



INTERNATIONAL AGREEMENTS ON DESIGNING NEW BUILDINGS IN HISTORIC CITIES

Gizem KUÇAK TOPRAK¹

Sare SAHİL²

¹*Atilim University, Fine Arts Design and Architecture Faculty, Department of Architecture, 06830, Ankara, TURKEY*

²*Gazi University, Architecture Faculty, Department of Architecture, 06570, Ankara, TURKEY*

Article Info

Received: 21/11/2019

Accepted: 10/12/2019

Keywords

*Historic Cities
Contemporary
Architecture
New Buildings
New Buildings in
Historic Cities
International
Agreements*

Abstract

Designing new buildings in historic environments has become a controversial subject in many fields and around the world without a definitive conclusion. Although addressed differently in each country, and regardless of how far the history of that society goes, the way new buildings in historic environments should be designed is constantly on the agenda. The subject is addressed in detail especially in international agreements on the conservation and sustainability of historic environments. However, it is determined that the legal aspects of conservation of historic environments and their relationship with new buildings has not been sufficiently discussed in Turkey. This study aims to find out how this subject is addressed in international agreements and to relate these with Turkish historic cities.

1. INTRODUCTION

Historic environments and their conservation is a tool for learning about social structure, customs and traditions, culture, construction systems, technologies, materials, building typologies and their relationship with culture, society and lifestyles, for finding what is better and right, and for offering information so that each new building belongs to that society and culture. Conservation must aim to understand and learn about materials, techniques, methods and forms in order to go one step ahead, and prevent us from discovering the same things again and again. The information gained from historic environments, through allowing historic environments to meet with contemporary environments, make them sustainable. 2 However, the relationship between historic and new environments is causing a tension, especially in terms of style. In our country, relevant bylaws, Conservation Master Plans and Plan Annotations seem to be especially restricting for facade designs. Yet the main concern of new architecture should not be stylistic. Whether made of steel or glass, or even a simple barn structure, the environmental impact of a building is the same. The difficulty of new architecture is that it symbolizes a type of modernity and it leads us to fear monopolistic power instead of what is new. Innovative architecture symbolizes change and it must be a part of the cultural formation. Authentic new architecture must offer a vision about the future of the built environment that is perceived to be in harmony with the values of the past (MacCormac 2008). Kurrent (Kurrent 2001) says “Although conservation of a city and that city meeting with new buildings are perceived to be contrary, they can actually bring each other into existence. There is another way of looking at these two contrary groups other than ‘old is good, let’s not touch it’ or ‘let’s demolish it completely’ or ‘let’s imitate it’.” A similar point of view is expressed by Bektaş (Bektaş 1992), in further detail, by emphasizing that transforming historic environments into unlivable cities for contemporary people that cannot update themselves and meet new needs condemns them to destruction on their own, and that conservation can be done by keeping existing users in the city. The examples of conservation and repair that are given by Bektaş emphasize “what is for people” and points out that an old artifact or city can only be preserved by providing

contemporary structures and needs, and as a result of meeting contemporary needs of existing people with contemporary things, these people will not abandon that building or city and instead repair them, meaning conservation happening on its own. Research (Bermann 1994; Bonatz 1943; Commission for Architecture and the Built Environment (CABE) and English Heritage 2007; Günay 1992; ICCROM 2006; Ptichnikova 2016; UNESCO 2006, 2007, 2011) show that new building designs in historic environments is important in terms of sustainability of the city but the danger is the partial or complete loss of the character of the historic environment. While integrating new environments is an important criterion for sustainability of historic environments, the approaches toward this gains importance. If approaches are not taken under control and if every building is demolished and reconstructed as a result of the legitimization of the integrating new buildings in historic environments, historic environments which are a means of cultural sustainability will face complete destruction. It is this dilemma that led to the creation of various regulations. Among these regulations, the main ones that applies to new buildings in historic environments in Turkey today are Conservation Master Plans and Plan Annotations. The preparation of these plans and their 3 appendices are regulated by relevant bylaws, directives, recommendations and legal regulations. Examination of Ayvalık, Bergama, Safranbolu, Sivrihisar, Göynük, Sille, Osmaneli, Kemeraltı, Beypazarı, Şanlıurfa Merkez, Seyhan, Adıyaman Merkez urban conservation sites reveals that the New Development Principles in Conservation Plan Annotations are especially restrictive for facade designs, directly defining stylistic features and causing designs that have the same features as the historic buildings. In addition to these regulations, there are international agreements that are signed by our country. This study aims to examine certain relevant international agreements, some of which are signed by Turkey, and to develop ideas about paving the way for lifting restrictions in Turkey.

2. MATERIAL and METHOD

Towards this aim, the international agreements that are examined are The Norms Of Quito (1967), Carta Del Restauro (1931), The Declaration of Amsterdam (1975), European Charter of the Architectural Heritage (1975), ICOMOS Australia-The Burra Charter for Places of Cultural Significance (1979), ICOMOS-The Tlaxcala Declaration on the Revitalization of Small Settlements (1982), ICOMOS Appleton Charter for the Protection and Enhancement of the Built Environment (1983), The Washington Charter: Charter on the Conservation of Historic Towns and Urban Areas (1987), ICOMOS-Charter on the Built Vernacular Heritage (1999), Vienna Memorandum on World Heritage and Contemporary Architecture Managing the Historic Landscape (2005), ICOMOS-The Valetta Principles for the Safeguarding and Management of Historic Cities, Towns and Urban Areas (2011). The examination was focused mainly on opinions, suggestions and principle decisions on new developments in historic environments, which will then be compared and evaluated in the conclusion section.

3. International Agreements and New Buildings in Historic Environments

Research shows that the most effective agreements, principle decisions and conferences on many aspects of historic cities are organized by ICOMOS and UNESCO. Agreements, charters, norms and declarations about new buildings in historic environments began in the 1960s and continued to this day. In this context, the regulations that will be examined are as follows:

The Norms of Quito-Final Report of the Meeting on the Preservation and Utilization of Monuments and Sites of Artistic and Historical Value Held in Quito, Ecuador): Adopted in 1967, the beginning of the 4 document states that cultural heritage resources are considered an economic asset for creating a driving force in this hemisphere and they can be transformed into tools of progress. The report pays special attention on reevaluating and sustaining cultural heritage and has two important articles on the subject:

Article 5 of the Technical Measures section indicates that “Generally, every project to enhance cultural value involves economic, historic, technical and administrative problems. Technical problems of conservation, restoration and reconstruction vary according to the type of property. Archaeological monuments, for example, demand the help of specialists in that field.” Article 8 clause c on new developments indicates that “Analytical study of the regulatory ordinance to which the area will be

subjected so that existing buildings and new construction may be effectively controlled” (International Council on Monuments and Sites 1967).

Athens Charter (1973): Article 70 states that acting with so called aesthetics concerns and reproducing old styles in new buildings would lead to harmful results and continuing this approach cannot be approved (Le Corbusier 2015).

Amsterdam Declaration (1975): Adopted in 1975, one of the opinions stated at the congress was included in the Declaration as article k: “Since the new buildings of today will be the heritage of tomorrow, every effort must be made to ensure that contemporary architecture is of a high quality.” şeklindedir (International Council on Monuments and Sites (ICOMOS) 1975).

European Charter of the Architectural Heritage: Came into effect in 1975, Article 7 and 8 of the Charter on integrated conservation are as follows: “7. Integrated conservation averts these dangers: Integrated conservation is achieved by the application of sensitive restoration techniques and the correct choice of appropriate functions. In the course of history the hearts of towns and sometimes villages have been left to deteriorate and have turned into areas of substandard housing. Their deterioration must be undertaken in a spirit of social justice and should not cause the departure of the poorer inhabitants. Because of this, conservation must be one of the first considerations in all urban and regional planning. It should be noted that integrated conservation does not rule out the introduction of modern architecture into areas containing old buildings provided that the existing context, proportions, forms, sizes and scale are fully respected and traditional materials are used. 8. Integrated conservation depends on legal, administrative, financial and technical support”(International Council on Monuments and Sites 1975).

The Burra Charter for Places of Cultural Significance-ICOMOS Australia, 1979: The Burra Charter was prepared for establishing conservation criteria for historic cities that have cultural significance. The first document was prepared in 1979 and the definitions and conservation principles were revised in 2013. Relevant articles from the revised version are below.

“Article 8. Setting Conservation requires the retention of an appropriate setting. This includes retention of the visual and sensory setting, as well as the retention of spiritual and other cultural relationships that contribute to the cultural significance of the place. New construction, demolition, intrusions or other changes which would adversely affect the setting or relationships are not appropriate.

Article 22. New work

22.1 New work such as additions or other changes to the place may be acceptable where it respects and does not distort or obscure the cultural significance of the place, or detract from its interpretation and appreciation. New work should respect the significance of a place through consideration of its siting, bulk, form, scale, character, colour, texture and material. Imitation! should generally be avoided.

22.2 New work should be readily identifiable as such, but must respect and have minimal impact on the cultural significance of the place (The Australia ICOMOS 2013).”

Tlaxcala Declaration on the Revitalization of Small Settlements - ICOMOS, 1982: Article 7a states that “They consider that if the traditional environment of the rural settlements and small towns is to be preserved, and if there is to be continuity of expression in contemporary vernacular architecture, traditional materials and techniques must remain available, and they propose that, where these cannot be found, substitutes be used which do not involve any marked impairment of the visual effects and which meet the requirements both of the local physical and geographical conditions and of the way of life of the population.” while recommendation no:5 indicates “That the use of regional materials and the preservation of the local traditional building techniques are essential to satisfactory conservation of small settlements and do not conflict with the general principle that any new work should bear the mark of our age. It is urgent that an effort be made to recognize and enhance the prestige and value inherent in the use of such materials and techniques where they exist, and to keep them alive with increasing forcefulness in the minds of the communities concerned. It is recommended that encouragement be given to proficiency in the skilled building trades in the form of awards and prizes (International Council on Monuments and Sites (ICOMOS) 1982).”

Appleton Charter for the Protection and Enhancement of the Built Environment - Canada ICOMOS, 1983: This document is based on creating the principles that will guide additions to historic cities, deriving from the Venice and Burra Charters and the Deschambault Declaration. The document defines development in historic cities as the appropriate addition of contemporary buildings and extensions to settlements. The principles on additions (Section C) indicates that new spaces, materials and finished products might be needed to provide new uses and needs, and that these innovations should reflect contemporary ideas while respecting the spirit of the original. The section on methods for distinguishability (Section D) emphasizes that additions should be recognizable by experts, inspectors and trained eyes and be readable within the city (ICOMOS 1983).

The Washington Charter: Charter on the Conservation of Historic Towns and Urban Areas (1987): Article 10 of the Method and Tools section of the Charter states that “When new buildings are needed or old ones are adapted, existing spatial formation must be respected, especially paying attention to scale and plot size. New designs should not be inhibited since contemporary elements that are harmonious with the environment can enrich the area (ICOMOS 1987).

Charter on the Built Vernacular Heritage: Ratified by the ICOMOS 12th General Assembly Mexico ICOMOS, 1999: Article 2 of the Conservation Principles section emphasizes that contemporary additions must respect cultural values and traditional character (ICOMOS 1999).

Vienna Memorandum on World Heritage and Contemporary Architecture-Managing the Historic Landscape (2005): Various binding principles for new buildings in historic environments were established via these articles:

Vienna Memorandum was created according to the results of the “World Heritage and Contemporary Architecture Managing the Historic Urban Landscape” international conference presented within the 29th World Heritage Committee meeting held on May 12-14, 2005 in Durban, also considering previous agreements, charters and conferences (International Charter of the Conservation and Restoration of Monuments and Sites Venice Charter-1964, UNESCO Recommendation Concerning by Public or Private Works-1968, UNESCO Recommendation Concerning the Safeguarding and Contemporary Role of Historic Areas-1976, ICOMOS-IFLA International Charter of Historic Gardens Florence Charter-1982, ICOMOS Charter for the Conservation of Historic Towns and Urban Areas Washington Charter-1987, Nara Documents on Authenticity-1994, Habitat II-1996).

Section A of the Memorandum, in terms of its objective, points out that contemporary architecture that is integrated with the existing historic fabric, building stock and context is a key for an integrated approach in connection with sustainable urban development and landscape, within the scope of all the mentioned documents and current discussions on the sustainable conservation of historic artifacts and settlements.

Article 9 of the Definitions section indicates that contemporary architecture points to a definition that includes designed and planned open spaces, new constructions, structures added to historic buildings and spaces and transformations in the historic built environment. Article 11 indicates that the Memorandum is directly focused on the impacts of contemporary developments on historic urban areas.

Relevant articles are given below in order:

C. Principles And Aims

13. Continuous changes in functional use, social structure, political context and economic development that manifest themselves in the form of structural interventions in the inherited historic urban landscape may be acknowledged as part of the city's tradition, and require a vision on the city as a whole with forward-looking action on the part of decision-makers, and a dialogue with the other actors and stakeholders involved.

14. The central challenge of contemporary architecture in the historic urban landscape is to respond to development dynamics in order to facilitate socio-economic changes and growth on the one hand, while simultaneously respecting the inherited townscape and its landscape setting on the other. Living historic

cities, especially World Heritage cities, require a policy of city planning and management that takes conservation as one key point for conservation. In this process, the historic city's authenticity and integrity, which are determined by various factors, must not be compromised.

15. The future of our historic urban landscape calls for mutual understanding between policy makers, urban planners, city developers, architects, conservationists, property owners, investors and concerned citizens, working together to preserve the urban heritage while considering the modernization and development of society in a culturally and historic sensitive manner, strengthening identity and social cohesion.

16. Taking into account the emotional connection between human beings and their environment, their sense of place, it is fundamental to guarantee an urban environmental quality of living to contribute to the economic success of a city and to its social and cultural vitality.

17. A central concern of physical and functional interventions is to enhance quality of life and production efficiency by improving living, working and recreational conditions and adapting uses without compromising existing values derived from the character and significance of the historic urban fabric and form. This means not only improving technical standards, but also a rehabilitation and contemporary development of the historic environment based upon a proper inventory and assessment of its values, as well as adding high-quality cultural expressions.

D-Guidelines For Conservation Management

18. Decision-making for interventions and contemporary architecture in a historic urban landscape demand careful consideration, a culturally and historic sensitive approach, stakeholder consultations and expert know-how. Such a process allows for adequate and proper action for individual cases, examining the spatial context between old and new, while respecting the authenticity and integrity of historic fabric and building stock.

19. A deep understanding of the history, culture and architecture of place, as opposed to object buildings only, is crucial to the development of a conservation framework and single architectural commissions should be informed by urbanism and its tools for analyses of typologies and morphologies.

20. An essential factor in the planning process is a timely recognition and formulation of opportunities and risks, in order to guarantee a well-balanced development and design process. The basis for all structural interventions is a comprehensive survey and analysis of the historic urban landscape as a way of expressing values and significance. Investigating the long-term effects and sustainability of the planned interventions is an integral part of the planning process and aims at protecting the historic fabric, building stock and context.

21. Taking into account the basic definition (according to Article 7 of this Memorandum), urban planning, contemporary architecture and preservation of the historic urban landscape should avoid all forms of pseudo-historical design, as they constitute a denial of both the historical and the contemporary alike. One historical view should not supplant others, as history must remain readable, while continuity of culture through quality interventions is the ultimate goal.

E-GUIDELINES FOR URBAN DEVELOPMENT

22. Ethic standards and a demand for high-quality design and execution, sensitive to the cultural-historic context, are prerequisites for the planning process. Architecture of quality in historic areas should give proper consideration to the given scales, particularly with reference to building volumes and heights. It is important for new development to minimize direct impacts on important historic elements, such as significant structures or archaeological deposits.

23. Spatial structures in and around historic cities are to be enhanced through urban design and art as they are key elements of the renaissance of historic cities: urban design and art express their specific historical, social and economic components and transmit them to forthcoming generations.

24. Preservation of World Heritage sites also involves the design of public space: particular attention is to be paid to functionality, scale, materials, lighting, street furniture, advertising, and vegetation, to name a few. Urban planning infrastructure in heritage zones must include all measures to respect the historic fabric, building stock and context, and to mitigate the negative effects of traffic circulation and parking. 25. Townscapes, roofscapes, main visual axes, building plots and types are integral parts of the identity of the historic urban landscape. With regard to renewal, the historic roofscape and the original building plots serve as the basis for planning and design.

26. As a general principle, proportion and design must fit into the particular type of historic pattern and architecture, while removing the core of building stock worthy of protection ("façadism") does not constitute an appropriate mean of structural intervention. Special care should be taken to ensure that the

development of contemporary architecture in World Heritage cities is complementary to values of the historic urban landscape and remains within limits in order not to compromise the historic nature of the city.

F-Wats and Means

27. Management of the dynamic changes and developments in World Heritage historic urban landscapes encompasses precise knowledge of the territory and its elements of heritage significance identified through scientific methods of inventory, the relevant laws, regulations, tools and procedures, which are formalized in a Management Plan, according to the Operational Guidelines for the Implementation of the World Heritage Convention.

28. The development and implementation of a Management Plan for historic urban landscapes requires the participation of an interdisciplinary team of experts and professionals, as well as timely initiation of comprehensive public consultation.

29. Quality management of the historic urban landscape aims at permanent preservation and improvement of spatial, functional and design-related values. In this respect, special emphasis is to be placed on the contextualization of contemporary architecture in the historic urban landscape and Cultural or Visual Impact Assessment studies should accompany proposals for contemporary interventions.

30. Economic aspects of urban development should be bound to the goals of longterm heritage preservation.

31. Historic buildings, open spaces and contemporary architecture contribute significantly to the value of the city by branding the city's character. Contemporary architecture can be a strong competitive tool for cities as it attracts residents, tourists, and capital. Historic and contemporary architecture constitute an asset to local communities, which should serve educational purposes, leisure, tourism, and secure market value of properties.

The Valletta Principles for the Safeguarding and Management of Historic Cities, Towns and Urban Areas- ICOMOS, 2011: The main objective of this document is developing principles for additions to historic cities, as a way for managing unavoidable changes. It emphasizes the fact that the additions must protect tangible and intangible cultural values. In the changes and built environment section, it is indicated that contemporary architecture must reflect its own period while ensuring the sustainability of the built environments and respecting local values and character, that new buildings must refuse the negative effects of the characteristics that injure and disintegrate the continuity of that urban fabric and spaces with powerful and extreme contrasts, and that contemporary buildings must be complementary (ICOMOS 2011).

4. RESULTS AND DISCUSSION

The examination of international conservation policies and bylaws/laws/regulations on new construction in historic environments offered the following results:

- ♣ Contemporary buildings are considered to be future heritage. Therefore contemporary buildings in historic environments is evaluated as complementary to the built environment, in terms of responding to changing needs and new developments as well as the conservation of the future historic city with all its buildings.

- ♣ The contemporary buildings to be designed must be in relation with existing context, ratio, proportion, form, measure, scale, street silhouette, general character of the city, mass structures, order and layers, respecting the existing order and the relationship between people, city and environment. Both the historic city and the new building must maintain their authenticity and not harm each other.

- ♣ Contemporary buildings must ensure the continuity of the built environment and be designed to be complementary to the context. Tangible cultural heritage areas reflect the relationship between people, culture and environment. Contemporary buildings must stay within this relationship.

- ♣ Contemporary buildings must be designed with the materials, technology and techniques of their own period, be readable and recognizable in the city. Imitations and similar ways of production must be avoided. High quality new designs must be suggested.

- ♣ Before designing contemporary buildings, a management plan that determines new developments and building types that these developments will embody should be prepared, followed by impact assessment studies on contemporary buildings. It is advised that these studies are conducted by multidisciplinary groups

that include professionals such as architects, city and regional planners, conservation experts, urban planners, local government workers and conservation board members.

♣ In addition to international agreements, it is observed that various countries prepare special guides, regulations and recommendations on the subject. When these results are evaluated, it is concluded that instead of regulations that especially restrict facade designs and lead to the construction of copies of historic buildings, we must pave the way for appropriate interpretation of the presence of the historic city by multidisciplinary expert groups, for accurately identifying the underlying justifications for the stylistic impact that is created, for the person that will participate in the design process to have the same knowledge and skills, and for designing new buildings that reflect their own period, that preserve the city and that does not imitate.

6. REFERENCES

- Bektaş, Cengiz. 1992. Koruma Onarım. YEM Yayın.
- Bermann, Marshall. 1994. Katı Olan Her Şey Buharlaşıyor. 1. Baskı. edited by Ü. Altuğ and B. Peker. İstanbul: İletişim Yayınları.
- Bonatz, Paul. 1943. "Yeni Alman Mimarisi (Çev. Holtay, A. H.)." *Arkitekt* 137–138(05–06):119–20.
- Commission for Architecture and the Built Environment (CABE) and English Heritage. 2007. *Guidance on Tall Buildings*.
- Le corbusier. 2015. *Atina Anlaşması* (Çev. A. Yörükán). 2nd ed. İstanbul: Yapı Kredi Kültür Sanat Yayıncılık Ticaret ve Sanayi A.Ş.
- Günay, Baykan. 1992. "Dosya: Koruma-Kent İmajı-Ankara: Kentlerin Yeniden Üretilmesi Süreçleri Üzerine." *Mimarlık* 249(04):11–14.
- International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM). 2006.
- ICCROM Seminar on "World Heritage and Contemporary Architecture and Development: Management of the Historic Urban Landscape in the Baltic Countries." Vilnius, Litvanya.
- International Council on Monuments and Sites (ICOMOS). 1983. *Appleton Charter for the Protection and Enhancement of the Built Environment*.
- International Council on Monuments and Sites (ICOMOS). 1987. *Washington Tüzüğü*.
- International Council on Monuments and Sites (ICOMOS). 1999. *Charter on the Built Vernacular Heritage*.
- International Council on Monuments and Sites (ICOMOS). 2011. *The Valletta Principles for the Safeguarding and Management of Historic Cities, Towns and Urban Areas*.
- International Council on Monuments and Sites (ICOMOS). 1967. *The Norms of Quito - 1967*. International Council on Monuments and Sites (ICOMOS). 1975. *European Charter of the Architectural 12 Heritage - 1975*.
- International Council on Monuments and Sites (ICOMOS). 1975. *The Declaration of Amsterdam - 1975*. Amsterdam, HOLLAND.
- International Council on Monuments and Sites (ICOMOS). 1982. *Tlaxcala Declaration on the Revitalization of Small Settlements (1982)*. Trinidad, Tlaxcala.
- Kurrent, Friedrich. 2001. "Eski Bir Çevrede Yeni Yapılaşma (Çev. Üçer, İ.)." *Mimarlık* 297:39–41.
- MacCormac, Richard. 2008. "Innovation, Context and Congruity." *English Heritage Conservation Bulletin* (59):9–11.
- Ptichnikova, Galina. 2016. "New Century High Risers in the Core Areas of Historic Cities Russia." Pp. 1903–10 in 15th International scientific conference *Underground Urbanisation as a Prerequisite for Sustainable Development*. Vol. 165.
- The Australia ICOMOS. 2013. *The Burra Charter - The Australia ICOMOS Charter for Places of Cultural Significance*. Australia.
- United Nations Educational, Scientific and Cultural Organization (UNESCO). 2006. *Decisions Adopted at the 30th Session of the World Heritage Committee - WHC-06/30.COM/19*. Vilnius, Litvanya.
- United Nations Educational, Scientific and Cultural Organization (UNESCO). 2007. *Decisions Adopted at the 31st Session of the World Heritage Committee - WHC-07/31.COM/24*. New Zealand.
- United Nations Educational, Scientific and Cultural Organization (UNESCO). 2011. *Church of Santa Prisca and Its Surroundings*. Mexico.