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Research paper



Modern Trends in Administrative Local Self-Government Buildings Design in Cities

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Abstract

The article is aimed at trends identification in local self-government buildings design. Decentralization of authority processes require local self-government buildings design general strategy revision. The authors emphasize the necessity of new-type buildings design with architectural environment meeting authority openness and publicity needs. On the basis of the research methods chosen the authors provide an historical and comparative world analogues analysis for the objects researched and their design solutions, delineate historical typology of administrative buildings and identify peculiarities of modern City Halls design.
The influence of modern authority democratization processes on administrative buildings architectural and design solutions have been highlighted in the article. The authors have identified modern trends in administrative buildings architectural design guided by a desire to transfer local self-government bodies into welfare services establishments and transform buildings into public spaces.

***Keywords*:** *architectural and design organization principles, City-Hall, local self-government, town-hall.*

1. Introduction

Urban architectural peculiarities of administrative buildings result from political, social and cultural as well as economic conditions and factors of territories and cities development. The process of new administrative buildings establishment is dictated by ideological and political transformations in society. The main types of political regimes are: democracy, authoritarian regime, corporative authoritarianism, anarchy, totalitarianism, liberalism. The political regimes do not always influence buildings style, but always determine their character, peculiarities of architecture and design, whether they are open or closed, accessible for population or not.
Ukraine inherited from former USSR administrative buildings of Soviet times reflecting totalitarian regime. The buildings' current architecture and design organization do not always allow integration of new forms communication between authority and residents, service organization based on "single window" method. Whereas people still consider the buildings as a symbol of the authority exclusion from the population.
At this moment Ukraine is in the process of the authority decentralisation political reform strengthening the role of local self-government bodies and enhancing the rights of local communities. This, in turn, requires new type of administrative local self-government buildings.
From this perspective analysis of foreign experience in administrative municipal buildings planning in particular modern design trends has become highly relevant and resulted in current investigation. The local self-government buildings have been considered as an object of the research.

2. Main body

2.1. Research methods

The research methods are based on the main statements of systematic approach in architecture and include analysis, abstraction and synthesis. Historical and comparative methods have been applied in the process of administrative buildings types evolution investigation and their common and specific features identification.
Historical and theoretical method has been used for scientific sources analysis. The works of Max Weber, Y.V. Fenenko [1] and others have been devoted to sociological and political aspects of municipal systems formation.
Different types of publicity and communicative practices models have been investigated in the work of Raymond Williams "Communication and Community" (1961). The specific character of the research object has resulted in studying works of P. Bourdieu, [2], G. Simmel [3,4], J. Habermas, P. Arend, R. Sennett, C. Geertz, as well as B. Groys devoted to social space, publicity and public spaces in cities.
The theoretical statements of the research are based on the works of domestic scientists that studied architecture and urban development theory and practice. The evolution of public buildings architectural typology has been investigated by such scientists as V.I. Yezhov, L.M. Kovalsky, V.V. Kutsevych, V.I. Proskuriakov, O.S Slieptsov, V.V. Tovbych and others. The evolution of administrative buildings types has been studied by the authors in their works on the history of architecture in different periods [6-8], in particular, the contests on Palaces of Councils design that have been researched by Khan Magomedov [9]. The works on the theory of architectural composition, in particular fundamental work "The Theory of Composition as Poetics of Architecture" (I. Azizian, I. Dobritsyna, G. Liebiedieva [10]) have been considered as theoretical base. Purely architectural investigation methods (for-

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mal and compositional analysis, functional and structural analysis of buildings drawings and fronts, urban planning analysis) have allowed to identify peculiarities of modern administrative municipal buildings design – City-Halls. In total the methods of functional and compositional analysis have covered more than 30 existing and contest buildings projects, in particular: London City-Hall (Foster+ Partners, 2002); Buenos Aires City-Hall, Argentina (Foster+ Partners, 2012) and City-Hall in Nieuwegein, the Netherlands (3XN, 2011); City-Hall in Santa-Marta-de-Torres, Spain (Sanchez Gil Arquitectos, 2011); City-Hall in Fjord, Norway, (Mestres Wage Arquitectes, 2014); City-Hall in Bagnolet, France (Jean-Pierre Lott, 2014); City-Hall in Seoul, Korea (iArc Architects, 2013) and other objects. The space and planning structure of the objects, functional and compositional structure, peculiarities of urban placement in city structure and visual designs have been analysed. The authors have gathered the information on the objects stated above as well as on contest City-Halls projects in Tallinn, Estonia and Espoo, Finland from professional foreign journals and domestic specialized scientific editions.

Lack of theoretical architectural investigations on administrative local self-government buildings formation has been observed. The experience of foreign City-Halls design can be found in separate articles [11, 12]. Scientific theses devoted to City-Halls architectural and design organization have not been found in Ukraine that emphasizes the importance of the investigation started by the authoirs in this direction.

2.2 Historical types of local self-government buildings

Greek agoras and Roman thermal baths are widely known examples of early multifunctional structures. Agoras, civil centres of Greek cities, were more than shopping rows. The space around them served as a social and political forum where citizens carried out different types of discussions and meetings. It was the first example of public space that sufficiently ensured city development management processes.

The institute of local self-government started to develop in Europe in Middle Ages together with cities development. First councils – town-halls, were initially placed in private houses, as a rule, half-strengthened noted by towers (beffroi) to demonstrate their independency and authority. Later construction of new big town-halls buildings was supported by town guilds to show their power and towns independency. As a rule, town halls have big meeting rooms (same name Town/City-Hall), on the second floor there are chambers, execution rooms; the upper floor is usually used for archives and the basement serves as a prison. The hall has an access to the balcony that is a necessary attribute of the building. The balcony ensures the authority's presence at meetings and the connection with people gathered at the square, at the same time, the higher position shows superiority of the representatives of the authority, the richest people of the city. The tower of the building is a symbol of its authority, as the main building of the city. The town-hall itself symbolizes an idea of a fortress that protects privileges and freedom of the town. In the 15th century in Italy town-halls turned to basilicas open for public meetings (Padua, Verona). The town-halls in Antwerp, Brussels and Ghent etc. show luxury decoration and inside equipment (Figure 1).



Fig. 1: Town Hall in Brussels, Belgium. The 15th century.

The 18th in Europe marked a period of flourishing town-halls construction. The quantity of municipal services increased. Liberation of individual and public consciousness from religion resulted in appearance of wedding halls next to conference halls.

The development of local self-governement in Russian Empire was caused by Zemstvo reform (1864) and Urban reform (1870) when gubernia electoral and county assemblies appeared together with their executive bodies – district authorities, that were in charge of local economic affairs. Elections to Dumas and district authorities had eligibility criteria, the most of votes were given to landowners and rich citizens. In Ukraine the urban reform resulted in construction of government buildings in population centers named Zemstvo. The most well-known object in Ukraine is Poltava Gubernia Zemstvo (arch. V. Krychevsky, 1910) that is in a style of national romanticism and is an architectural sign of national identity search (Figure 2).



Fig 2: Poltava Province Zemstvo, Ukraine, 1910 (Arch. V. Krychevsky). Main facade and central atrium.

After the Constitution of 1918 was approved the functions of Dumas and Uprava (Assemblies) were given to deputies' councils of working people and later people's deputies, elections became democratic, and the most of votes were given to workers and rural people. In 20-30s of the 20th century Soviet Union began developing buildings for new People's authorities in accordance with new life requirements. The competition for the Palace of Councils project that took place in Moscow in 1930-1933 was a manifest of hope for democratic regime establishment in Soviet Union. Architects considered the Palace of Councils not only as a place for supreme authorities' sessions with a square for parades in front of it, but also as a people's forum – the place of collective communication of working people (demonstrations, meetings, political carnivals, military and sports performances etc.) [9]. Architects presented the building not only as a place for the supreme authorities' work, but as a kind of people power symbol.

The competition showed the tendency of gradual transformation of the Palace of Councils from people's forum space to a majestic

monument [9]. The expectations and democratic changes were not justified; the people's regime was gradually changed to a totalitarian regime (Figure 3,4).

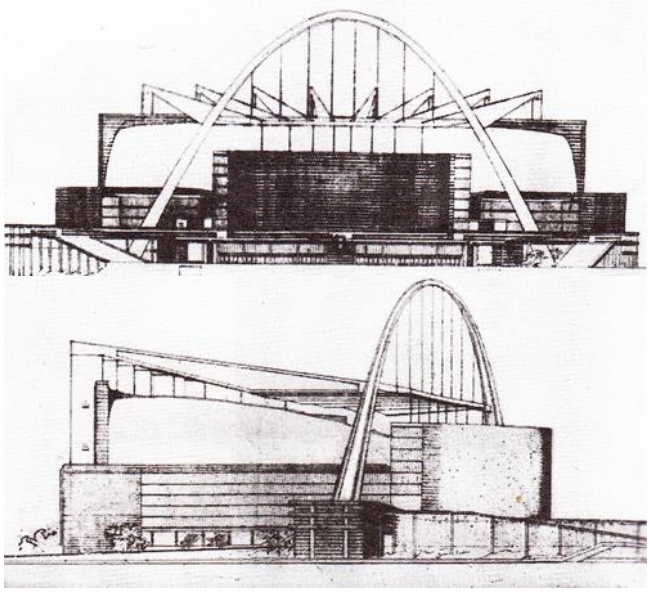


Fig. 3: The project of Le Corbusier, The Palace of Councils in Moscow, 1931, the 2d round of the competition.

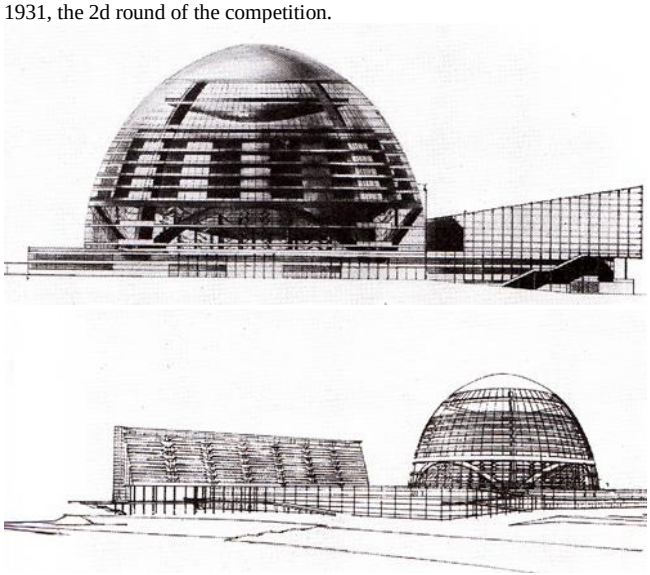


Fig. 4: The project of M. Ginzburg, S. Lisogor, G. Gassenpflug. The Palace of Councils in Moscow, 1932. The 3d round of the competition.

The 20th century in Europe was marked with construction of municipalities that served as places for elections, examinations, vaccination, disasters assistance as well as for entertainment events. These buildings already had an advanced administrative and office part. English speaking people in some regions use the term Town hall as well as City Hall to name municipalities. Probably the most significant object of that period is Toronto City Hall, Canada, 1965 (Figure 5). It is one of the first completed projects of multifunctional municipalities. The building is located on the platform that has accumulative function and serves as a recreation zone for the city dwellers.

In Ukraine houses of councils and local authorities' executive committees with a cellular offices system, a session room and a private canteen were constructed at that time. The citizens didn't have free access to the buildings. Thereby the type of monofunctional administrative local self-government building appeared.



Fig. 5: City Hall in Toronto, Canada, 1965 (Arch. Viljo Revell).

The New City Hall is on the left, the Old one is on the right.

In foreign countries, the end of the 20th century determined the tendency in big cities to concentrate administrative buildings and service enterprises through integration of functional, space, organizational and technological structures into specific urban establishments – public administrative complexes.

The buildings became more open for cities dwellers. They got the name City Hall that reflects the historical origin of a big hall that since the 19th century had served not only for meetings, but for some civil occasions like celebrations and entertainments too. The necessity to build modern type City-Halls is justified with a big number of project competitions that are carrying out now.

Thus, historically, there are two types of local self-government buildings – mono-functional and multi-functional. The evolution of building typology shows the influence of political factors on their development and the quantity of public functions integrated into them. Finally, they are formed by two opposite political systems – authoritarian and democratic. The authoritarian system has a ruling group that controls the society. It oppresses the society and destroys any ideas that threaten its power. Neither an individual or a group are allowed to create their own communication systems. The authoritarian regime allows the only possible view of the world with the only possible invariable values set imposed to majority by minority. When the authoritarian regime comes, administrative buildings become more closed, mono-functional and monumental. A decentralized democratic regime is still not a fully realized ideal. This system maximizes individual participation and allows independent groups to influence decisions and create their own communication systems. Administrative buildings become open, "transparent" and ensure a dialogue between the authorities and the society. Democratization processes in Europe, liberal democrats coming to power in most of the countries have influenced City Halls transformation into new type of buildings. Foreign experience analysis shows local self-government buildings design concept change, that now determines peculiarities of their architectural and design organization.

2.3. Features of architectural and planning organization of City Halls

Urban planning features of City Halls placement in the city structure are determined by their attraction to the city centers, their location in the system of city centers of all hierarchical levels. The functional structure of the City Hall buildings is characterized by multi-functionality. The main difference between City Halls and the buildings of the Soviet period is the cooperation of various institutions of cultural and consumer services with the institutions of power and social services. The functional and planning structure of the buildings is formed of five main zones, which are the basis for all types of premises of management offices; premises of cultural and consumer (cultural centers) and social services (centers of public services); communication spaces; technological, utility and office space. All zones remain functional relationship, regardless of the parameters of the building.

The group of premises of the city administration offices is quite typical for the studied objects and necessarily includes a meeting

room. The variety of types of City Hall buildings is formed by a variety of groups of premises of cultural and consumer services, the minimum composition of service facilities to the developed multicultural center.

The analysis of existing buildings and competitive projects of City Halls allowed to reveal features of space-planning structure of buildings:

- The obligatory presence of a large hall for meetings of citizens, historically in Western Europe. The presence of such a hall gave the name to the building;
- Plan with spaces that flow both horizontally and vertically in the building;
- Abandonment of the office-cell planning system, if necessary, spaces are distributed with the help of equipment and furniture;
- The presence of internal communication space either in the form of an atrium or in the form of a linear space of the inner street.

Modern democratic society requires transparency in the relations between civil society and the government. This task became the main reference point for creation of an architectural image of buildings of City Hall. Transparency and democracy of the government is expressed by architectural and planning methods of building formation, among which the main ones are highlighted: openness and "transparency" of the building structure for the city and residents, connection with the city square, scale and friendliness of the facades.

The openness of the structure of the buildings is achieved by its visual transparency: "destroyed" external and internal boundaries with the help of glass external and internal walls of buildings, and sometimes of the roof (City Hall in Buenos Aires). The transparency of the interior spaces provides a free plan, the atriums combine the interior spaces of the building vertically.

The openness of the building structure is also achieved by its "fullness" of people. The main content of the City Hall is the public space, which is reflected in the architectural and planning solution and composition of the building.

Sociability of the building is ensured by the presence of public spaces both in the middle of the building and outside - on the adjacent area. The urban community needs a forum, a physical one, not a virtual one, where people can gather, communicate, discuss events and make a protest. Most of the considered examples of City Halls have spacious areas in front of houses, and in case of impossibility of their organization, public spaces are transferred to the middle of the building and its own internal system of pedestrian connections is formed (for example City Hall in Bagnolet, France, 2014).

In addition to the individual characteristics of public spaces, the structure and artistic image of the building is influenced by:

- variety of types and volumes of public events held in the building;

attendance associated with the size of the city, the number of residents, urban features of the location;

- environmental factors - socially-cultural, regional, natural and climatic;
- individuality of volume-spatial composition and functional-planning structure of the building;
- features of architectural formation (new construction, adaptation of buildings and structures or city-forming space).

There are no preferences for a particular architectural style in the design of buildings, but modern styles and trends are used. The composition of City Hall buildings is characterized by the lack of symmetry, the scale of the person, the chamber and the individuality of the image.

Among the current trends in the formation of City Hall buildings the active use of energy-efficient technologies should also be noted.

For example, the London City Hall rises to a height of 45 meters and has an internal area of 18 thousand m^2. Here are situated the mayor's office and offices for 25 members of the London Assembly. There are working places for 500 officials, meeting rooms, rooms for receptions and exhibitions inside there. London City Hall is mostly famous for its gallery, which surrounds the whole building, and its unusual shape. Climbing the spiral staircase of the 1.5 kilometre gallery with transparent railings, you can see the jobs of London officials. The upper part of the building is occupied by the "London living room" - a platform for exhibitions and meetings. Many large windows, as well as transparent and translucent internal walls make the premises of the City Hall of London very bright. The slogan of this building was transparency and accessibility of democratic processes. The concept of "transparency" of power through the transparency of glass walls is materialized.

The original shape of the building was caused by the desire to reduce its surface and the need for energy. Due to the special design of the facade and autonomous solar panels, the City Hall is without air conditioning. Using innovative technologies and materials, the builders were able to build a building that consumes 25% less electricity than standard office buildings of the same volume (Figure 6).



Fig. 6: City Hall in London, Great Britain, 2002 (Foster+ Partners). Main facade and spiral gallery. Place in front of the building always field with people.

The largest number of functions is operated by the City Hall in Nieuwegein, which includes offices of the city administration, the center of public services, a library, a cafe with a restaurant, a multicultural center and commercial space for rent.

All these functions are combined around a large atrium, and the building is actually intended for the daily use of residents, promoting social interaction of residents and authorities, as well as residents among themselves (Figure 7). Architects note the main idea of the project: Transparency and communication at eye level in the encounter between citizen and authority were the core of our design. The goal was to create a building that was welcoming, rather than authoritarian, in its expression, and would be public to the highest extent possible [13].

The building has two facades, the combination of which achieves prevention of over-heating and secures generous views and daylight intake. The building is open, with visual contact between floors and across the atrium space, including the central staircase. The inner is a traditional facade of concrete and glass, while the exterior facade of glass patterned silkscreen almost folds around the building, but without covering it completely. This avoids di-

rect sunlight in work station areas, while spaces like the lobby and restaurant receive maximum natural daylight and unobstructed views over the city. The glass' geometric patterns in blue and grey give the facade a three-dimensional expression and reflect the diversity of both the building and Nieuwegein [13].

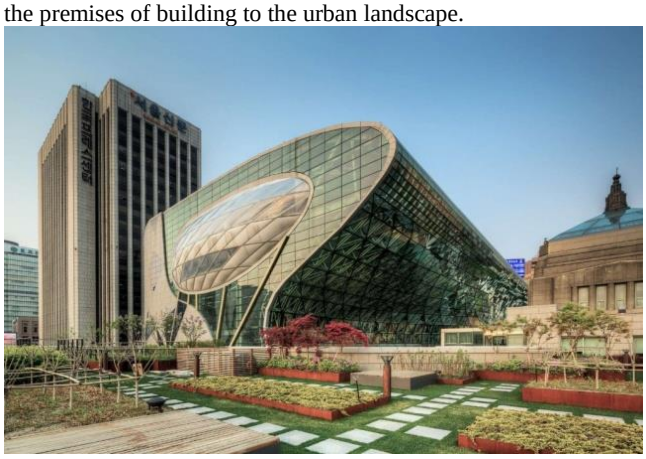
The new building of the City Hall in Seoul in a unique futuristic design was built by specialists of the design Bureau iArc Architects.



Fig. 7: City Hall in Nieuwegein, the Netherlands, 2011 (3XN). Main facade and central atrium.

The City Hall contains administrative offices, a library, a cultural center, a spacious concert hall and winter gardens (Figure 8). The interior walls of the building are covered with living plants. Green spaces form a special ecosystem of the City Hall, which is completely built of environmental materials. In addition, inside the building there is a natural ventilation system and no air conditioning system. For visitors to the City Hall are placed sofas for rest and have access to the Internet. The City Hall is open to visitors and tourists. An interesting composition is located on the street, on the alley that leads to the City Hall. This pipe, symbolizing the urban economy and the human ear. It symbolizes that officials are ready to hear people and their problems and solve them.

The glass walls of the City Hall provide a visual connection from the premises of building to the urban landscape.



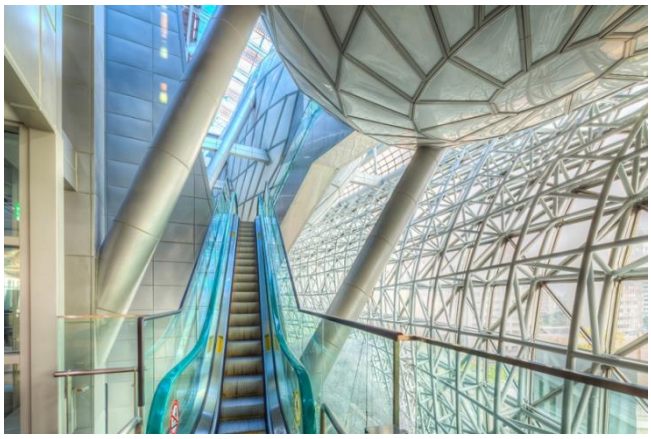


Fig. 8: City Hall in Seoul, Korea, 2013 (iArc Architects). Main facade and atrium.

2.4. Principles of architectural shaping of City Hall buildings

The conducted research allowed to propose the principles of architectural and planning organization of local self-government building: the principle of polyfunctionality, publicity, empathy of architectural image and spaces.

The principle of polyfunctionality reflects the modern view that the publicity and sociality of spaces involves a functional mix: Hyper public - hyper mixed. At the urban level, the principle is implemented by a set of various functional zones on the square in front of ibuilding; in the balance of the territory, open spaces are dominated, in which public spaces are formed. At the object level: combined premises and functional zones of 2 types of buildings (administrative and cultural center), and the functional structure of the building differs great variety. At the interior level, the principle is realized through: the versatility in the use of most of the premises (exhibition hall, auditorium, lobby, space of social communication, universal halls), the presence of a large number of spaces for free unregulated social communication, universal design, which ensures the reach of the premises for all layers of the population.

In the sense of analyzed social theories, publicity is considered by the authors of this study as democratic power, openness of politics, communication with the people and as social - the ability to social interaction, which is realized through the contacts of people. The principle of publicity ensures this by organizing public space from the outside and inside the building. At the urban level, it is realized through the connection of the building with the existing urban structure, the transport and pedestrian reach of the object, its loca-

tion in the public centers of the cities. At the object level, the principle is ensured by the introduction of functions of cultural and domestic services in the building, the organization of internal public space, simplification of orientation in the building, the presence of a large number of solar lighting of premises. The communication between the authorities and the population "at the level of the eyes" is provided by the abandonment of the cabinet system and free planning. At the interior level, the principle is ensured by the absence of high barriers, sufficient furniture and recreation and communication zones.

The principle of empathy of the image and the spaces of the building ensures the benevolence of its image, the harmonious inclusion of the building in the surrounding urban landscape, the vitality, vitality of the image, the representation of the building of prosperity and prosperity of the entire city community. At the town-planning level, the building should provide identification of the "place", the city and the territorial community by creating a unique image. At the object level, the scale of the building and internal spaces of the person is ensured, modern energy-efficient technologies are used, respect for nature, and the use of nature-integrated buildings (for example City Administration building in Viborg, Denmark, 2011) (Figure 9). At the interior level, the principle includes the creation of an accessible inclusive environment, a comfortable microclimate, the use of natural elements, "living walls", the organization of winter gardens, simplification of orientation in the interior space of the building.



Fig. 9: City Hall in Viborg, Denmark, 2011 (Henning Larsen) is harmoniously integrated into the natural landscape, with its exploited green roofs and tactile interaction with the surface of the earth. General view of the building and interior of the atrium.

3. Conclusions

The research solves the set goal, which consisted in identifying current trends in the architectural and planning organization of local government buildings.

The main tendencies in the design of administrative buildings of local self-government are found: the transformation of representative structures of power into objects of cultural and domestic services, the formation of public spaces on their basis and the desire to express the publicity of buildings by architectural and design means, and the use of energy-efficient technologies.

On the basis of the analysis of the historical patterns of formation, the emergence of a new type of polyfunctional buildings – City Halls, which is associated with its typology with administrative buildings of power and cultural centers. It is determined that modern City Halls combines signs and co-operate with the functions of these types of buildings, and the diversity of their typologies depends on the number of functional blocks of the cultural center and their volumes. The main function of the structures is the production of various forms of publicity and models of communicative practices, the main objectives - the formation of the unity of the territorial community and power, increasing the social community of the local community.

The principles of architectural and planning organization of local self-government buildings are formulated: the principle of polyfunctionality, publicity, empathy of architectural image and spaces, which are the scientific basis of the approach to the formation of the architectural environment of this type of objects. Each of the principles is considered in the aspect of three main groups of techniques (at various scale levels) - urban, object and interior.

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