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URBAN HERITAGE BETWEEN HISTORIC PRESERVATION AND DEVELOPMENT: PLANNERS PERSPECTIVE

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Abstract. *Specific features of the urban redevelopment- renewal planning model for the protected city core areas are the central topic of this paper. The author argues that there is a need to redefine the existing planning practice in compliance with the contemporary planning philosophy and principles the profession is based on. The basics for a shift are discussed in the paper and several proposals are drawn, relating to: (i) the problem approach concept (ii) "planning in context" (iii) principle of establishing interaction between protected cores and city regarded as a whole, and (iv) promotion and protection of the common good concept as an integral part of the standard planning procedure.*

1. INTRODUCTION

Renewal of inner city areas and planning new developments within the protected city core areas is the topic which is about to gain planner's attention in the years to come. The growing interest in urban renewal coupled with turning to cities themselves and giving up the idea of megalopolis implying endless expansion of an urban tissue, has revived problems involved in renewal in a very specific way. Attention to the process has been paid even by those whose field of work is not strictly focused on the protection. The monosectorial approach focusing the role of protection, and favoring the position that protected city core areas are of interest only for those who are in charge of protection and conservation has been meanwhile largely overcome. A need for reconsidering and reevaluating the ongoing practice as well as developing a new model has been stressed. This is a challenge for the profession and a task which goes beyond the standard, common questions planners are faced with. The alternative calls for a model which combines the two traditionally separated activities. Planning and protection should be integrally treated

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and solutions ought to be developed on a new basis. Professionals are expected to provide a new theoretical framework and implications of that ought to be carefully studied.

The intention of this paper is to contribute towards this task. In reference to this, a number of proposals are drawn here. Each of them is discussed thoroughly and suggestions for improving the existing planning practice are made. The methodological aspects are given a particular attention and emphasized along the line. The ultimate goal has been the improvement of the existing model, so that, having this in mind, the below-listed results should be regarded as complementary segment.

2. PROTECTION, PRESERVATION AND CONTEMPORARY USE OF URBAN SPACE

The numerous international documents, declarations and recommendations regarding the topic of protected city cores have been issued all over the world. Many of them refer to the problem from the urban planning point of view. An overview of these documents deemed the most significant and relevant for Yugoslavia is presented here, in order to provide a basis for reevaluation of the local planning practice and create an input for a new planning model.

1. The European Urban Charter" (Congress of the Local and Regional European Governments, Strasbourg, 1992) represents the result of ten-years' work (1980-92) of the European Council inspired by efforts for renewal of cities. The focus is on the integral approach where the economy, technology, social and cultural factors and relevant laws are considered to be of equal significance for the city. The ideal city is seen to be the one which provides the best possible living conditions for its citizens and achieves the balance between modern development patterns and trends, and the historical heritage. Based on this reasoning it is possible to formulate the principle which implies that the urban heritage must be integrated into the modern life. This can be achieved by providing a framework for an integral planning model to be applied for those areas.

Importance of the interdisciplinary work is particularly stressed. Collaboration between different sectors, institutions and actors is needed with an aim to combine and integrally treat different issues of economic, social, environmental, etc. development. Special attention must be paid to those areas with large groups of monuments and historical sites in order to prevent them from becoming "museums in the open". Renovation of old structures often provides a reasonable economic solution because it offers new but specific possibilities for housing, hotels, business centres, etc. Thus, the economic aspect should be included as well and a notion of economic regeneration introduced into the field. The protection and preservation should be handled carefully and in full accordance with principles of modern town planning.

2. In "Recommendations on the Protection of Historical and Traditional Entities and Their Role in the Modern Life" (General UNESCO's Conference in Nairobi, 1976) one of the standpoints refers to the fact that the historical and traditional entities represent an integral part of the human environment and that their integration into the life pattern of the modern society is of the fundamental importance for the

planning and spatial organization of our cities. This fact should be carefully taken by all actors involved: governments, social institutions, financial institutions, community organizations, professionals, experts and citizens. It is recommended to all those concerned to concentrate toward creating a body of instruments that will enable the regeneration of the traditional urban areas and historic sites, and provide an operable framework for new development and construction within them. This document asks for activities to be undertaken in these areas to prevent them from becoming museum displays, or, since they may not be interesting for possible investors and are expensive for maintenance, to prevent them from being exposed to decay and vanishing.

3. This was formulated in a very similar way in the "Charter for Conservation of Historical Cities and Urban Areas: (VIII General Session of ICOMOS, Washington, 1987) stating that conservation of historical cities and urban areas understands taking of the necessary steps for their protection, conservation and restoration, in order to enable their harmonious adaptation to the modern life. The conservation projects must be properly integrated with the policies of economic and social development, and with urban and regional planning as well.
4. On the global level, the issue has been in great detail considered on the UN conferences. In Vancouver in 1976, one of the basic statement countries agreed upon was the one declaring that the urban reconstruction embraces all the crucial economic, social, cultural, urban and technological questions of the modern world. That means that the protection of the old parts of the cities is not merely a matter of conservation of cultural and historical heritage, but represents a highly significant economic, social and technological issue as well.
5. In Resolution "Problems of protection and modern use of architectural monuments" (Estonia, USSR, Tallinn, 1985) it was said:
 - Protection of the cultural monuments has become a complex endeavor, including the protection, preservation and reuse of historical buildings, urban and rural monuments;
 - Architectural monuments, apart from the artistic, cultural and historical values, in great variety of cases have the applied and practical values as well. Preservation of these values essentially depends on adequate use of the architectural monuments in our modern lives. The idea of preservation and practical use of monuments would come from the attractiveness of the building or structure itself, its interior and appropriate equipment, and from the attractiveness of the whole complex of the ancillary structures and surrounding open areas;
 - During the protection and adaptation of the bigger or smaller ensembles, historical cities, villages and other entities, we should start from the idea of preserving individual structures, just like the historical ones, in order to provide truthful and adequate understanding of the development of architecture and building skills;
 - Within the field of preservation and protection, one of the most important creative tendency relate to the projects of adapting and transforming the historical architecture into the modern products, in accordance with needs and requirements existing generations have.

What conclusions significant for urban planners can be drawn from these documents?

1. The protected areas should supply the life style and commodities modern cities provide for their citizens. They should house all those functions and activities that can be found in other parts of a modern city, provided that these are not the activities which would disturb or degrade the unique features of the area.
2. Economic, environmental and functional recovery should be given the priority and be placed on development agendas. Planners should approach the problem in a comprehensive and interdisciplinary manner and adequately conceive possible solutions. Making plans for these areas is not merely a land use propositions nor just defining the necessary prerequisites and regulatory mechanisms and codes for constructing individual buildings; it is a far more complex endeavor with many actors bearing different roles, inquiries, limitations and constraints.
3. Upgrading the existing condition is not only a physical category. Many processes taking place in cities are hidden and going beneath the visible surface. It is the planners role and professional obligation to pull them out and treat them adequately related to the physical aspects of the city. The particular attention should be given to the economic issues. Renewal and redevelopment is an economic category by definition and there is no difference in case of protected zones. That is why the problem must be approached as an economic category which implies the rational use of land, building lots, infrastructure, and other resources. Linking the cultural and historic values to the economic aspects of redevelopment provides the basis for a successful action.

Following these arguments planners should reconsider and redefine the current practice. Existing planning model and methods in use, should be adequately adjusted in accordance with these findings. Corrections should be made regarding all relevant segments: planning approach, concept of planning, methods, techniques and criteria they apply.

In this paper questions of approach and concept are discussed. Within these, it is recommended to upgrade the existing planing model by employing the following innovations:

- **Problem approach** as a conceptual framework;
- **Planning in context** as a basic principle guiding the process of planning;
- Establishing of an **effective communication between the protected area and the city** as a whole
- **Promotion and protection of the public good criteria.**

3. INNOVATED PLANNING MODEL FEATURES

(1) Problem approach and the planning model

The problem approach theory has been widely recognized in the profession during the last decade. It is seen to be far more adaptive to the real life situation in comparison to the traditional one planners usually employ. Many argue that it offers far better opportunities

for urban planners for a successful fulfillment of their tasks, and that it is particularly suitable when dealing with questions of urban renewal and redevelopment.

The usual patterns of work would not be fruitful in this case. A standard plan is an act which provides "directions" and "rules of behavior" regarding the future development and construction in the area. The solutions it provides are often generalized. The plan is made so that it can enable creation of detailed spatial solutions as a continuation towards urban planning design for a singular location. It does not consider the details such as an insight into the individual structure, relations between individual or grouped structures, then, it does not create the environmental wholes, it disregards the urban scene. However, all the above-listed issues should be considered during this early phase in case of historical urban core areas. The protected city cores are not only a part of history and culture of a city, but they comprise its memory, sign, their characteristic trait.

The following has been most oftenly pointed out:

1. When dealing with this issue planner is in a position of a of non-standard situation anyway. He or she should lead the process differently. The motto "think globally act locally", is accompanied by the other- "think in details and act in details". There is a need to provide a deep insight into the nature of far more relevant issues than he/she usually does, in order to come up with sound, elaborate and feasible solutions.
2. The main advantage refers to the closer communication between the observed problem and the solution creating process. The crucial issues are given a primary significance by definition, and the most outstanding problems could be far more easily and directly attacked.
3. Few protected areas are homogenous in its nature. Far more common case is when they are integrated with numerous structures of no heritage values that are not a subject of protection. Preservation of an urban quality requires interventions on them from time to time or their replacement by the new ones. Undertaking of such activities cannot be performed without having a defined relationship towards the spatial entity and the surrounding protected structures. These cannot be simple urban planning and technical requirements, but they must result from a deep understanding of the space as a whole. Problem approach assures transparency needed to come up with solutions that will avoid possible conflicts or provide a compromise framework.
4. It should not be disregarded that these areas are domain of interests of many different disciplines. The urban complexity must not be neglected, since here it takes a specific significance. Unlike the others, where many questions can be combined and plan conceiving process put in the standard frame, here it cannot be the case. Simple disassembling into integral elements of space, functions or activities can easily result in weak solutions, degradation of these areas, or their subsequent misuse. On the contrary, their very nature call for an inter-disciplinary approach as a rule rather than as an exception. Problem approach provides a productive framework where disciplines engaged can meet and cooperate.
5. The problem approach concept as a framework results in the need to note, in the very first phase, all the processes and occurrences which would direct planner in

the subsequent phases of planning. It is relevant to the formation of data base, spatial analysis, environmental holding capacity assessment, planning criteria definition, etc.

(2) Planning in context

The city is not independent nor can it be extracted from the environment it belongs to. It could not be seen nor regarded as an independent entity. It is an integral part of many systems and structures and as such planning should take it. Opposite to the traditional opinion which tended to take it as an isolated subject, a modern thought emphasizes an importance of recognizing the context within which its development and planing takes place. This means, not only the relevant physical or functional features, but the general prospects and possibilities for development as well.

The full understanding of this is very important because we are now in a position to speak about shifts in the profession and new directions for actions where the physical framework has to be left as the only feasible concept, and turn to the integral approach which includes social, economic and cultural dimension of development.

This speaks in case of redeveloping of the city core areas as well. The city as whole becomes relevant and can be recognized and defined as a referent entity; it provides the needed context. The basic questions, such as- how to preserve the historic areas, how to solve the observed conflicts taking place, the rate of reconstruction, the ratio between new and old, etc., here become supplemented by others defining the context in terms of its social, economic and ecological meaning as well, because the urban renewal embraces these questions too.

Globally, the economy has a crucial and ultimate importance in all matters of the city development, and so is the case in urban renewal and redevelopment of the protected city core areas. The economic potential of the area, the economic basis of the city for the endeavors of the kind, the economic effects of the renewal, the scope and the amount of needed investments, etc., are the questions that should not be underestimated. Each of them should be carefully studied and taken into consideration; a traditional approach, which considers it as a part of discipline other than planning, does not stand any more. If not, a whole endeavor may be jeopardized or the final outcome counter-effective.

Inclusion of other aspects into defining of the context is an important supplement. This has certain effects on the planning concept, imposed goals and the plan implementation process. Planners should be aware of these and properly include it into their work.

(3) Interaction between the core area and its surroundings

The traditional approach demands for a detailed and exhaustive investigation of an area designated for redevelopment. By "an area" it is usually meant a zone within defined boundaries while its relation towards surrounding areas is studied rather weakly and superficially. It has been upon planner's individual willingness to decide whether the observed functional or physical interconnections should be taken into the process or not.

New planning concepts stand for a different approach. They tend to reject a traditional mode on a ground of distortions it produces and many planning failures in the past. They call for establishing of an interaction between the city as a whole and a particular area of

interest. The two together produce an increase of integration of the area designated for a renewal with the city corpus. It is valued to be one of the key elements for a successful project.

It is neither controversial nor difficult to stand for establishing of the interaction in principle or in general terms. The difficulty appears in the process of its operationalization and elaboration of methodological effects and recommendations: how to formulate it to become applicable in all cases regardless of the specific features different areas may have, which instruments should be employed when applying it, how to measure different effects, etc. A call for a planning hierarchy does not stand any more. It is not only insufficient but outmoded as well.

An alternative is a case by case approach. When dealing with a concrete project of redevelopment for a designated area, the issue of interaction should be brought in as well, and adequately included into the planning process. Planners should be aware of this and carefully consider this delicate task and the way to be handled.

Which are the arguments this shift is based on? Why should the planners make a special effort to establish relation toward surrounding areas each time they get involved with restructuring the way a particular area works? What is so special about redevelopment and renewal of city core areas?

Theoreticians and researchers remind us on the experience many cities have in these, and develop their arguments on the following:

1. The way cities work as physical and functional entities;
2. Our experience and a way we perceive cities; and
3. The way cities work as economic systems.

Establishing of communication between the "external" and "internal" affects a level of integration of the protected city core with the global urban tissue. Planners must always bear in mind the location of protected city core areas; they are in the predominant variety of cases located in city centers or in some specific way represent it. If the connection between it and rest of the area is missing, they may transform into isolated zones. Weather, in cases like these, they may experience a further progress or become a subject of an opposite process certainly varies from case to case.

From the point of view of planning methodology these questions are to be addressed and carefully thought about all the way along the planning process. Particular attention should be given when executing an analysis of relevant questions and problems in the area under consideration, and when defining its holding capacity. Another point reeferes to the phase of formulating alternative solutions and their evaluation.

Thus, in the process of analyzing and valuating the status quo in a zone planner deals with:

- Problems, trends and processes expected to be or valued to be of significance for that particular zone;
- Problems, trends and processes recognized in the zone but with a wider significance because they affect the "external" areas;
- Communication patterns existing already between the "internal" and "external" areas; Analysis should provide:
- List of observed problems, trends and processes accompanied with explanations planner may need in the subsequent phases of his work (problems' content, its

structure, the way it is manifested in the area, intensity, etc. Whenever possible all these should be expressed in quantitative terms);

- Results of the accomplished valorization for each one as well as all of them taken combined;
- Categories and ranks (if possible);
- Identification of anticipated impact(s) each one (or taken in groups) may have on a planning process;
- Assessment and evaluation of possible effects each one or taken in groups may have on spatial solutions; if needed should be accompanied with adequate valorization.

Respecting the interaction between protected core areas and their surroundings is also relevant in alternating different spatial solutions. Especially, in discovering and defining new connections different solutions may produce. Subsequent adequate valorization and explanations of possible effects should guarantee the right choice.

(4) Need for a comprehensive plan

The aim of every plan is to protect and promote the common good and public interests values. That is why any plan is designed and brought into public. Its content refers to the allocation and use of scarce resources in all relevant fields, like economy, environment, culture, protection and preservation of the national heritage, and the environment, etc.

Putting emphasis on a common good and public interest criteria has clear methodological implications and affects the planning model. It implies the changing level of complexity and determinism plan displays, scope of regulating mechanism it includes and issues embraced. Content of plans may be changed as well. This can be seen as a new moment in the professional practice because it has been commonly acknowledged that content of a plan must be seen as standardized, no matter what area it is dealing with. However, the urban territory cannot be observed as an unique whole, without paying attention to the specific features which some areas have (regardless of function, activities). Modern urban theories stand for a changeable level of plan's determination. They differentiate plans determinism in accordance with characteristics of the area, position in the city wide area, functional structure, its importance for the city, goals and aims, etc. Thus, within the protected city core areas a degree of determinism is to be much higher than it is the case in the suburb zones where it can be brought down to the basic elements of the necessary regulation.

This affects the plan's content. In case of core areas far more questions than the standard procedure requires should be taken, and different aspects of the each one studied in depth. Thus, the planning work becomes far more complex, not only in terms of the number and properties of the issues it refers to, but also in terms of its comprehensiveness. Analysis and evaluations are made in terms of the spatial, functional, social and economic aspects. Many particular issues and details must be taken which in some other cases might easily be disregarded. This includes a need for developing a body of regulatory and control mechanisms specific for this particular task as well.

4. CONCLUSION

The intention of this paper is to point out a need for establishing a closer relationship between protection and planning when dealing with urban renewal plans for the city protected core areas. It calls for an integral approach in treating this very important issue modern cities are faced with. The stand is that protection and planning present just the two sides of the same task and as such should be carried on. Planning has to be concerned of the specific features protection calls for, while on the other side the protection ought to understand the ratio planning relies on. The questions of planning approach and concept which are underlined in this paper undeniably have methodological implications. In the light of this statement, further development regarding the very method of work, planning process, technique and criteria to be applied would be of significance.

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URBANISTIČKO NASLEĐE IZMEĐU ISTORIJSKE KONZERVACIJE I RAZVOJA: PLANERSKA PERSPEKTIVA

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Centralna tema kojom se ovaj rad bavi su osobenosti planerskog obrasca za rad u zaštićenim gradskim područjima. Autor iznosi stav da je neophodno da se ova područja posmatraju kao specifičan slučaj ne samo u smislu osmišljavanja i primene posebnih prostornih koncepata i rešenja, već i u smislu metodološkog okvira i pravila za rad planera. U tom kontekstu se zalaže za redefinisane tekuće prakse u saglasnosti sa savremenim tokovima u teoriji i praksi planiranja obnove ovih područja i predlaže niz inovacija na planu konceptualnih polazišta i metodološkog obrasca: (i) usvajanje problemskog pristupa i "planiranja u kontekstu" (ii) uspostavljanje interakcije između područja od neposrednog interesa i okruženja shvaćenog u širem smislu

(iii) promociji i zaštiti javnog dobra kao jednog od ključnih vrednosti u pristupu planiranju i planersoj proceduri.

Ključne reči: urbana obnova, metodologija planiranja, zaštićena gradska područja