbolic constraints that limit such opportunities. Table 2 summarises the theoretical classification logic of the PSII by contrasting more exclusionary and more inclusionary tendencies across the five dimensions.

Table 2: Inclusivity–exclusivity spectrum for classifying design and management strategies

More 'private' situations	Publicness ⟷	More 'public' situations
	Exclusivity — Inclusivity	
Restricted access (Flusty, 2001; Oc and Tiesdell, 1998)		Open access (Németh and Hollander, 2010; Carmona, 2019)

Fixed uses and functions (Franck and Stevens, 2007; Crawford, 1992; Carmona, 2010)	Adaptable uses and functions (Franck and Stevens, 2007; Carmona, 2010)
Formal surveillance (Flusty, 2001; Oc and Tiesdell, 1998; Francis, 1989)	Natural surveillance (Jacobs, 1961; Oc and Tiesdell, 1998)
Uninviting ambience (Lofland, 1998; Franck and Stevens, 2007; Nemeth and Schmidt, 2007)	Welcoming ambience (Nemeth, 2009; Mehta, 2014; Carmona, 2019)
Standardised and homogenised images (Crilley, 1993; Ercan, 2005; Carmona, 2010)	Cultural relevance (Montgomery, 1998; Mehta, 2014)

This spectrum-based approach is particularly important for contemporary public spaces, where inclusionary and exclusionary logics often coexist. A space may be physically accessible while remaining socially, economically, or symbolically exclusionary; it may provide comfort while making that comfort conditional on consumption; or it may appear safe while relying on surveillance practices that discourage the presence of certain users. The aim is here to examine how design and management strategies position public spaces along this spectrum.

To improve consistency and reduce interpretive ambiguity, dimension-specific classification criteria were established. These criteria translate the theoretical logic of the inclusivity–exclusivity spectrum into operational assessment categories for each dimension. As shown in Table 3, each dimension is linked to specific components, classification criteria, and scoring interpretations. This structure makes it possible to evaluate not only whether a design or management feature exists, but also how it operates in relation to inclusivity and exclusivity. The classification strategy therefore establishes the interpretive logic of the index. It links the theoretical understanding of publicness as relational and contested to the empirical evaluation of design and management strategies.

Table 3. Operationalisation of PSII dimensions, components and assessment logic

Dimensions and components	Classification strategy	Scoring and interpretation
Access: Physical access; Symbolic access	Access is classified according to the degree of physical, symbolic, economic, and regulatory control over entry and movement.	Exclusionary design and management strategies that heavily control and restrict access for certain groups receive the lowest scores, indicating a more private situation, and vice versa.
Uses and Activities: Diversity of function; Diversity of events;	Uses and activities are classified according to the extent to which spatial design and management support adaptable, diverse, and sustained forms of public use.	Flexible and adaptable design and management strategies that allow for high levels of diversity receive the highest scores, indicating more public situations. While, strategies that focus more on private interest and offer fixed activities, discouraging unplanned activities through the configuration of space and the rules imposed, reinforce exclusionary patterns through homogenization.
Safety and Surveillance: Security arrangement; Formal surveillance measures	Safety and surveillance are classified according to the balance between natural surveillance, human presence, and formalised control.	The exclusionary strategies, characterized by high levels of control and overt formal surveillance measures receive the lowest scores, indicating more private situations. While the inclusive strategies promote natural surveillance through human presence and visibility receive the highest scores, indicating more public situations.
Comfort: Physical comfort; Provision of public facilities	Comfort is classified according to the extent to which the space provides inviting and publicly available conditions for staying, resting, and interaction	Design and management strategies that create inviting environments encouraging diverse users to visit and spend time there receive the highest scores, indicating the most public conditions, and vice versa.

Image: Visual diversity and imageability; Spatial identity and meaningfulness	Image is classified according to whether the symbolic and aesthetic qualities of space communicate cultural relevance, visual diversity, and belonging, or whether they reproduce standardised and exclusionary representations.	Design and management strategies that combine functions compatible with local and cultural contexts with contemporary urban needs and visual diversity, rather than creating a standardised image, receive the highest scores, indicating the most public conditions.

Scoring and normalisation

Following the classification strategy outlined above, each indicator is rated on a five-point publicness scale that reflects its position along the inclusivity–exclusivity continuum. A score of 1 represents highly exclusionary spatial or managerial conditions, typically associated with strong control mechanisms, restricted access, rigid functional arrangements, formal surveillance, or standardised symbolic environments. A score of 5 represents highly inclusionary conditions, associated with open access, adaptable and diverse uses, natural surveillance, publicly available comfort, and culturally responsive spatial representations. A score of 3 indicates hybrid conditions in which inclusionary and exclusionary characteristics coexist. The detailed indicator-level scoring criteria and data sources are presented in Table 4.

The scoring procedure combines directly observable measures with context-sensitive interpretive assessment. Some indicators refer to clearly identifiable spatial and managerial conditions, such as controlled entrances, restricted areas, visible security mechanisms, seating provision, or posted rules. Others require interpretation of how design and management strategies influence flexibility of use, symbolic meaning, cultural responsiveness, or the degree of control embedded in spatial arrangements. This approach recognises that publicness cannot be reduced to purely quantifiable characteristics, but requires systematic interpretation informed by field observation, document analysis, and contextual understanding.

Scores assigned to individual indicators are first aggregated to produce dimension-level scores. For each dimension, a composite score is calculated as the unweighted arithmetic mean of its constituent indicators. The composite dimension score (C_j) is formulated as follows:

$$C_j = \frac{\sum_{i=1}^{n} S_i}{n}$$

where S_i denotes the specific evaluation score assigned to indicator (*i*), (*n*) represents the total number of indicators operationalised within that dimension.

To facilitate comparisons across the varying dimensions and case studies, these raw composite scores are subsequently normalised to a 0–1 scale using min–max normalisation:

$$N_j = \frac{C_j - 1}{5 - 1}$$

where N_j represents the normalised score for dimension (*j*), while 1 and 5 correspond to the minimum and maximum values of the evaluation scale, respectively. This transformation converts the original ordinal ratings into a continuous index ranging from 0 to 1, where 0.00 signifies the most exclusionary condition defined by the framework and 1.00 represents the most inclusive condition. Intermediate values indicate varying degrees of inclusivity and exclusivity and reflect hybrid regimes of publicness. For instance, a mean score of 3 corresponds to a normalised value of 0.50, indicating a state where inclusive and exclusive characteristics coexist in structural tension.

Finally, the overall PSII score for each case study is calculated as the arithmetic mean of the five normalised dimension scores:

$$PSII = \frac{\sum_{j=1}^{5} N_j}{5}$$

All five dimensions were assigned equal weight in the calculation of the overall PSII score. Equal weighting was preferred to avoid imposing normative assumptions regarding the relative importance of different dimensions of publicness and to maintain the transparency and interpretability of the index. The resulting PSII score provides a holistic evaluation of inclusivity, capturing the cumulative implications of design and management strategies across the five dimensions of the framework.

Data collection and processing

Data collection for the Public Space Inclusivity Index (PSII) involved a multi-method approach to capture both the observable and implicit dimensions of design and management strategies. Systematic field observations served as the primary data source, enabling the assessment of the spatial manifestations of these strategies. However, as the underlying concept of publicness is not always directly observable and is often implicitly embedded in space, supplementary external data was crucial for a comprehensive evaluation, particularly concerning management dimensions.

Systematic field observations were conducted at regular intervals—every four months at each site from 2021 to 2024. This longitudinal design was implemented to identify not only static conditions but also temporal patterns, seasonal variations, and changes in management practices over time. Observations focused on recording: (1) user activity, patterns of use and user profile, (2) the design and experience of physical boundaries, points of entry and exit, and overall connectivity to the surrounding urban fabric, (3) the functional distribution and diversity of activities afforded by the design, (4) the provision, quality, and distribution of seating, resting areas, shade, water facilities, and public restrooms, (5) practices related to cleanliness, repair, and the preservation of public order, (6) the presence and prominence of overt security measures (e.g., CCTV cameras, private security personnel) as well as more passive measures, (7) physical elements, such as signage, fencing, and landscaping, that explicitly guide or implicitly restrict user behaviour.

To complement observational data and uncover underlying intentions, document analysis was conducted. This included official project documents, content from official websites and social media channels, and academic publications. These sources provided

critical insights into project objectives, intended users, and management frameworks, enabling a nuanced understanding of symbolic control, institutional norms, and implicit design ideologies. Together, these methods allowed for a holistic assessment of inclusivity across both visible and hidden dimensions of public space.

Table 4. The dimensions, components, and indicators of the Index.

Dimension 1: Access		
Component 1.1: Physical access		
Indicators	*Scoring*	*Data*
Number of entrances	1 = Single entrance 3 = Two or more entrance 5 = No designated entrances (The entire area is open)	Field observation
Physical thresholds and barriers on entrances	1 = Explicit thresholds and barriers that actively control access 3 = Temporary barriers that control access when necessary 5 = No physical impediments (Material changes can indicate entrances.)	Field observation
Barrier delineation	1 = Opaque barriers (walled or surrounded by buildings) 3 = See-through barriers (fenced with visually permeable structures) 5 = Not present	Field observation
Obstacle through design and restrictive elements	1 = >1 form restrictive features throughout the space, and 1 or more intentionally obtrusive furniture 3 = >1 form restrictive features. 5 = Not present	Field observation
Component 1.2: Symbolic access		
Indicators	*Scoring*	*Data*
Controlled entrances	1 = Overt control points (e.g., turnstiles, x-ray machines) 3 = Well-delineated entrances without strict checkpoints (if necessary available to be controlled) 5 = Not present	Field observation
Restricted Usage Hours	1 = Fully locked during non-operating hours 3 = At least one section open 24/7 5 = Fully open 24/7	Field observation, document analysis
Rules Restricting Use	1 = More than two written and posted rules 3 = Easily implemented site-specific restrictions (alcohol, graffiti or smoking restrictions, etc.), but no written and posted rules in open spaces 5 = No written rules or specific restrictions in open spaces	Field observation, document analysis
Restricted areas	1 = Large portion restricted to staff or customers (>25% of total site area) 3 = Small portion restricted to staff or customers (<25% of total site area 5 = No restricted areas to staff or customers	Field observation, document analysis

Table 4. (Continued)

Dimension 2: Functionality		
Component 2.1: Diversity of functions		
Indicators	*Scoring*	*Data*
Public Space Usability (Necessary, Optional, and Social Uses)	1 = Supports only necessary activities 3 = Supports optional activities (Leisure and recreation, cultural and educational activities, exercise, play) 5 = Supports optional and social activities (Community Events, Civic Participation)	Field observation
Flexibility and Personalisation of Space	1 = No flexible use of space, tightly defined and fixed functional areas 3 = Flexible spaces available in indoor and outdoor areas, allowing for personalisation 5 = Entire area allows flexible uses and activities	Field observation
Component 2.2: Diversity of events		
Indicators	*Scoring*	*Data*
Types of events	1 = Non present or programmed: mega-events of national or city scale or events for private interests - may be paid and free 3 = Programmed: specialized events (paid and free) for users of all ages around educational, cultural, athletic, environmental and more. 5 = Programmed and spontaneous;:spontaneous events in addition to the first two items (all free of charge)	Field observation, document analysis
Scheduling of events	1 = No scheduled event 3 = <1 weekly scheduled event 5 = >1 weekly scheduled event	Field observation, document analysis
Community-led events	1 = Permission requirement: open to event partners, but with an explicit restrictive policy on permitted activities 3 = Permission requirement: no explicit restrictive policy on permitted activities, actively seeking event partners 5 = No specific permission requirement	Field observation, document analysis
Economic Barriers	1 = Charges for primary activities and uses 3 = Optional fees 5 = No charges for activities	Field observation, document analysis
Food and beverage	1 = Only private chain facilities (restaurant and cafe) 3 = Both private and public facilities (restaurant and cafe) 5 = Only public facilities (restaurant, cafe and/or small-scale kiosk)	Field observation, document analysis
Commercial uses	1 = Luxury consumption-oriented (stores with a private/chain business structure that are sales-oriented) 3 = Entertainment-oriented (entertainment-recreation-oriented stores with a private/chain business structure) 5 = Only 1-2 stores with a public or hybrid-enterprise structure, and/or temporary bazaar, market, etc. spaces	Field observation, document analysis

[1] Seating and dining, public restrooms, free wi-fi, and 1-2 other features depending on the specific functions of the space;
[2] Seating and dining, public restrooms, special needs areas such as worship space, free wi-fi, bike-parking, and 3 or more 2 other features depending on the specific functions of the space.

Table 4. (Continued)

Dimension 3: Safety and Surveillance		
Component 3.1: Security arrangement		
Indicators	*Scoring*	*Data*
Visual permeability form the adjacent public realm	1 = Weak or non-existent visual connections (>50% of entire area has blind spots) 3 = Moderate visual connections (10%–50% of entire area has blind spots) 5 = Strong visual connections (<10% of entire area may have blind spots)	Field observation, document analysis
Spatial features that enhance safety [3]	1 = 1-2 of the spatial features that enhance safety (space may be protected by surveillance measures) 3 = 3-4 of the spatial features that enhance safety 5 = Fully adopted (self-monitoring and community-driven security	Field observation
All-day usage	1 = No lighting during non-operating hours, no public uses and activities that encourage evening/night use 3 = Effective lighting 24 hours a day for at least one open section, but no public uses and activities that encourage evening/night use 5 = Effective lighting 24 hours a day for entire area, public uses and activities that encourage evening/night use	Field observation
Component 3.2: Formal surveillance measures		
Indicators	*Scoring*	*Data*
Provision of security mechanisms	1 = Private sector authorization only 3 = Public and private entities co-authorize. 5 = Public entities are responsible for public safety	Field observation, document analysis
Security cameras	1 = Overtly present in open areas (moving or panning cameras) and being monitored live 3 = Usually inside buildings or on top of surrounding buildings and directed towards open spaces, recording for necessary situations 5 = No security cameras visible within the open spaces (present at the edge of the area for public safety)	Field observation, document analysis
Security personnel	1 = Private security guards and secondary personnel (with enhanced authorization at entrances and to protect the property) 3 = Publicly funded private security guards (with authorization to restrict uses subject to site-specific rules) 5 = Non present (the public policeman is in charge of security)	Field observation, document analysis

[3] Mobility (orientation and traffic isolation), Public restrooms, Urban furniture, Urban vegetation, Material diversity (permeable borders, soft surfaces, etc.), Small-scale food vendors

Table 4. (Continued)

Dimension 4: Comfort		
Component 4.1: Physical comfort		
Indicators	*Scoring*	*Data*
Provision of available seating areas	1 = Only provided by businesses (for both indoor and outdoor seating) 3 = Public seating is available for occupancy without service, but seating is provided mostly by businesses. 5 = All indoor and outdoor seating is public or available for occupancy without service	Field observation, document analysis
Climatic comfort	1 = Non present 3 = Lack of climatic comfort (unbalanced sun and shade areas, no overhangs or protection from wind and rain) 5 = Fully adopted (provide different microclimates throughout the day are provided with shading, overhangs and planting)	Field observation
Green areas and vegetation	1 = Non present or non-recreational green areas 3 = Green areas suitable for recreational use 5 = Green areas suitable for both recreational use and productive activities	Field observation
Component 4.2: Provision of public amenities		
Indicators	*Scoring*	*Data*
Provision of basic facilities	1 = Limited basic amenities (seating and lighting only) 3 = Partially available[4] 5 = Fully available and diverse [5]	Field observation, document analysis
Maintenance regime	1 = Unplanned (to be organized when necessary) 3 = Well planned, but privately managed 5 = Well-planned, and publicly managed	Field observation, document analysis
Cleansing regime	1 = Unplanned (to be organized when necessary) 3 = Well planned, but privately managed 5 = Well-planned, and publicly managed	Field observation, document analysis
Dimension 5: Image		
Component 5.1: Visual diversity and imageability		
Indicators	*Scoring*	*Data*
Diversity of colours and materials	1 = Single-type material-oriented design 3 = Variety of materials that enhance visual and aesthetic quality 5 = Variety of colours and materials facilitating the user experience, and creating flexible subspaces	Field observation, document analysis
Symbolic buildings and landmarks	1 = Non present 3 = Either monumental or contemporary landmarks only 5 = A combination of monumental and contemporary landmarks	Field observation
Art, cultural, or visual enhancement in outdoor spaces	1 = Non present 3 = 1-2 minor installation (statues or fountains and 1-2 temporary installation) 5 = At least one major interactive installation. 1-2 temporary installation and free performances are frequently present	Field observation, document analysis

Table 4. (Continued)

Component 5.2: Spatial identity and meaningfulness		
Indicators	*Scoring*	*Data*
Local materials and architectural features	1 = Non present (The former structures and environmental features have been destroyed) 3 = Partially present (At least one of the former structures and environmental features have been maintained) 5 = Present (Most of the former structures and environmental features have been maintained)	Field observation, document analysis
Symbols and signs	1 = Dominance of global symbols and signs 3 = Dominance of local symbols and signs 5 = Balance of global and local responsive symbols and signs	Field observation
Functions and programming responsive local and/or historical context	1 = Non present 3 = Present, but the majority of responsive functions are for customers/private interests. (A greater percentage focused on commercialisation and private interests) 5 = Present and majority of responsive functions and events for public use (art exhibitions, public performances, farmers' markets, street fairs, festivals, etc.).	Field observation, document analysis

[4] Seating and dining, public restrooms, free wi-fi, and 1-2 other features depending on the specific functions of the space; [5] Seating and dining, public restrooms, special needs areas such as worship space, free wi-fi, bike-parking, and 3 or more 2 other features depending on the specific functions of the space.

Case Studies: Galataport Istanbul and Museum Gazhane

Istanbul provides a relevant context for examining the transformation of public space under neoliberal urban governance, as its central and historic areas have been reshaped through privatisation, public–private partnerships, cultural redevelopment, and large-scale urban projects (Keyder, 2000; Yapıcı, 2017; Erbil and Erbil, 2024). Within this context, Museum Gazhane and Galataport Istanbul were selected as contrasting publicly accessible spaces located in central Istanbul (Figure 1). Museum Gazhane represents a publicly led cultural and heritage-oriented redevelopment in Kadıköy district (Figure 2), while Galataport Istanbul represents a privately operated waterfront redevelopment in Beyoğlu district (Figure 3). Their divergent governance structures, design processes, functions, and operational arrangements are summarised in Table 5.

Alongside the direct privatisation of public services and goods, a widespread practice in Istanbul since the 1990s, public-private partnerships (PPPs) have further diversified and complicated the governance models of urban development. As De Magalhães (2010, p. 6) notes, these partnerships include "privatised public sector bodies, utility providers, semi-public delivery agencies and so forth," creating heterogeneous and often opaque arrangements for managing urban space. This trend is part of a broader global shift towards neoliberal urban governance, where the state acts as a catalyst for private investment, often at the expense of public oversight (Brenner and Theodore, 2002). It is within this framework that the two cases present a compelling comparative lens due to their divergent governance models.

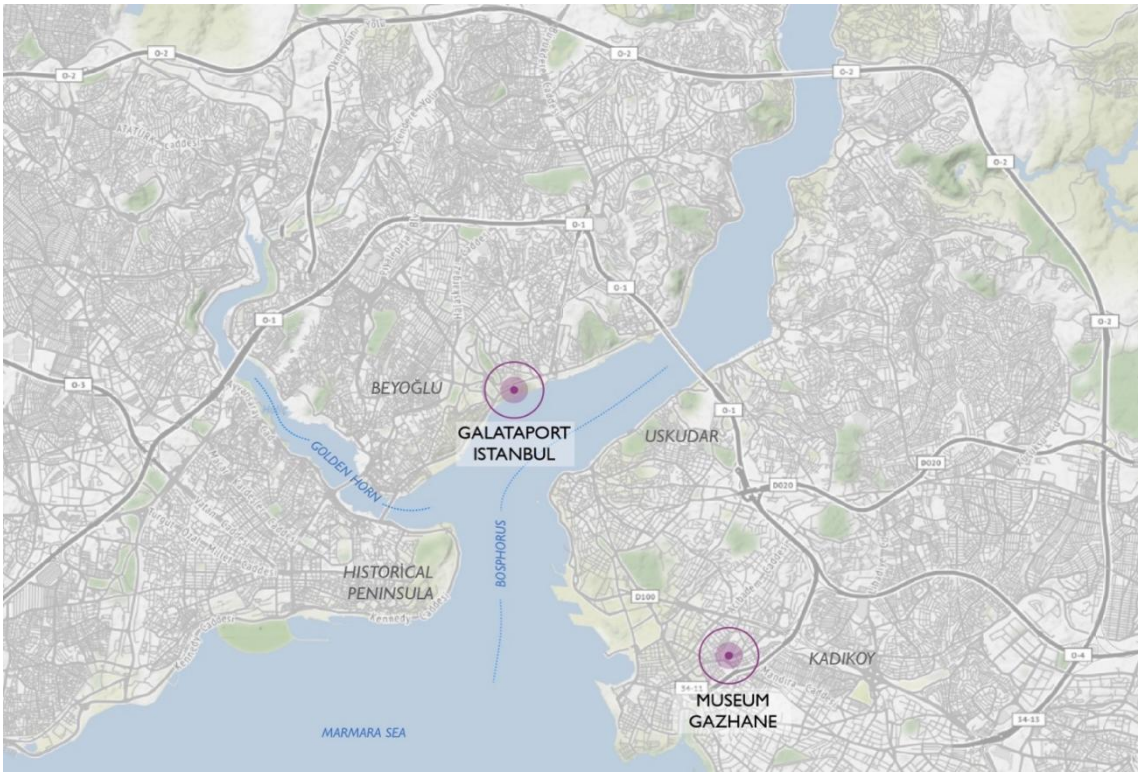


Figure 1. The locations of Galataport Istanbul and Museum Gazhane in Istanbul

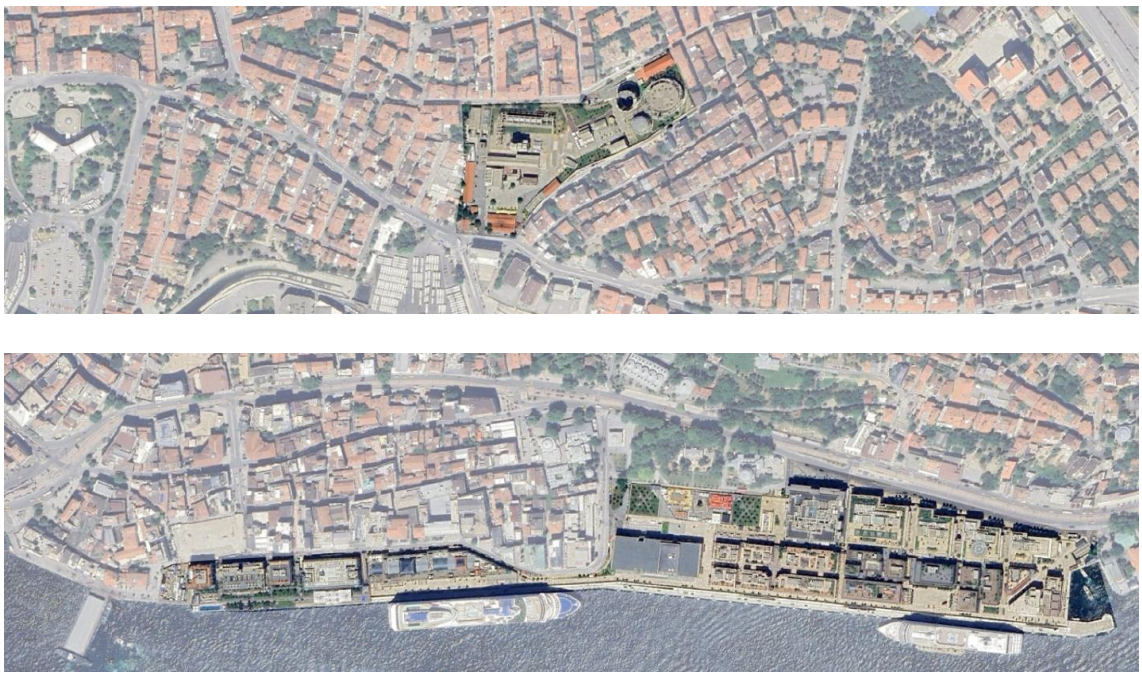


Figure 2 (top). Aerial view of Museum Gazhane.
Figure 3 (down). Aerial view of Galataport Istanbul

Table 5. Comparative overview of the case studies

Features	Museum Gazhane (MG)	Galataport Istanbul (GI)
Project initiation	Demand from grassroots	Demand from central government
Initial project goal	Preservation of the industrial heritage and its transformation into a socio-cultural urban space.	To open the historical coastline to public use and develop a modern cruise port and multi-functional urban area.
Land acquisition	Designated as a cultural heritage site requiring preservation (The decision was issued by the Istanbul Cultural and Natural Heritage Preservation Board on 25 October 1994.)	Transfer of operating rights (The site was privatised under a build-operate-transfer (BOT) model through a transfer agreement with Turkish Maritime Enterprises Inc. on May 16, 2013.)
Ownership	Istanbul Metropolitan Municipality (IMM)	Republic of Turkey Ministry of Treasury and Finance, Privatisation Administration
Operation and ownership rights	IMM Department of Culture Istanbul Culture and Art Products Trade Inc.	Port Operations and Investments Inc. Istanbul, under the partnership of Doğuş Group and Bilgili Holding. (Site ownership and operation rights were transferred to the private sector for 49 years)
Key stakeholders	Istanbul Cultural Assets Department, DS Architecture, ITU Faculty of Architecture, Gazhane Environmental Volunteers Cooperative, Kadikoy Municipality, Dox Architecture	Ministry of Culture and Tourism of Turkey, Privatisation Administration, Doğuş Group and Bilgili Holding, BEA Architects, Studio Dore, Studio Geniler, Noom Architects, Autoban Architecture, Designers (Tanju Özelgin and Arif Özden), Beyoğlu Municipality
Design process	The design process began collaboratively, with concepts drawn from local community demands and involving academia, NGOs, public institutions, and residents. In contrast, implementation proceeded through a non-participatory process.	Design concepts were directed by the developer through an invited competition and collaboration with international offices and preferred designers, reflecting a largely non-participatory process.
Functions	Museums and exhibition areas, library, workshops, cafeteria and restaurant, Bookstore, City Theatre, event spaces	Shops, cafeterias and restaurants, offices, accommodation, museums and exhibition areas, Cruise Port
Data transparency	Yes	No (limited access to necessary permits and approvals)

Results and Discussion

The two case study areas were systematically analysed using the Public Space Inclusivity Index (PSII), with each indicator scored through field observations and document analysis. This indicator-based assessment evaluates how design and management strategies facilitate or constrain inclusivity as an observable spatial expression of

publicness. The resulting scores make it possible to compare the two cases across five interrelated dimensions while also identifying the specific spatial and managerial mechanisms through which control, inclusion, and exclusion are produced in each context.

The findings from MG (0.68) and GI (0.32) demonstrate that design and management strategies produce two distinct regimes of publicness, positioned between 'contingent inclusivity' and 'curated exclusivity'. The tension between the symbolic inclusivity enabled through design and the operational boundaries imposed through management reflects a central paradox of contemporary public space production. Design and management strategies may function as tools of control and regulation, limiting inclusivity through the physical configurations, aesthetic codes, functional boundaries, and behavioural norms embedded in space.

MG case demonstrates the capacity of design strategies to produce a form of contingent inclusivity mediated by managerial practices. The site's integration of industrial heritage, historical continuity, and contemporary public functions contributes to its strong performance in the image dimension (0.92). At the same time, the diversity of public functions, spatial flexibility, and opportunities for personalisation explain its high score for uses and activities (0.88). Together, these qualities make MG a strong ground for cultural representation, participatory experience, and a sense of belonging. This flexible spatial setting recalls Franck and Stevens (2007)'s notion of 'loose space' and responds to Crilley (1993)'s critiques about the superficial treatment of industrial heritage by transforming the past into a meaningful narrative of public use.

Furthermore, the spatial adaptability that allows the space to be reproduced through user initiative nurtures the democratic potential of public interaction. However, this flexible physical arrangement largely enabled by design strategies, is made fragile by managerial practices. Entrances that can be closed when deemed necessary and time restrictions (access: 0.50), the visibility of formal security mechanisms (safety and surveillance: 0.50), and the inadequate comfort provision (comfort: 0.58) all limit the openness generated through design. Ultimately, MG's publicness can be understood as conditioned openness: while design strategies produce public value, management strategies discipline this value by making mechanisms of control visible. This reveals a central tension in contemporary public space production, where publicness is transformed into a fragile realm of freedom that is conditioned by surveillance and regulation.

Table 6. Results of the case studies

Components		**Indicators**	**Scores**	
			MG	**GI**
Access	Physical access	Number of entrances	3	3
		Physical thresholds and barriers on entrances	3	1
		Barrier delineation	3	1
		Restrictive elements	3	1
	Symbolic access	Controlled entrances	3	1
		Restricted Usage Hours	3	1
		Rules Restricting Use	3	1
		Restricted areas	3	1
		Access dimension score	**0.50**	**0.06**

Uses and Activities	Diversity of functions	Public Space Usability	5	3
		Flexibility and Personalisation of Space	5	1
	Diversity of events	Types of events	5	1
		Scheduling of events	5	3
		Community-led events	3	1
		Economic Barriers	3	3
		Food and beverage	5	1
		Commercial uses	5	1
		Uses and activities dimension score	**0.88**	**0.19**
Safety and Surveillance	Security arrangement	Visual permeability form adjacent public realm	3	3
		Physical arrangements that enhance safety	5	5
		All-day usage	3	1
	Surveillance measures	Provision of security mechanisms	3	1
		Security cameras	3	1
		Security personnel	3	1
		Safety and surveillance dimension score	**0.50**	**0.25**
Comfort	Physical comfort	Provision of available seating areas	1	3
		Climatic comfort	3	3
		Green areas and vegetation	5	3
	Provision of cleansing and maintenance	Provision of basic public facilities	5	3
		Maintenance regime	1	3
		Cleansing regime	5	3
		Comfort dimension score	**0.58**	**0.50**
Image	Visual diversity and imageability	Diversity of colours and materials	5	5
		Symbolic buildings and landmarks	5	5
		Art, cultural, or visual enhancement in outdoor spaces	5	3
	Spatial identity and meaningfulness	Local materials and architectural features	5	3
		Symbols and signs	3	1
		Functions and programming responsive local and/or historical context	5	3
		Image dimension score	**0.92**	**0.58**
		Total PSII score	**0.68**	**0.32**

GI, by contrast, represents a striking example of how design and management strategies can institutionalise market-oriented exclusion. This exclusion is produced through rigid forms of physical and symbolic access control, including fixed barriers and controlled entry mechanisms (access: 0.06). Additional restrictions, such as prohibitions on cycling, walking dogs, or approaching the shoreline beyond designated boundaries, are reinforced through a highly visible security regimes under full private-sector control (safety and surveillance: 0.25). Together, these mechanisms limit the presence of undesired users and practices. In this context, publicness is no longer an unconditional right, but a revocable privilege shaped by permissions defined through state authority and private management.

The restriction of functional diversity further reinforces this dynamic. Most activities are organised around consumption-oriented uses and privately sponsored thematic events, which is reflected in GI's low score for uses and activities (0.19). This transforms the site into a curated showcase oriented towards specific consumer profiles. Moreover, the luxurious materiality and aesthetic coherence of the built environment weaken local identity, echoing Zukin (1995)'s critique of aestheticised urban landscapes. Even comfort

acquires a class-coded dimension. Although the site achieves a moderate comfort score (0.50), seating arrangements and microclimatic controls are largely aligned with the expectations of selected consumer groups. In this regard, global design codes operate through a form of thematic staging (Crilley, 1993), diluting local memory while converting the historic port fabric into a carefully orchestrated experience economy (Hannigan, 1998). Thus, Galataport embodies a central paradox of contemporary public space production: publicness is formally staged yet substantively constrained by market logics.

Conclusion

This study has examined how the design and management strategies of contemporary public spaces shape their publicness by embedding varying degrees of control within spatial practices. Its central premise is that publicness is not a fixed attribute, but a relational and multidimensional quality (re)produced through the tensions between openness and restriction, diversity and homogenisation, and democratic participation and market-driven logics.

The findings show that publicness is produced through three interconnected processes: (i) by delineating boundaries through physical and symbolic thresholds, that either facilitate openness or reinforce exclusionary forms of control, (ii) by defining the nature of public interaction through flexible uses and opportunities for personalisation or, conversely, through rigidly prescribed spatial narratives, (iii) by shaping the composition of the "public" through locally grounded representations or curated aesthetic codes that communicate the boundaries of belonging.

The findings show that Museum Gazhane produces a regime of contingent inclusivity, supported by cultural continuity, functional diversity, and spatial flexibility but limited by managerial restrictions. Galataport Istanbul, by contrast, reflects a regime of curated exclusivity, shaped by controlled access, consumption-oriented uses, and private-sector security. The comparison between Museum Gazhane and Galataport Istanbul demonstrates that different governance arrangements and actor constellations generate markedly different inclusivity–exclusivity conditions within the same metropolitan context. While private-sector-dominated arrangements tend to intensify commercialisation, access control, and security-oriented regulation; public-sector-led provision does not automatically guarantee inclusivity, which may still be constrained by administrative barriers, temporal restrictions, limited programming, or uneven comfort provision. The findings, therefore, highlight a significant risk: the legitimation of the transformation of public space into a privatised realm governed by regimes of control.

The study contributes to public space scholarship by moving beyond abstract public–private binaries and offering an operational framework for assessing how inclusivity is facilitated or constrained through design and management strategies. Conceptually, it clarifies the relationship between publicness, inclusivity, exclusivity, and control by treating inclusivity as a condition produced through spatial and managerial arrangements rather than as an automatic feature of public space. Methodologically, the PSII translates this relational understanding into a structured assessment tool based on explicit indicators and classification criteria across five dimensions. Empirically, its application to Istanbul Muze Gazhane and Galataport Istanbul produces analytically legible findings that enrich ongoing discussions around inclusion and exclusion in “new” public spaces.

Several limitations should be acknowledged. The empirical application of the PSII is based on two case studies within a single metropolitan context, which limits the generalisability of the findings. Although explicit indicators and scoring criteria enhance transparency and consistency, the assessment inevitably involves a degree of researcher interpretation. The index was applied through systematic field observations and document analysis conducted by the authors, but inter-rater reliability was not formally tested. The PSII should therefore be understood as a structured evaluative framework whose wider applicability requires further validation. Future research could strengthen the robustness of the index through expert-based assessments, inter-rater reliability testing, and applications across different urban contexts and governance models. Integrating user experiences and discursive representations would also provide a more comprehensive understanding of how publicness is produced, negotiated, and contested in practice.

Ultimately, this study underscores a critical imperative for the design and management of contemporary public spaces: unless inclusivity is institutionally prioritised and translated into spatial and managerial practice, public spaces risk becoming mere stages for ideological coding, thereby losing their democratic potential. Publicness requires spatial and managerial arrangements that remain open to diverse users and practices while avoiding forms of control that silently narrow the meaning of the public.

Acknowledgment

This article is based on research conducted as part of the first author's doctoral dissertation, entitled "Assessing the Quality of Public Space in the Context of New Publicness", completed in 2025 under the supervision of Prof. Dr. Fatih Terzi at Istanbul Technical University.

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