Urban settings are comprised of elements in communication with each other, which are architectural elements, roads, green spaces, and monuments that could be specified as being

the tangible components of an urban setting and local people living in that context and fundamental resource of giving the value to the place, w,th the intangible components like

social and cultural patterns, customs, traditions shaping the history of the place. Urban settings primarily shape the heritage of the place and the society's identity as it undergoes

inevitable changes throughout the different periods by remaining in the same place but being adapted. Therefore, the conservation of these urban settings through implementing

Considering the conservation process and possible difficulties in understanding the concept of modernization of places to adapt them to recent needs, urban settings should be well

examined within all of its components and their relationship between them. The main goal should be preserving the integrity and authenticity of the place through an appropriate

management plan. If of the conservation management plan is misunderstood and not handled effectively, it could appear as an imperfect modernization example under the name of

.Why an "Imperfect Modernism" Example?

Rejection of the Traces:

"imperfect modernism."

The idea of "the new within the new" (Fig.10) was incorporated into the city planning strategy to counter Istanbul once Ankara was chosen as the new capital. As a result, the propensity to disregard Ankara's historic silhouette when it comes to city planning and creating public spaces is a contentious topic.

Given the historical background, this tendency resulted from the modernist movement's pervasive impact throughout Europe and Turkey's ambition to adopt modernism, which was partly fueled by European architects' popularity. At this point, nevertheless, it is clear that modernism was misunderstood and misapplied. This brings forth the concept of

Here, it was viewed as "modern" to utterly reject the old and create a new order, even though modernism should ideally combine its core ideas with the local cultural, historical, and social settings.

The influence of modernist pioneer Le Corbusier's urban planning theories, especially his "tabula rasa" method, which promoted beginning new by removing the existing fabric, is inevitable and can also be taken as one of the factors leading



The Process of Ankara Becoming the New City with Being The New Capital:

What is an Urban Setting and How it Should be Conserved?

management plans is crucial to protect the character of the society.

modernization as seen in the Triangle of Ministries.

Following the Republic's declaration and the establishment of Ankara (Fig.1) as its capital, public institutions moved from makeshift buildings to ones built especially or them. The Grand National Assembly (Büyük Millet Meclisi) building, created by Vedat Tek, was the first notable administrative facility at this time. The Ministry of Finance (Maaliye Vekaleti), the Ministry of Justice (Adliye Vekaleti), the Court of Accounts (Divan-1 Münasebat), the Ministry of Health and Social Assistance (Sihhat ve İçtimai Muavenet Vekaleti), and the Ministry of Education (Maarif Vekaleti) were among the other notable public organizations that arose after this.

The first three of these structures were situated close to the Grand National Assembly, close to Ulus. Simultaneously, the Ministry of Education and the Ministry of lealth and Social Assistance represented the change from the old city to the new town. They were dispersed among the city's various areas.

This strategy was an attempt to put the concept of establishing a "government district"(Fig.2) into practice. However, the idea of combining government facilities under one roof was opposed by speculators who hoped to benefit from the sale of inexpensive property parcels at much higher prices. On the other hand, Atatürk ook into account the potential for an attack and anticipated that centralizing all forces would make the defense of the institutions easier and more effective.

Plots for the Grand National Assembly were delayed and sold for a significantly higher price than they should have because of these speculators' opposing positions. On March 24, 1925, Law No. 583 gave the Municipal Administration (Şehremaneti) expropriation authority in order to address this complicated situation.

With this growth, the "new city" (Yenişehir) was established. The current city silhouette was disregarded in the creation of Ankara's new urban order, and the

Yenişehir neighborhood was designed as "the new within the new," in contrast to Istanbul. Public spaces were designed with the qualities of a capital city in mind.

Architect-Based Design Approach:

While shaping the "new" silhouette of Ankara, referred to as Yenişehir, instead of collaborating with Turkish architects, the design and implementation of public buildings and urban spaces were entrusted to European architects such as Lörcher, Holzmeister, and Jansen. Consequently, Ankara's public and urban spaces were realized through the vision of these foreign designers.

At this point, the desire to embrace modernism was implemented not by staying true to Ankara's history and values but by adopting a European perspective in the designs. One of the clearest examples of this can be seen in Jansen's design of the Ministry Triangle. His approach to public space design is encapsulated in his statement: "Bringing all ministry buildings together is a desire shared by many European capitals."

As a result, the planning of this area combined modernism with the European trend of consolidating public buildings, and German architects carried out its implementation. Therefore, the "imperfect modernism" that emerged in the planning of this triangle can be considered a product of this architect-centric approach, which prioritized external influences over local context.

Here the similarity between the plan for Congress Grounds in Germany (Fig.11) and Triangle of Ministries (Fig.12) that the main axis leading to the Parliement building, green spaces and pedestrian roots are inevidently visible.

When examining the principles of the Ministry Triangle, one of the key modernist ideals emphasized was the openness of public spaces to the citizens.

property, making them closed to the general public. This position caused the Ministry Triangle to lose its essential quality of being accessible to the public,





.Modernization in the Early Republic Period

In the early republican period between 1923 and 1950, modernization appeared in daily life along with political changes. The concept of urbanization played a key role in the period's modernization and shaped Ankara's new design and institutional order. The ministries area was prepared for the new state, and it was desired that this area display the functional and organizational structure of the state. For this reason, the government buildings in the region were designed with a modernist approach, manifested in simple geometric lines, and the vision of Turkey was reflected in this way.

In the years 1923-1946, when there was a single-party regime, the authoritarian approach was brought to modernization. The imposition of a new lifestyle, the intervention in the lives of the people, and the reshaping of society were done through urban planning and architecture. Modernist architecture was crucial in showcasing the republic's progressive outlook.

Population Growth and Urban Planning.

Between 1930 and 1970, Turkey experienced industrialization, immigration, and a decline in the agricultural workforce, resulting in significant population growth. Infrastructure in cities, especially Ankara, had difficulty keeping up with this growth.

Expected Population and Actual Increase in the 1940s

With industrialization and rural-urban migration, a significant population increase was seen between 1930 and 1970, and as a result of this population increase, Ankara, in particular, could not exhibit sufficient performance in terms of infrastructure. In addition, the urban plans prepared at that time were inadequate, as the population increase expected in the 1970s arrived in the 1940s, and this population increase exceeded the city's planning capacity and infrastructure. **Bakanlıklar Area and Early Planning Limitations**

Jansen could not integrate the city's rapid population growth into his urban planning in 1932 because he could not foresee this situation. As a result, the ministerial district, which was the center of government, had to face infrastructure deficiencies. The increase in population also brought with it the need for housing, and the balance between housing and public space was distorted. In addition, with the increase in population, the city's green areas and transportation services were also blocked over time.

Challenges in Urban Planning

• Need for Urban Transformation: Inadequate planning and irregular construction have responded to the need for urban transformation and new construction areas with the emergence of shantytowns. • High-Rise Buildings and Housing Density: With population growth, high-rise building designs have been adopted, and the social and aesthetic balance of the city has been disrupted.

Social and Economic Consequence: Spatial Segregation: Income inequality and the distinction between rich and poor have also been reflected in the regions and have begun to show sharp differences, contrary to the period's modernist

 Migration and New Dynamics: Modernization and globalization have gained momentum as the population growth in the city has increased social and cultural diversity, but the preservation of local identity has been inadequate.

The urban planning of Ankara in the ministries area shows a centralized management approach. The organization of the city around a central axis reinforces the state's power by emphasizing the state's sovereignty and authority. Following the state's modernization goal, power was emphasized in the design of public spaces and government buildings. Government buildings demonstrated the state's

Centrism, Lifestyle Imposition, and Government Propaganda in Ankara's Urban Planning

Inadequate Infrastructure: Electricity, water, and transportation services have not developed as much as urbanization.

propaganda function, state power, and ideology with the modernist language in architecture. The modernist architectural language was preferred to create a sense of trust in the state, encourage loyalty, and ncrease social awareness. With this multifaceted approach, physical design, ideological messaging, and social impact emphasized the state's sovereignty and the republic's forward-looking vision.

Shaping the Triangle of Ministries:

Three well-known German architects—Carl Christoph Lörcher, Hermann Jansen, and Clemens Holzmeister—converted government buildings in Ankara's "Yenişehir" neighborhood into permanent, mainly built structures. The selection of Jansen's plan for implementation in 1928 marked the end of this design proposal process, which started with Lörcher's idea in 1927.

Lörcher's Plan:

The earliest contemporary city planning proposal for Ankara was Lörcher's triangle (Fig.3,4) layout. Ministry buildings were incorporated into the city center, which was intended to be a modern government center. The city's center, Kızılay, was where the primary traffic axis in the triangle form ended. The road was then divided in two, creating the "Ministry Triangle," with Kızılay Square serving as the starting point for its vertices.

An examination of Lörcher's overall concept shows that he intended to encourage pedestrianization and green the region as much as possible. His plan sought to strike a balance between urban and public areas. In the end, Lörcher's proposal was turned down because it was deemed inadequate for the rapidly growing population of the capital. His strategy, however, had an impact on Jansen's design, and Jansen's approach was founded on similar concepts.

Jansen's Plan: Like Lörcher's suggestion, Jansen created a triangle layout (Fig.5) for the ministries district, beginning from Kızılay, and presented his preliminary

designs on November 6, 1929. He envisioned Ankara as a modern, green capital and established the ministries district as the focal point for government institutions. The plan's green belts and open public areas were in keeping with this goal and provided strong support for the

But by the 1940s, Ankara had already grown to the number Jansen had predicted for 1950, which resulted in restrictions on green areas and broad roadways. "Bringing all ministry buildings together is a desire shared by many European capitals."* Jansen's approach to developing the ministries district demonstrates his incorporation of a European vision into his work.

Holzsmeister's Plan:

About two months earlier, in September 1929, Holzmeister, who was working on his design at the same time as Jansen, had shown his preliminary designs. Holzmeister began by referencing the General Staff and Ministry of National Defense buildings he designed in his proposal (Fig.6,7) for the ministries district.

Using the same triangular pattern, Holzmeister extended the path through the Victory Road (Zafer Yolu) and ended at the Provincial Square (Vilayetler Meydanı), placing the triangle's sharp point in the green space known as Güven Park. Holzmeister also sought to use these route names—Güven, Zafer, and Vilayetler—to communicate symbolic meanings to the local people.

Holzmeister broke the continuity of Victory Road by erecting the Ministry of Interial Affairs (İçişleri Bakanlığı) building, making the axis less readable and difficult to follow. In contrast, Jansen continued the axis established by Victory Road to the Parliament.

But as time went on, the state passed legislation that essentially reinforced the idea that the government buildings in the triangle (Fig. 13) were private

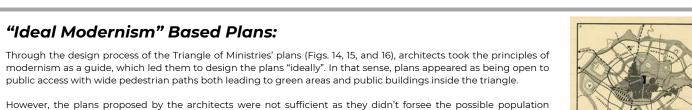
"Ideal Modernism" Based Plans:

over time to adapt to evolving needs.

Specialization of Public Buildings:

which was central to the modernist vision of its designers. Here it could be inferred that the aim of specializing the buildings inside the triangle resulted in the prevention of the accessibility of the locals and tourists, in other words, contrasting with the modern idea of being open to the public and resulting in being "imperfect modernism" application.

achieve this, plans were developed accordingly, resulting in the design of Victory Road (Zafer Yolu) and Güven Park.







Strategic Devaluation of Public Spaces:

While it was expected that public spaces would be designed openly with the understanding of modernism and that the public would interact with these spaces, the function of these spaces decreased over time. It was observed that the original design's (Fig.17) green areas and social spaces lost (Fig.18) their function over time and became concrete. Focusing on universality and functionality principles, social and cultural structure was not considered. Jansen's plan does not comply with the lifestyle of the local people, only highlighting modernist aesthetics, which reveals "imperfect

growth in Ankara after its declaration of being the new capital of Türkiye. As a result, they had to undergo changes

In this context, modernism appears to have been employed as a foundational principle solely to create an "ideal city

and public space order." Yet, its inability to meet the practical demands of the era reveals its "imperfect" application





Guideline for the Conservation of Triangle of Ministries

lifestyle of the local people, created an environment that did not allow for local cultural interactions.

Inappropriateness of Modernist Planning to Social and Cultural Context:

Modernist designs generally focused on universal aesthetics and functionality principles but did not

consider the local people's social and cultural structure. The Triangle of Ministries (Fig.19,20) plans and

other plans made for Ankara remained far from the people's social needs and cultural context. For example, Jansen's design, while highlighting modernist aesthetics in a way that was incompatible with the

-To decide whether some place or building is to be conserved, as a first step to be taken, its value should be defined.

-Historical surveys should be conducted to understand the components of urban form in different periods.

-When the survey is completed, there should be detailed documentation of buildings, surrounding context, green areas, and roads, such as texts, photos

-The transformation of the urban setting could be examined through diachronic analysis in different periods to understand both the positive and negative

surrounding buildings, social and cultural life, and history of the area.

-It should be a process carried out with the cooperation of local people to understand better and examine the relationship of the urban context with the

.Conservation Principles from Doctrinal Texts & How Could They Implemented on Triangle of Ministries

Venice Charter (1964) Protecting the authenticity and historical context of historical structures and areas.

"Its aim is to preserve and reveal the aesthetic and historic value of the monument and is based on respect for original material and authentic documents."

• The green area arrangements in the plan prepared by Jansen initially complied with this principle. However, over time, the green areas disappeared and the interventions regarding the closure of the Victory Road were actions contrary to the principle of preserving the authenticity of the structures and the historical context mentioned in the Venice Charter.

Athens Charter (1931)

Functionality, aesthetic harmony and protection of open spaces in modern city planning

Article 77 (City Planning):

"The city plan should determine the internal structure and the interrelated positions in the city of each sector of the four key functions."

• In Jansen's triangular plan, open spaces and green belts are at the forefront, but over time, these areas have been lost, and high walls have surrounded public spaces, contradicting this principle.

"All residential areas should be provided with sufficient open space to meet reasonable needs for recreation and active sports for children, adolescents and adults.'

• The green space planning in Jansen's plan reflects the new modern order of the capital, but the loss of green spaces, for example, the concreting of Güven Park, reflects the deficiencies in protection.

Burra Charter (1999)

The importance of social participation in the protection of cultural heritage

Article 1.2 (Definition of Cultural Heritage):

"Cultural significance means aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects. Places may have a range of values for different individuals or groups. "

• The design of the triangle of ministries was of great importance in terms of cultural meaning and social context. However, social participation remained lacking due to the authoritarian interventions of the state in the urban planning process, and authorities that did not sufficiently consider the social dimension of the heritage were followed.

Article 6 (Participation):

"Conservation, interpretation and management of a place should provide for the participation of people for whom the place has special associations and meanings, or who have social, spiritual or other cultural responsibilities for the place."

• The triangle planning in Ankara was shaped within the framework of political authority. However, the lack of local participation of the people in this process contradicted the principle of the importance of social participation emphasized in the Burra Charter.

Nara Document (1994)

Protection of the authenticity and integrity of cultural heritage

Article 11 (Value and Authenticity):

"All judgments about values attributed to cultural properties as well as the credibility of related information sources may differ from culture to culture, and even within the same culture. It is thus not possible to base judgments of values and authenticity within fixed criteria. On the contrary, the respect due to which all cultures require that heritage properties must be considered and judged within the cultural contexts to which they belong."

• When Ankara took shape as the capital, Jansen and Holsmeister's designs played a central role, but interventions over time, such as the disintegration of the ministries triangle, caused the designs to lose their authenticity and contradicted the principle of preserving authenticity in the Nara document.

Article 13 ((Value and Authenticity):

"Depending on the nature of the cultural heritage, its cultural context, and its evolution through time, authenticity judgments may be linked to the worth of a great variety of sources of information. Aspects of the sources may include form and design, materials and substance, use and function, traditions and techniques, location and setting, and spirit and feeling, and other internal and external factors. The use of these sources permits elaboration of the specific artistic, historic, social, and scientific dimensions of the cultural heritage being examined."

• The modernization process has disrupted the integrity of the interventions in the triangle of ministries. The changes in the city plans prepared by Jansen and Holsmeister contradict the integrity protection clause in the Nara document.

Washington Charter (1987) Preservation of Historic Cities and Urban Areas

Article 2 (Comprehensive Protection):

"Qualities to be preserved include the historic character of the town or urban area and all those material and spiritual elements that express this character, especially:

a) Urban patterns as defined by lots and streets;

b) Relationships between buildings and green and open spaces;

c) The formal appearance, interior and exterior, of buildings as defined by scale, size, style, construction, materials, color and

d) The relationship between the town or urban area and its surrounding setting, both natural and man-made; and

e) The various functions that the town or urban area has acquired over time."

• The triangular plan prepared by Jansen provides integrity not only with the buildings but also with the surrounding open spaces, but the concreting of the green areas and the closure of the Victory Road over time show that protection has not been carried out following this article, which is contrary to the requirement of holistic protection. The concreting of Güvenpark has resulted in the loss of both historical and social functions, which contradicts the article regarding the preservation of public spaces and their presentation.

Article 8 (Preservation of Quality of Life):

"New functions and activities should be compatible with the character of the historic town or urban area. Adaptation of these areas to contemporary life requires the careful installation or improvement of public service facilities."

• The initial state of the area included an arrangement that showed social and cultural life, but high walls and concreting restricted public access to the area and limited social sustainability. This situation is contrary to the necessity of cities to serve the quality of

Article 8 (Compatible Use):

"New functions and activities should be compatible with the character of the historic town or urban area. Adaptation of these areas to contemporary life requires the careful installation or improvement of public service facilities."

• It is understood from the closure of the Victory Road and the design deviation in the Parliament Building that care was not taken to preserve the original character while adapting the areas to the new use. This situation contradicts the principle that the area should be balanced between past and modern needs.

.Conservation Principles and Application Methods in Victory Road and Triangle Plans

1. Protection of Functionality and Aesthetic Balance in Interior and Exterior Areas - Athens Charter (1931), Article 77 (City

evaluating the requirements of modern functionality. In order to protect the main aim of the Triangle which is being open to the locals and serving for them as a public area, the specialization of the government buildings could be reduced by elimination of high walls surrounding the building as it contradicts with the idea of being open to public and pedestrian pathways could be rearranged in a way that it both does not create a security problem for the statesman and makes the Triangle still connected with the city and

The original design of the Triangle of Ministries can be protected through preserving integrity and authenticity of the place by

2. Protection of Green Areas and Public Spaces - Athens Charter (1931), Article 35 (Green Areas) Original green areas can be re-purposed for public use and given functionality. For example, Güvenpark can be re-organized from its

concrete state and can encourage public interaction. The existing texture of large squares and public spaces should not be damaged. In addition to the Güven Park, Zafer Yolu could also become open to public again to enable both the tourists and locals observe the history of Ankara from the period when proclamation of republic happened to Ankara becoming capital and so on.

3. Narrating Historical Process and Values with Social Participation - Burra Charter (1999), Article 1.2 (Definition of Cultural Heritage), Article 6 (Participation) The participation of local people, especially in urban settings that last for periods of time and undergone different phases of the city

like in the Triangle of Municipalities case, should be encouraged in a way that preserves their social and cultural context. The public should be provided with a stronger bond with these areas. Additionally, locals should also be included in decision-making processes. In protection and management, the relationship with the public should be prioritized, not the authoritarian order as locals are the main source of information that undergone the phases of the change of the city with this Triangle through time.

4. Preservation of Authenticity and Integrity - Nara Document (1994), Article 11 (Value and Authenticity) Structural authenticity and integrity should be protected in all kinds of interventions. The need for change brought about by modern

needs should be compatible with the structure's historical integrity. Original materials and structural features of ministry buildings should be preserved, and the balance between aesthetic identity and function should be maintained.

Furthermore, Güven Park, which was once intended to be a green place, has been paved over, losing its identity as

The Triangle of Ministries underwent several alterations following Holzmeister's design for the Ministry of Internal Affairs (Fig.8,9) (İçişleri Bakanlığı), ultimately departing from its initial objective of establishing public green areas and

demonstrating this fragmented and dispersed architectural tendency.

The changes on Triangle of Ministries Through Time:

a pedestrian-centered layout. The opening of the corridor in front of the Parliament, which divides it from the other triangle, was the first of these interventions. The interference also resulted in the loss of the original plan's characteristic that the Parliament would be located at

the most significant height. The Parliament building, which was supposed to be a part of the Güven Monument–

Victory Road–Provincial Square linear layout, ended up standing alone. Public institutions' propensity to become privatized, which led to closed buildings unavailable to the general public, was another element that harmed the neighborhood. Government buildings encircled by tall walls started to

distance themselves from the city and society as the idea of private property gained traction.

In addition, the move toward "single-parcel" projects in the 1950s undermined the Ministry Triangle's core tenet of a comprehensive approach to public buildings. With the development of the State Hydraulic Works (Devlet Su İşleri) and the State Institute of Statistics (Devlet İstatistik Enstitüsü), the area significantly deviated from its original plan,

Originally extending from the Parliament building, the axis formed by the Güven Monument, Victory Road (Zafer Yolu), and Provincial Square (Vilayetler Meydanı) has also experienced interventions throughout time, losing its character and purpose. For security reasons, Victory Road was blocked from the public, so residents and visitors could no longer trace the history of the capital and the Republic's early years step-by-step.

1950 The move toward "single-parcel" projects 1960 The State Planning Organization (Devlet Planlama Teşkilatı) promoted the dispersion of

ANKARA: HUKUMET KARTYES

public buildings into rented spaces across the city because they saw investment in public building construction as a barrier to development. **1967** Unsuccessful atttempt of Ministry of Reconstruction and Settlement (İmar İskan Bakanlığı) to gather state buildings (except the Ministry of Finance Building) 1970 After conducting a survey, Özcan Altaban of the Ankara Master Plan Office (Ankara Nazım Plan Bürosu) determined that a 50-hectare space was required to concentrate public structures. A competition was subsequently held to place the new government

district, known as the "Second Ministry Complex" (İkinci Bakanlıklar Sitesi) near the original one. 1980 Beacuse of the Treason Felony, the competition couldn't completed. **Now** The Ministries Area is protected.