

ICOMOS

INTERNATIONAL COUNCIL ON MONUMENTS AND SITES
CONSEIL INTERNATIONAL DES MONUMENTS ET DES SITES
CONSEJO INTERNACIONAL DE MONUMENTOS Y SITIOS
МЕЖДУНАРОДНЫЙ СОВЕТ ПО ВОПРОСАМ ПАМЯТНИКОВ И ДОСТОПРИМЕЧАТЕЛЬНЫХ МЕСТ

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Charenton-le-Pont, 12 October 2021

H.E. Ms Jolanta Balčiūnienė
Ambassador, Permanent Delegate
Permanent Delegation of Lithuania to UNESCO
Maison de l'UNESCO
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75732 PARIS Cedex 15

World Heritage List 2022 – Additional Information Modernist Kaunas: Architecture of Optimism, 1919-1939 (Lithuania)

Dear Ambassador,

ICOMOS is currently assessing the nomination of “Modernist Kaunas: Architecture of Optimism, 1919-1939” as a World Heritage site and an ICOMOS evaluation mission has visited the property to consider matters related to protection, management and conservation, as well as issues related to integrity and authenticity.

In order to help with our overall evaluation process, we would be grateful to receive further information to augment what has already been submitted in the nomination dossier.

Therefore, we would be pleased if the State Party could consider the following points and kindly provide additional information:

Attributes of the proposed Outstanding Universal Value

Attributes conveying the proposed Outstanding Universal Value of the nominated property are divided into three categories:

1. Evolutionary modernisation of the urban plan
2. Optimistic construction of the capital city
3. Kaunas Modernism: Plurality of Modern Architecture

Optimistic construction

The notion of ‘optimism’ is considered a key aspect of Modernist Kaunas, as stated on page 262 of the nomination dossier: “The most significant attributes of the city’s resulting urban form and associated architecture are defined by the inherent optimism. . .”, and on page 263: “urban transformation demonstrates a flash of optimism. . .” ICOMOS would be pleased if the State Party could elaborate more on the notion of ‘optimism’ as a concept and a process that marked the historic urban landscape of Kaunas.

Kaunas Modernism

Kaunas Modernism of 1919-1939 is described in the nomination dossier as expanding “the concept of Modernism beyond the International Style by revealing a more diverse, complex fabric of numerous, often divergent, cultural, social, political, and artistic trends. Kaunas Modernism is an exceptional example of rethinking architecture as a process of social, political, and cultural modernisation in the 20th century” (pp. 262-263). ICOMOS notes that the exceptionality of Kaunas Modernism is explained mostly through the plurality of styles, including local interpretation of International Modernism. However, it is not clear how Kaunas Modernism differed from other modernisms, especially from those experienced in East Central Europe. ICOMOS wishes to better understand how Kaunas Modernism could be seen as outstanding within this conceptual framework. ICOMOS would therefore be pleased if the State Party could explain what was

exceptional about Kaunas local interpretations of modernism, indicating what new elements or ideas were standing out.

Justification of criterion (ii)

The justification of this criterion is based on the argument that “Kaunas made a great impact on the modernisation of other Lithuanian towns. . . At the national level, Kaunas has become an example for other Lithuanian cities to modernise” (p. 268) and “must be recognised as contributing ingeniously to the modernist expressions constructed in the East Central Europe” (p. 273). In the comparative analysis, however, no details have been provided that would substantiate the above statements.

ICOMOS would therefore appreciate if the State Party could explain in more details the specific contribution of Kaunas to modernism, or significant influences the city had on other cities in Lithuania and East Central Europe in general.

Boundaries and buffer zone

ICOMOS would be pleased if further clarification could be provided regarding the rationale used to delineate the boundaries of the nominated property and the buffer zone. The need for clarification is based on the following information provided in the nomination dossier:

- Out of the 6000 buildings from the interwar era that are preserved in the entire city of Kaunas, 1500 are within the boundaries of the nominated property – the greatest concentration of significant modernist structures in the city – while some others are located within the buffer zone, to strengthen the character of the nominated property. It is not clear what criteria were taken into consideration to evaluate the ‘significance’ of modernist structures and include them within the nominated property or the buffer zone. Were all the remaining 4500 structures of the era included in the buffer zone? If not, on what grounds were some excluded?
- The ring of fortifications dating from the 19th century, the defensive mounds, the military garrisons and, in particular, the network of military roads “had a considerable effect on the specific direction of subsequent city development and changes made to the street grid in the 20th century” (p. 241 of the nomination dossier). The new plan of the city developed from 1937 by Kovalskis also considered the fortifications (pp. 249-250 and map 445, p.251 in the nomination dossier). Since the integration and modernisation of the 19th century urban heritage are considered by the State Party as an attribute of the nominated property, ICOMOS would be pleased if further information could be provided on the extent to which the plans established by Frandsen and/or Kovalskis have been considered in delineating the boundaries of the nominated property?

ICOMOS would appreciate if the State Party could explain how the buffer zone will give an added layer of protection to the nominated property as prescribed by paragraph 104 of the *Operational Guidelines*. ICOMOS notes that no buffer zone has been established on the southeast side of the nominated property, and would be pleased to understand the reason behind this choice.

Protection

Annex 1 to the nomination dossier presents a list of State protected or listed buildings and monuments within the nominated property. ICOMOS notes that some structures, such as wooden houses in the Garden City Area, are not currently protected and some of them are in a poor state of conservation. ICOMOS would appreciate if the State Party could provide information on the measures envisaged to ensure their protection and conservation.

Management

ICOMOS notes the issue of financial resources for maintenance and renovation of private houses situated within the nominated property. Lack of funds is stipulated in the nomination dossier as a reason why private

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Secretariat of the Lithuanian National Commission for UNESCO
Kaunas City Municipality Administration, Division of Cultural Heritage
UNESCO World Heritage Centre

STATE PARTY'S ADDITIONAL INFORMATION TO THE NOMINATION
 "MODERNIST KAUNAS: ARCHITECTURE OF OPTIMISM, 1919-1939" IN RESPONSE
 TO THE POINTS RAISED BY ICOMOS IN ITS LETTER OF OCTOBER 12, 2021

World Heritage List 2022 – Additional Information
Modernist Kaunas: Architecture of Optimism, 1919-1939 (Lithuania)

1. Attributes of the proposed Outstanding Universal Value

Additional Information request by ICOMOS:

Attributes conveying the proposed Outstanding Universal Value of the nominated property are divided into three categories:

1. Evolutionary modernisation of the urban plan
2. Optimistic construction of the capital city
3. Kaunas Modernism: Plurality of Modern Architecture

Optimistic construction

The notion of 'optimism' is considered a key aspect of Modernist Kaunas, as stated on page 262 of the nomination dossier: "The most significant attributes of the city's resulting urban form and associated architecture are defined by the inherent optimism. . .", and on page 263: "urban transformation demonstrates a flash of optimism. . .". ICOMOS would be pleased if the State Party could elaborate more on the notion of 'optimism' as a concept and a process that marked the historic urban landscape of Kaunas.

Kaunas Modernism

Kaunas Modernism of 1919-1939 is described in the nomination dossier as expanding "the concept of Modernism beyond the International Style by revealing a more diverse, complex fabric of numerous, often divergent, cultural, social, political, and artistic trends. Kaunas Modernism is an exceptional example of rethinking architecture as a process of social, political, and cultural modernisation in the 20th century" (pp. 262-263). ICOMOS notes that the exceptionality of Kaunas Modernism is explained mostly through the plurality of styles, including local interpretation of International Modernism. However, it is not clear how Kaunas Modernism differed from other modernisms, especially from those experienced in East Central Europe. ICOMOS wishes to better understand how Kaunas Modernism could be seen as outstanding within this conceptual framework. ICOMOS would therefore be pleased if the State Party could explain what was exceptional about Kaunas local interpretations of modernism, indicating what new elements or ideas were standing out.

Additional Information provided by the State Party:

State Party explains that attributes conveying the proposed Outstanding Universal Value of the nominated property are divided into three categories:

1. Evolutionary modernisation of the urban plan
2. Optimistic construction of the capital city
3. Kaunas Modernism: Plurality of Modern Architecture

These three categories are groups of values into which the underlying attributes - urban structure, buildings and landscape (see table 4.1 on p. 290) - are grouped.

Optimistic construction

As a concept and as a process, optimistic architecture seeks to express its purpose in every aspect of the design – one that promotes new ways of life, technological innovations, and a

belief in a better way of living, working and pursuing leisure. In this conceptual framework optimism embodies the urban modernization that occurred at an unprecedented pace and created a significant cultural and architectural legacy and is used in this nomination in the context of the post-World War I reconstruction of Europe and the prevailing belief globally in a long-term peaceful future, the opportunity to build new societies and states, to design new cities and towns based on rational planning, and to construct new buildings based on modernist principles of efficiency, order, hygiene and function. In Kaunas this was particularly marked because of the city's function as a provisional capital, which carries important optimistic connotations.

Modernization of the urban environment of central Kaunas, inspired by the city's unique status of provisional capital in 1919-1939, was fuelled by civic, municipal and governmental initiatives. Kaunas experienced a sevenfold increase of the city area, new master plans (1923 and 1937), urban zoning, industrial infrastructure and technological innovations such as the new network of road and railways, new systems of waterworks and sewage, and a construction boom in a comparatively short period and within a compact territory. Over 12,000 construction permits for new residential areas, new administrative buildings, new social infrastructure, recreational and sports areas were submitted between the wars. This rapid transformation resulted in a new modernist urban landscape, which was never achieved before or after those two decades (1919-1939).

The concept of optimism in this nomination is also related to a current process of the modernist heritage movement, which in turn highlights and reinforces the authenticity of this particular attribute. This sense of optimism has been retained through its reinterpretation and re-imagination over time. Listing and preservation of the buildings that were constructed in 1919-1939 has started already in 1972. Currently there is an increase in listing, recognising, preserving, restoring, visiting, exhibiting, and celebrating the modernist heritage of Kaunas (see p. 331-333).

Kaunas Modernism

Kaunas Modernism is primarily seen as important in exemplifying the pluralism of modernist architecture throughout Europe and especially outside Western Europe, which is only being acknowledged comparatively recently. Its significance in the global context is based on the concentration of modernist architectural buildings (1,500) within the nominated area, and authenticity and integrity of the modernist urban landscape. Kaunas Modernism demonstrates the mix of modernist and more traditional elements of architecture through the appropriation and interpretation of international modernist ideas in a local context. Corner windows, curved volumes, geometric decoration of the facade, which has replaced the historical decor, are all obvious elements of the international architectural language of the 1930s. At the same time, however, the traditional symmetry, the regularity of the volume, the monumentality of the facades, which were expressed in massive balconies, portals, and the solid granite plaster, were not abandoned. Facade-enriching details were not a direct simplification of historical elements, but based on new forms. All this was manifested in their composition and tectonic structure, and the material surviving attributes: small scale of low-rise buildings (2-5 storeys); compact volumes; local materials (brick and wood; wooden modernism); pitched roofs (tile or tin) and high parapets; plastered walls; coloured facades; ornamentation; difference between the representative main facade and the utilitarian back facade that embraced the interplay of the modern and the traditional.

By its very nature and specificity within its local context, Kaunas Modernism differed from other modernisms, because it became a site of architectural experimentation, where influences of Italian Rationalism, German Functionalism, Bauhaus School, Russian Academicism and Constructivism, and other popular styles and trends like Art Deco or neo-baroque were interpreted by local architects trained at a variety of European architectural schools (see p. 56-57). Compared to many other modernist cities of East Central Europe (and beyond), Kaunas presents a much broader range of architectural language, where architectural uniformity was an important attribute (e.g. Brno, Gdynia, Berlin, Warsaw, Tel Aviv; see Comparative analysis, pp. 267-284).

Kaunas Modernism is an outstanding example that exemplifies the inherent plurality of modernism from the outset, which was not acknowledged at the time and certainly not promoted by modernist commentators and protagonists, but is much more widely recognised by historians, scholars and heritage professionals today. Kaunas therefore makes a very important and valuable contribution to our collective understanding of modernism's true variety and complexity, whether viewed nationally, regionally, continentally or globally.

2. Justification of criterion (ii)

Additional Information request by ICOMOS:

The justification of this criterion is based on the argument that “Kaunas made a great impact on the modernisation of other Lithuanian towns. . . At the national level, Kaunas has become an example for other Lithuanian cities to modernise” (p. 268) and “must be recognised as contributing ingeniously to the modernist expressions constructed in East Central Europe” (p. 273). In the comparative analysis, however, no details have been provided that would substantiate the above statements. ICOMOS would therefore appreciate it if the State Party could explain in more detail the specific contribution of Kaunas to modernism, or significant influences the city had on other cities in Lithuania and East Central Europe in general.

Additional Information provided by the State Party

Specific contribution or significant influences of Kaunas on other cities in Lithuania

The influence of Kaunas on the modernization of other Lithuanian cities in the period between 1919-1939 was paramount because from early 1919 to October 1939, Kaunas served as Lithuania's provisional capital and its principal city. In 1932 among the ten largest cities in Lithuania, Kaunas significantly surpassed the others in terms of size, population (155,000 in 1939), scale of new construction (12,000 construction permits) and concentration of modern buildings. In Kaunas, the first master plan of the city was prepared (1923); the construction of sewerage (1924) and water supply (1927) system was started; modernization of public transport and paving of streets was introduced; and zones of brick construction were designated that were soon adopted by other cities. The Garden City principles implemented in Žaliakalnis became a favourite model for the expansion of smaller towns, adding a Garden City district in Alytus, or planning Šventoji, a new port town on the Baltic Sea (1936).

As a primary city of Lithuania where modern ideas were generated and implemented at the Lithuanian University (Vytautas Magnus University from 1930) and the Lithuanian Society of Engineers (LIS), Kaunas made a great impact on the modernization of other Lithuanian towns through training and dissemination of architects and chief engineers of regions and cities, and through the activities of the professional community and the professional press, which disseminated new architectural ideas and innovations. Architectural ideas spread not only through intellectual influence but also through administrative resources. The institution of the

Chief Construction Inspector in Kaunas formed the dominant concept of architectural quality by approving projects or instructing them to be repaired. In this way, Kaunas has established a benchmark for the quality of new architecture throughout Lithuania.

Kaunas modernism has also had an impact on Lithuanian cities through investment in government buildings designed in central ministries in Kaunas (e.g. Bank of Lithuania; Chamber of Agriculture; Ministry of Construction and Roads). Architects who developed their practice in Kaunas were undertaking projects for schools, hospitals, post offices and other governmental and private buildings throughout Lithuania. The buildings designed by Vytautas Landsbergis Žemkalis, Stasys Kudokas, Karolis Reisonas, Vladislavas Kopylovas, Klaudijus Duž-Dušauskas, Bronius Elsbergas and many other architects changed the concept of architectural modernity not only in the larger cities such as Šiauliai, Panevėžys, Marijampolė or Ukmergė, but also in smaller towns such as Raseiniai, Telšiai, Zarasai, Kybartai, Kupiškis, and Šakiai. Therefore, Kaunas was indisputably central to the dissemination of modern ideas and practical initiatives across Lithuania.

Significant influences of Kaunas on other cities in East Central Europe

Answering the question about specific contribution or significant influences of Kaunas on other cities in East Central Europe in general, the State Party explains that Modernist Kaunas is a place that today best represents the urban transformation of interwar East Central Europe due to its authenticity, integrity, and concentration of modernist buildings. In the interwar period, Kaunas was a place where the ideas of European modernism were absorbed, reinterpreted and put into practice. Therefore, Modernist Kaunas represents a best preserved characteristic example of urban development of the interwar period in the region where cities developed as new capitals of new states implementing new urban planning principles. For example, upon his return to Denmark, the urban planner Marius Fradsen published a brochure about modern urban planning “Betragtninger over Byplansproblemet. En Byplan til Kovno” in Danish in 1924, based on his experience in Kaunas.

Modernist Kaunas is an outstanding example because of its provisional and contingent nature, compared with the ambition and permanence of other new East Central European capitals. The status of provisional capital inspired the evolutionary modernisation process of Kaunas where new buildings surpassed the old ones and began to dominate the city, thus creating a new layer of the city encoding the urban and architectural continuity even into the times after World War II, when the city was no longer the capital. The State Party is ready to carry out additional comparative analysis to support justification of this criterion.

3. Boundaries and buffer zone

Additional Information request by ICOMOS:

ICOMOS would be pleased if further clarification could be provided regarding the rationale used to delineate the boundaries of the nominated property and the buffer zone. The need for clarification is based on the following information provided in the nomination dossier:

- **Out of the 6,000 buildings from the interwar era that are preserved in the entire city of Kaunas, 1,500 are within the boundaries of the nominated property – the greatest concentration of significant modernist structures in the city – while some others are located within the buffer zone, to strengthen the character of the nominated property. It is not clear what criteria were taken into consideration to evaluate the ‘significance’ of modernist structures and include them within the nominated property or the buffer zone. Were all the remaining 4,500 structures of the era included in the buffer zone? If not, on**

what grounds were some excluded?

- The ring of fortifications dating from the 19th century, the defensive mounds, the military garrisons and, in particular, the network of military roads “had a considerable effect on the specific direction of subsequent city development and changes made to the street grid in the 20th century” (p. 241 of the nomination dossier). The new plan of the city developed from 1937 by Kovalskis also considered the fortifications (pp. 249-250 and map 445, p.251 in the nomination dossier). Since the integration and modernisation of the 19th century urban heritage are considered by the State Party as an attribute of the nominated property, ICOMOS would be pleased if further information could be provided on the extent to which the plans established by Frandsen and/or Kovalskis have been considered in delineating the boundaries of the nominated property?

ICOMOS would appreciate it if the State Party could explain how the buffer zone will give an added layer of protection to the nominated property as prescribed by paragraph 104 of the Operational Guidelines. ICOMOS notes that no buffer zone has been established on the southeast side of the nominated property, and would be pleased to understand the reason behind this choice.

Additional Information provided by the State Party:

The rationale behind the boundary delineation of the nominated property is the incorporation of the urban layout that had evolved through several stages of urban planning with representation of its urban fabric and structures up to the outbreak of the Second World War. The nominated property comprises two areas: Naujamiestis and Žaliakalnis. Naujamiestis (New Town), a generous grid planned in 1847, was attached to the eastern edge of the Old Town and extends eastwards along the valley of the Nemunas River. In the area of Naujamiestis, the 19th century grid network of streets and urban structure was adapted and reused for a new modernist cityscape. The main administrative complexes of Kaunas Fortress buildings in the central part of Naujamiestis, such as the Kaunas Fortress Command Building Complex (unique code No. 27045), Kaunas Fortress Administrative Building Complex (unique code No. 31614), and the Military Garrison Orthodox Church (listed as St. Archangel Michael Garrison Church (unique code No. 20904)), were adapted to the needs of the new capital (see map 16 on p. 38 and map 17 on p. 39). Naujamiestis was modernised and intensively developed in 1919–1939. The new modernist buildings constructed in 1919-1939 were integrated into the existing urban structure, complementing it and creating the necessary infrastructure and modern cityscape for the capital. The Church of the Resurrection, built on the upper terrace of the slope in 1932-1940, became an urban landmark of the interwar period.

Encircling Naujamiestis to the north and east is Žaliakalnis (Green Hill) – a distinctive natural plateau rising to an average of 35–40 metres. Žaliakalnis was developed as a Garden City residential suburb in 1919–1939 according to a 1923 master plan of Kaunas. Žaliakalnis area is an excellent example of the new quality of urban planning and the creation of a living environment in terms of urban adaptation and natural integration. Although the development of the territory was planned here in the 19th century, it was not implemented because the infrastructure of Kaunas Fortress, as well as the Vytautas Amusement Park, which was established before the construction of the Fortress, were located here. New residential areas in Žaliakalnis were established by harmoniously adapting the structure of the fortress's roads and spaces, developing an advanced urban planning model at that time. Other buildings of the Fortress were adapted for new needs, e.g. warehouse - for the water supply station (listed as Kaunas Žaliakalnis Waterworks Buildings Complex, unique code No. 28279)), the radio station retained its function (listed as Building of the first Lithuanian radio station, unique code No. 42710)), the function of Vytautas Park (listed as Vytautas Park Complex, unique code No.

33823)) as a recreational public space was preserved, and Kaunas Ažuolynas - a natural oak forest - was adapted for recreation by installing a park and sports facilities there (see map 16 on p. 38 and map 17 on p. 39). The Frandsen plan was the basis for detailed site investigations and the delineation of protected areas and the buffer zone in Žaliakalnis.

Thus, the nominated area exemplifies the city's modernisation during the interwar period. The State Party considers that the boundaries of the nominated property are adequate to represent all the attributes. The added map explains the rationale behind the boundary delineation of the nominated property (see the attached map). The nominated property comprises previously defined boundaries of several important sites and properties that are legally protected as cultural heritage sites and properties by Lithuanian law (see table 5.1 on p. 312 and the attached map). These protected sites and properties were identified by experts after detailed research, taking into account the surviving urban structure, values of architectural properties and conservation objectives. Identification of each protected site and property and their attributes was carried out through historical, urban and architectural research. The boundaries of the sites and properties have been approved by the Councils of Independent Experts for the Evaluation of the Cultural Heritage, which are composed of experts in various fields (archaeologists, historians, architects, urban planners, art historians, and conservation specialists). Such a composition of the already protected areas ensures and strengthens the sustainable heritage preservation of the nominated property.

Naujamiestis area in the nominated area comprises the protected site of Naujamiestis, a Historic District of Kaunas, area: 2,266,991 m², visual protection zone: 1,716,600 m², protected as a historic urban site (listed on the National Register of the Cultural Heritage in 1999; unique code No. 22149) and the protected property of Christ's Resurrection Church, area: 11,700.00 m², protected as a landmark building (listed on the National Register of the Cultural Heritage in 1993; unique code No. 16005). Visual protection subzone for Christ's Resurrection Church was established in 2021. The Naujamiestis area in the Nomination Dossier was divided into three zones (1.1, 1.2, 1.3; see the attached map) according to the functional purpose of the territories, historical development and the characteristic type of construction - morphotype, which perfectly illustrates the historical stages of development and architecture of buildings (see p. 66-165 of the Nomination Dossier).

Žaliakalnis area in the nominated property comprises the following protected sites: Žaliakalnis, a Historic District of Kaunas, area: 609,198 m², visual protection zone: 185,306 m², protected as a historic urban site (listed on the National Register of the Cultural Heritage in 1995, unique code No. 22148); Žaliakalnis 1, a Historic District of Kaunas, area: 799,160 m², protected as a historic urban site (Listed on the National Register of the Cultural Heritage in 2007, unique code No. 31280); Kaunas Ažuolynas Park Complex, area: 846,682 m², protected as a historic cultural, landscape site (Listed on the National Register of the Cultural Heritage in 2006, unique code No. 44581); Kaunas Ažuolynas Sports Complex, area: 128,696 m², protected as a historic cultural site (Listed on the National Register of the Cultural Heritage in 2007, unique code No. 31618); The Research Laboratory Complex, area: 20,955 m², protected as a historic cultural site (Listed on the National Register of the Cultural Heritage in 2004, unique code No. 28567). The Žaliakalnis area in the Nomination Dossier was divided into five zones (2.1, 2.2, 2.3, 2.4, 2.5, see the attached map 1) according to the functional purpose of the territories, historical development and characteristic type of construction, which perfectly illustrate the historical stages of development and building architecture (see p. 168-237 of the Nomination Dossier).

- Out of the 6,000 buildings from the interwar era that are preserved in the entire city of Kaunas, 1,500 are within the boundaries of the nominated property – the greatest concentration of significant modernist structures in the city – while some others are located within the buffer zone, to strengthen the character of the nominated property. The criteria behind this selection were the integrity of the urban environment (concentration of valuable buildings and sites) and authenticity of the buildings and sites. The remaining 4,500 buildings are dispersed in the buffer zone and across the entire city of Kaunas. It should be noted that the number of 6,000 buildings was accounted for by the formal criteria of construction date of the buildings. Yet, not all 6,000 buildings are preserved in their original shape, material and volume. On these grounds the largest concentration of authentic buildings constructed in 1919-1939 in Naujamiestis and Žaliakalnis within the boundaries of the nominated area and the buffer zone were seen as adequate to represent the attributes of the nomination. The most valuable modernist properties from the period 1919-1939 that are not located in the nominated property or its buffer zone are protected as single monuments and sites.

- The buffer zone extends approximately 3.4 km from north to south and 5.4 km from east to west, covering a total area of 407.4 ha. Total area covers 859 ha. Delineation of the buffer zone was based on several methods. The basic buffer zone was delineated following the visual protection subzones of the already protected sites and properties that constitute the nominated area. The second method was based on the incorporation into Buffer zone of the adjacent protected sites and properties: on the west side the Buffer zone covers the territory of a protected cultural heritage site of national significance: the Kaunas Historic Centre – Kaunas Oldtown (National Register of Cultural Heritage No. 20171); on the east side, the buffer zone encompasses the area of the Kaunas University of Technology Campus (National Register of Cultural Heritage No. 33502), and Kaunas Žaliakalnis Old Jewish Cemetery Complex (National Register of Cultural Heritage No. 11394).

After examining that some areas have an insufficient visual protection, it was suggested to add additional areas as a buffer zone to preserve the visual identity around the Christ's Resurrection Church (see zone B in the attached map) and the green area adjacent to Ažuolynas Park Complex (see zone A in the attached map). Zone A covers a territory of the Lithuanian Zoo, est. 1938, located in the valley of the Girstupis stream, is a natural extension of the Ažuolynas Park and Mickevičius Valley. There are no plans to change the use and nature of this green area. The Lithuanian Zoo is a member of the European Association of Zoos and Aquaria (EAZA). Reconstruction works of the pavilions are currently being carried out in the area, adapting the zoo's infrastructure to the requirements of EAZA. Zone B is close to and characteristically complements the zones 1.2. and 2.2. of the nominated property due to its urban fabric, function, and architecture. It comprises a concentration of modernist buildings; seven are listed on the National Cultural Heritage Register. The other modernist buildings are currently being inventoried, and their listing on the Register would be considered.

No buffer zone is designated on the south-east side because of distinctive natural and urban features which set a clear natural and historic boundary: a deep valley with transportation (motor and railway) infrastructure and steep green slopes. No negative factors affecting the attributes of the nominated property were indicated there, due to restrictions set in the General Plan of Kaunas City Municipality for building on such slopes. Also, this territory comprises other listed cultural heritage properties and their buffer zones, such as Kaunas Depot Building Complex (National Register of Cultural Heritage No. 29952), Railway Tunnel (National Register of Cultural Heritage No. 16656), and Kaunas Fortress Central Ammunition Warehouse Complex of the Nemunas Right Bank (National Register of Cultural Heritage No.

26587) (see the attached map); fragments of private detached houses development intervene between these listed properties.

4. Protection

Additional Information request by ICOMOS:

Annex 1 to the nomination dossier presents a list of State protected or listed buildings and monuments within the nominated property. ICOMOS notes that some structures, such as wooden houses in the Garden City Area, are not currently protected and some of them are in a poor state of conservation. ICOMOS would appreciate it if the State Party could provide information on the measures envisaged to ensure their protection and conservation.

Additional Information provided by the State Party:

Under the current Regulation (Žaliakalnis, a Historic District of Kaunas Protection Regulation No. PR-22148, approved in 2004 by the Order No. IV-359 of the Minister of Culture (covers zone 2.1 of the Nominated Property), buildings are classified in categories from I to VI. Category I - the most significant buildings, proposed to be listed on the National Cultural Heritage Register; category VI - incompatible. Different requirements and recommendations are set for each category of buildings. Although buildings are not listed, their management is provided for in the approved Regulation.

According to Regulation, classification of buildings was based on their architectural value, degree of intactness, condition, and relationship with the traditional character. Corresponding restoration, maintenance, and rehabilitation requirements have been defined for each category and requirements for new construction in the territory have been outlined. Requirements have been established for buildings' exteriors, while changes to interiors are not regulated. Category I-IV buildings are classified as cultural heritage buildings according to the Law on the Protection of Immovable Cultural Heritage and are equated to buildings with protected attributes or are protected as urban structures. Requirements for categories I and II buildings are: to preserve the volume of the building, shape of the roof, construction, architecture and fabric of the facades, to apply a characteristic colour scheme. Repair and reconstruction works could be carried out in the buildings of categories III and IV while keeping the authentic architectural details and materials of the facades; recommendations for materials and colour schemes are provided. For the management of other buildings (categories V and VI) and construction of new buildings in the territory, the following has been determined: regulations for building density, height of buildings, requirements for the volume of buildings, architectural expression, form of roofs, recommendations for finishing materials (materials and colour schemes) are provided. Design requirements are issued and projects for all maintenance and construction works on the site should be approved by The Kaunas Territorial Division of the Cultural Heritage Department.

The Regulation identified 20 category I buildings that were proposed to be listed on the National Cultural Heritage Register; 8 of which are already listed.

As the protected sites comprising the nominated territory have been designated and listed in different periods, their registration data and regulation documentation is not uniform. The Cultural Heritage Act for Žaliakalnis (zone 2.1.), the main inventory legal document, is being prepared.

5. Management

Additional Information request by ICOMOS:

ICOMOS notes the issue of financial resources for maintenance and renovation of private houses situated within the nominated property. Lack of funds is stipulated in the nomination dossier as a reason why private owners do not maintain their properties, which quickly deteriorate (p. 298). At the same time, it is acknowledged that Kaunas City Municipal Administration provides financial resources to private owners for maintenance (p. 300 and 302 in the dossier). ICOMOS would be pleased if further clarification could be provided on the issue of co-funding maintenance and restoration of private property within the nominated property. How is the Kaunas City Municipal Heritage Restoration Programme funded? How sustainable is this source? It seems that the funds have been diminishing annually since 2017.

ICOMOS would also be pleased to receive additional information on how the State Party envisages addressing the challenge presented by lack of the adequate development plan for the area.

Additional Information provided by the State Party:

Kaunas City Municipal Heritage Restoration Programme

Regarding the sustainability of the Kaunas City Municipality Heritage Restoration Programme, the State Party kindly informs that this Programme is long-term, planned in the current Kaunas Strategic Development Plan for 2017-2022 that is approved by the Kaunas City Municipal Council. The Programme is planned to be extended for the next period of 2023-2028. Kaunas City Municipality considers this Programme to be a successful financial tool for the management of cultural heritage buildings and an effective means for encouraging the owners of cultural heritage buildings to invest in the assets they manage. The Heritage Restoration Programme is financed exclusively from the budget of Kaunas City Municipality, and all financing conditions are set by the Kaunas City Municipality Council - this allows for prompt response and flexible changes to the Programme's requirements (which have been changed 5 times in 2015-2020 period). For example, currently the promotion of wooden buildings restoration is considered and increased funding for the restoration of wooden cultural heritage buildings is planned, as well as a targeted information campaign for wooden building owners to apply for the Heritage Restoration Program. The Kaunas City Municipality Heritage Restoration Programme is not diminishing, because every year funding is allocated according to the requirements and needs, which changes every year (funds allocated by the Kaunas City Municipal Council for the implementation of the Programme: in 2017 - EUR 1,079,366; in 2018 - EUR 891,282; in 2019 - EUR 1,067,670; in 2020 - EUR 924,979). The decrease in numbers of the funds paid to the owners for the restoration works performed is related only to the decrease in the number of projects implemented by the owners themselves and the funding offered by Municipality is bigger than absorbed. An innovative tool for analysing the results of the Programme is a digital database, the data of which are publicly available via <https://maps.kaunas.lt/portal/apps/opstdashboard/index.html#/e513fdc6c15347c298ddd52fdfecee58>

The Kaunas City Municipality Heritage Restoration Programme is not the only financial tool to support heritage conservation works. Buildings with the status of a state-protected and / or monument (there are 65 in the nominated territory) may also apply for a co-financing programme funded by the state budget and administered by the Department of Cultural Heritage.

The adequate development plan for the area

The preparation of the cultural heritage conservation special plan for the protection of

Naujamiestis, a historic district of Kaunas (unique code 22149), (hereinafter - the Special plan) was started in 2012, but in 2017 its preparation was suspended due to the insufficient legal compatibility with other planning legislation, the disagreement between the organizer of the special plan and the municipal administration on the application of individual requirements, and the ongoing process of inventory of the attributes and protected properties of the site. The most important provisions of this draft Special plan related to the protection of the attributes of the site have been transferred to the Cultural Heritage Act approved by the Cultural Heritage Experts Board in 2014. As the suspension of the planning process covered not only this Special plan, but also special plans of other protected sites in Lithuania, their preparation is to be resumed in the near future (the preparation of some plans is already being resumed). The preparation of the Naujamiestis' Special plan is planned to be renewed in 2022 and completed in 2023. This commitment is envisaged in the Strategic Action Plan of the Department of Cultural Heritage for 2022-2024.

To strengthen the cultural heritage protection and ensure more active participation of the Kaunas City Municipality in the preparation of the Special plan, the Kaunas Territorial Division of the Cultural Heritage Department on 28 October 2021 issued planning requirements for the correction of the General Plan of Kaunas City Municipality, for the integration of certain cultural heritage protection measures and special plans: "the special plans of the most significant cultural heritage sites and properties, such as the Old Town, Naujamiestis, Kaunas Fortress's complexes, are to be integrated into the General plan of the city, envisaging such functional zones as the city centre territories and Kaunas defensive heritage territories. Activities in these areas are to be regulated by cultural heritage conservation special plans. It should be stated in the General plan that the regulations set in the special plans for cultural heritage sites and properties may specify a different (often stricter) conservation regulation than the General plan. All cultural heritage sites for which special plans are or will be prepared are to be shown in the main drawing of the General plan and in the drawings for the management of cultural heritage properties. The planning requirements also state that it is obligatory to "complete the preparation of the cultural heritage conservation special plan for the protection of Naujamiestis, which should ensure the preservation of the valuable attributes of the site, legalize the heritage protection requirements and the system of special management measures."

6. Development project

Additional Information request by ICOMOS:

In the nomination dossier, the pressure from development or for higher development intensity is acknowledged as a factor affecting the proposed Outstanding Universal Value. While the city tries to minimise development pressures, the city is also "open to discuss more liberal development regulations in places where development cannot have a negative impact on valuable properties in these areas" (p. 302).

ICOMOS notes that an urban development plan for Naujamiestis will be prepared, which will aim at achieving a balance between development, heritage conservation and climate resilience. ICOMOS would be pleased to receive some information on how the State Party envisages urban development in this part of the city in the long-term. ICOMOS also notes that the "[c]ity administration prioritizes liveability through adaptive reuse of cultural heritage" (p. 44) and would be interested in learning more about the plans the State Party has for adaptive reuse within the nominated property.

Additional Information provided by the State Party:

On April 13, 2021, Kaunas City Council approved initiation of correction of the General Plan

of Kaunas City Municipality (Territorial planning document No. K-RJ-19-21-197). Currently the plan is in the preparatory phase; completion is expected in summer of 2022. On November 28, 2021 Kaunas Territorial Division of the Cultural Heritage Department issued planning requirements for the correction of the General Plan. The General plan also has to meet the requirements of the National legislation that regulates cultural heritage protection, such as the Law on the Protection of Immovable Cultural Heritage (2004, Nr. 153-5571), the Law on Territorial Planning (1995, Nr. 107-2391), the Law on Protected Areas (1993, Nr. 63 1188), Law on Environmental Impact Assessment of Planned Economic Activities (1996, Nr. 182-1965), Law on Special Land Use Regulations (TAR 2019-06-19, i. k. 2019-09862).

Public authorities aim to regulate urban development in the Naujamiestis area and to direct the adaptation of historic buildings to public and residential use while preserving (restoring) their attributes, historical morphotypes, as well as clearly defining regulations for new construction or redevelopment of non-valuable buildings and areas. This is done through the process of spatial planning and legislation prepared for listed (protected) sites and properties.

The State encourages the redevelopment and adaptation of the most important buildings to the needs of society through direct investments, such as investments in the management of buildings operated by state or public institutions as well as offer incentives to private owners to partly cover cost of research works, project preparation and restoration works carried out on the cultural heritage properties (up to 50-90 %). In the State Cultural Heritage Conservation Program for 2022-2024, approved by Minister of Culture, restoration of modernist buildings is a priority, which provides greater opportunities to receive support, as well as for properties of wooden architecture (especially relevant to the owners of houses in Žaliakalnis).

Main municipal actions, planned till 2022 for cultural heritage, it's revitalisation and adaptation, are present in the Strategic Development Plan, measures 1.2.2. "Developing the public cultural infrastructure" and 1.2.3. "Ensuring the preservation, management and popularization of cultural heritage" (see Annex 2, p. 373-374). At the moment a new Strategic Development Plan is being developed. Three main measures have been already designated for (i) Modernist heritage, (ii) Kaunas Fortress heritage and (iii) other cultural heritage properties; the exact measures have not yet been determined, but it is expected that they will continue the current practice.

Adaptive reuse of cultural heritage properties include works to meet contemporary requirements for fire safety and hygiene; buildings and the environment must also be adapted for people with disabilities. All adaptation works must be carried out in accordance with the Law on the Protection of Immovable Cultural Heritage. Most buildings within the nominated property are used for an original or similar function (e.g., the Vytautas the Great Museum and M. K. Čiurlionis National Art Museum, the Romuva Cinema, the Chamber of Labour (currently the Kaunas Cultural Centre), the Vytautas Magnus University Main Buildings (currently KTU university), the Lithuanian Officers' Club, the Sports Hall, Military Research Laboratory (currently the Chemistry Faculty of KTU university). Historical public spaces are also being adapted to meet the contemporary requirements, without changing their attributes and original functions, e.g., the Vytautas park, the Ažuolynas park and the Valley of Songs.






Most of the historic residential buildings have maintained their original residential or mixed use. In some cases, the use of historic buildings has changed as the need of certain functions is no longer necessary. The former Headquarters Building of Kaunas Fortress, occupied by the Ministry of Agriculture during the Interwar period (Kęstučio str. 27) is converted to apartments and offices while protecting the volume of the building, architecture of the facades, the layout

and architectural details of the interiors. Similar adaptive reuse case is Kaunas Fortress administrative building complex (K. Donelaičio str. 25). Some public buildings have changed their function but remained of public use, such as the Chamber of Commerce, Industry and Crafts (currently the Kaunas County Public Library), Ministry of Justice (currently the Kaunas Philharmonic), etc. A successful conversion of the Pienocentras Industrial Site in the Industrial Naujamiestis (zone 1.3.) to the apartments and offices' complex was carried with a careful protection of authentic architecture and character of the industrial site.







Most recent public debate was about the adaptive reuse of the iconic Kaunas Central Post Office, which is no longer used for original purpose. Debate resulted in a feasibility study carried out by the Ministry of Culture (finalised in September, 2021). The final decision was that the Post Office building will be taken over by the Ministry of Culture and will be adapted for the needs of the public (as the National Architecture and Design Centre).

Map of the Nominated Property
Modernist Kaunas: Architecture of Optimism, 1919 - 1939

Legend

-  Territory of the nominated property
-  Territory of the buffer zone
-  Listed cultural heritage properties (single structures)
-  Listed cultural heritage properties
-  Protection zones set for listed cultural heritage properties and sites

Listed Cultural Heritage Properties and Sites
Comprising the Nominated Property

-  Christ's Resurrection Church (16005)
-  The Research Laboratory Complex (28567)
-  Naujamiestis, a Historic District of Kaunas (22149)
-  Žaliakalnis 1, a Historic District of Kaunas (31280)
-  Žaliakalnis, a Historic District of Kaunas (22148)
-  Kaunas Ažuolynas Park Complex (44581)

Zones of the Nominated Property

- 1.1. Central Naujamiestis
- 1.2. Residential Naujamiestis
- 1.3. Industrial Naujamiestis
- 2.1. The Garden City Area
- 2.2. The Kaukas Area
- 2.3. The Perkūnas Area
- 2.4. Ažuolynas Park and Sports Complex
- 2.5. Research Laboratory Complex

Other Listed Cultural Heritage Properties
(mentioned in text)

- 1. Kaunas Oldtown (20171)
- 2. Kaunas Fortress Command Building Complex (27045)
- 3. Kaunas Fortress Administrative Building Complex (31614)
- 4. St. Archangel Michael, Garrison Church (former Orthodox Church)(20904)
- 5. Kaunas Žaliakalnis Waterworks Buildings Complex (28279)
- 6. Building of the First Lithuanian Radio Station (42710)
- 7. Vytautas Park Complex (33823)
- 8. Kaunas Ažuolynas Sports Complex (31618)
- 9. Kaunas University of Technology Campus (33502)
- 10. Kaunas Depot Building Complex (29952)
- 11. Railway Tunnel (16656)
- 12. Kaunas Fortress Central Ammunition Warehouse Complex of the Nemunas Right Bank (26587)
- 13. Kaunas Žaliakalnis Old Jewish Cemetery Complex (11394)

Scale: 1:15 000
0 137.5 275 550 825 1 100 Meters

ADDITIONAL INFORMATION 2022-02-22

State Party: Lithuania

State, Province or Region: Kaunas Region / Kaunas

Name of Property: Modernist Kaunas: Architecture of Optimism, 1919–1939

Geographical coordinates to the nearest second:

Latitude: N 54° 53’ 49”; Longitude: W 23° 55’ 45”

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1. Additional information requested by ICOMOS on 20 December 2021

Conceptualization of the nominated property

The proposed Outstanding Universal Value that has been put forward by the State Party has been developed around the idea that the nominated property reflects in an exceptional way the process of urbanisation and modernisation of the capital of the newly independent Republic of Lithuania during the interwar period, which was marked by the spirit of post-war optimism and post-independence nation-building. The ICOMOS Panel debated extensively the way in which the proposed justification for inscription has been framed based on this premise and in the context of the presented geo-historical background. The explanations provided on how the nominated property conveys the proposed Outstanding Universal Value are not specific enough and some are based on attributes that cannot be easily grasped. An approach to the property focusing on its tangible characteristics might assist in elucidating what made Kaunas stands out compared to other cities from the same period throughout the world.

While the way the nominated property is framed in the nomination dossier raised issues among the ICOMOS Panel members, there are interesting elements in the nomination that could be further explored. The ICOMOS Panel has particularly noted that the urban dimension of the nominated property could be further elaborated on. The ideas and solutions of the modern town planning, implemented in Kaunas during the interwar period as part of the effort to create a modern city for the needs of a new capital and the growing multicultural population, would merit exploration with regard to the processes applied and their outcomes.

In order to have a better understanding of the way in which Kaunas was developed and the specific conditions and design inspirations that underpinned the transformation and expansion of the city, the ICOMOS Panel would be interested in receiving more information about the history of town planning in Kaunas and the related socio-political context of the development of the city. The Panel members are seeking, for instance, information on the ideas and concepts that influenced the form and design of the city, the rationale behind the decisions taken and the people who took them. The ICOMOS Panel would be interested in understanding better how the different plans, on the basis of which Kaunas steadily changed, were developed, to what extent they were implemented, and why the approaches changed in the process.

Furthermore, it would be useful if the State Party could provide more information on how this project of construction of Kaunas was managed through the two interwar decades, who was involved in it and responsible for decision-making, the regulations and specific requirements or conditions that applied, as well as the sources of resources, including financial means, used to build the city.

Protection and management

The ICOMOS Panel studied the documentation provided by the State Party related to the varied development projects in progress and planned within the nominated property and in the buffer zone. The Panel members expressed concerns about the potential risks that some of these development projects may pose to the preservation of the character of the nominated property, and its potential authenticity and integrity. In view of that, the ICOMOS Panel would appreciate it if the State Party could provide information regarding the status of the Heritage Impact Assessment mechanism, and whether it is embedded in the management system of the nominated property.

2. Additional information provided by the State Party Lithuania

2.1. Conceptualization of the nominated property

2.1.1. Updated maps and additional textual description of the boundary of the nominated property

Updated maps of the nominated property, showing boundaries and buffer zone

Two maps show the position and the delimitation of the nominated property – Modernist Kaunas: Architecture of Optimism, 1919–1939 – and of the associated buffer zone:

Fig. 2. Position of the nominated property and buffer zone.
Fig. 3. Delimitation and zoning of the nominated property.

The rationale behind the boundary delineation of the nominated property Modernist Kaunas is the incorporation of the urban layout that had evolved through several stages of urban planning with representation of its urban fabric and structures up to 1939. The nominated area exemplifies the city’s modernisation during the interwar period [1919–1939]. The nominated property extends approximately 2.8 km from north to south and 3.4 km from east to west, covering a total area of 451.6 ha. The buffer zone extends approximately 3.4 km from north to south and 5.4 km from east to west, covering a total area of 407.4 ha. Total area covers 859 ha.

The Boundary of the Nominated Property

The nominated property consists of two areas: Naujamiestis and Žaliakalnis. Both areas are protected cultural heritage sites that possess several distinctive components in terms of historical significance, architecture, and urban planning. Naujamiestis spans a territory of 226 hectares and Žaliakalnis has a total area of 243 hectares.

Naujamiestis area in the nominated property comprises the protected site of Naujamiestis, a Historic District of Kaunas, pro-

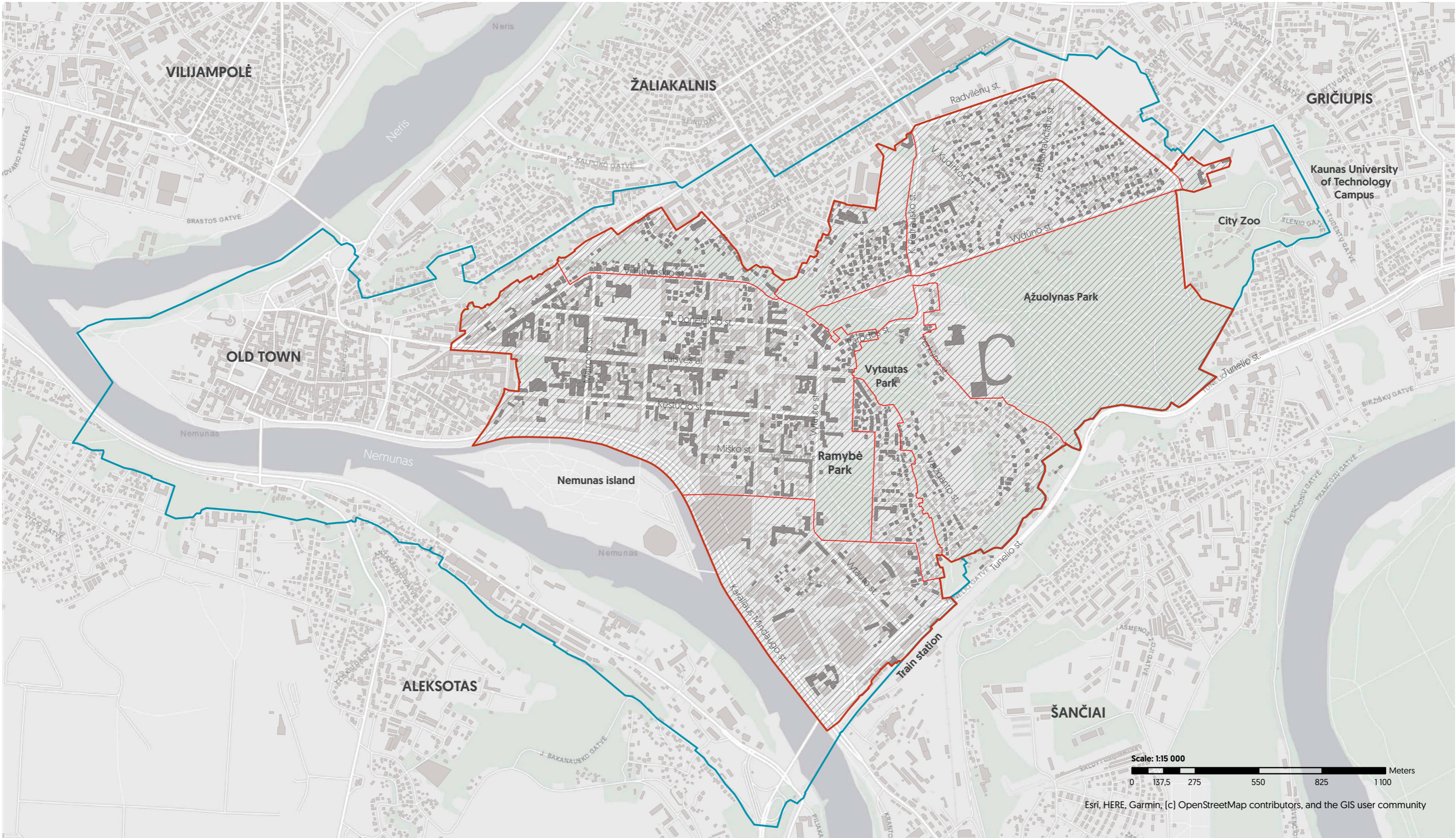


Fig. 2. Position of the nominated property and buffer zone.

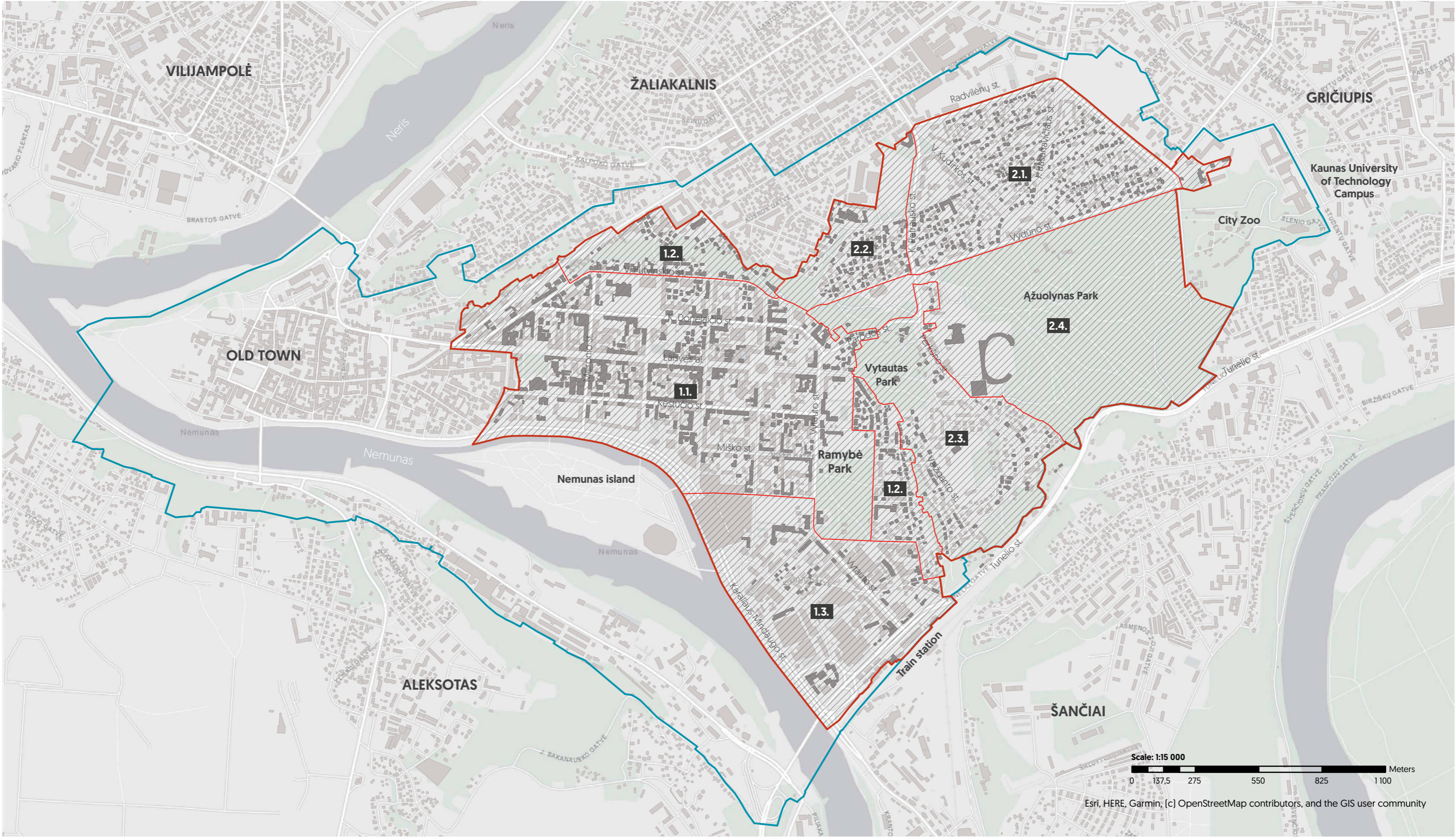


Fig. 3. Delimitation and zoning of the nominated property.

tected as a historic urban site (listed on the National Register of the Cultural Heritage in 1999; unique code No. 22149; area: 2,266,991 m², visual protection zone: 1,716,600 m²) and the protected property of Christ's Resurrection Church, protected as a landmark building (listed on the National Register of the Cultural Heritage in 1993; unique code No. 16005; area: 11,700.00 m²). Visual protection subzone for Christ's Resurrection Church was established in 2021. The Naujamiestis area in the Nomination Dossier is divided into three zones: 1.1. Administrative centre of the provisional capital; 1.2. Upper and middle-class residential districts; and 1.3. Industrial area] according to the functional purpose of the territories, historical development and the characteristic type of construction – morphotype, which perfectly illustrates the historical stages of development and architecture of buildings (see p. 66–165 of the Nomination Dossier).

Žaliakalnis area in the nominated property comprises the following protected sites: Žaliakalnis, a Historic District of Kaunas, protected as a historic urban site (listed on the National Register of the Cultural Heritage in 1995, unique code No. 22148; area: 609,198 m², visual protection zone: 185,306 m²); Žaliakalnis 1, a Historic District of Kaunas, protected as a historic urban site (listed on the National Register of the Cultural Heritage in 2007, unique code No. 31280; area: 799,160 m²); Kaunas Ažuolynas Park Complex, protected as a historic cultural and landscape site (listed on the National Register of the Cultural Heritage in 2006, unique code No. 44581; area: 846,682 m²); Kaunas Ažuolynas Sports Complex, protected as a historic cultural site (listed on the National Register of the Cultural Heritage in 2007, unique code No. 31618; area: 128,696 m²); The Research Laboratory Complex, protected as a historic cultural site (listed on the National Register of the Cultural Heritage in 2004, unique code No. 28567; area: 20,955 m²). The Žaliakalnis area in the Nomination Dossier is divided into five zones [2.1. Garden City residential area; 2.2. Kaukas residential area; 2.3. Perkūnas residential area; 2.4. Ažuolynas park with sports facilities; and 2.5. Research Laboratory] according to the functional purpose of the territories, historical development and characteristic type of construction, which perfectly illustrate the historical stages of development and building architecture (see p. 168–237 of the Nomination Dossier).

Buffer Zone

The buffer zone extends approximately 3.4 km from north to south and 5.4 km from east to west, covering a total area of 407.4 ha. Delineation of the buffer zone was based on several methods. The basic buffer zone was delineated following the visual protection subzones of the already protected sites and properties that constitute the nominated area.

The second method was based on the incorporation into Buffer zone of the adjacent protected sites and properties: on the west side the Buffer zone covers the territory of a protected cultural heritage site of national significance: the Kaunas Historic Centre – Kaunas Oldtown (National Register of Cultural Heritage No.

20171); on the east side, the buffer zone encompasses the area of the Kaunas University of Technology Campus (National Register of Cultural Heritage No. 33502), and Kaunas Žaliakalnis Old Jewish Cemetery Complex (National Register of Cultural Heritage No. 11394).

The third method was based on adding additional areas as a buffer zone to preserve the visual identity around the Christ's Resurrection Church and the green area adjacent to Ažuolynas Park Complex. The buffer zone around the Christ's Resurrection Church characteristically complements Žaliakalnis due to its urban fabric, function, and architecture. It comprises a concentration of modernist buildings; seven are listed on the National Register of Cultural Heritage. The other modernist buildings are currently being inventoried, and their listing on the Register would be considered. The green area adjacent to Ažuolynas Park Complex covers a territory of the Lithuanian Zoo, est. 1938, located in the valley of the Girstupis stream, which is a natural extension of the Ažuolynas Park and Mickevičius Valley.

No buffer zone is designated on the south-east side because of distinctive natural and urban features which set a clear natural and historic boundary: a deep valley with transportation (motor and railway) infrastructure and steep green slopes. No negative factors affecting the attributes of the nominated property were indicated there, due to restrictions set in the General Plan of Kaunas City Municipality for building on such slopes. Also, this territory comprises other listed cultural heritage properties and they buffer zones, such as Kaunas Depot Building Complex (National Register of Cultural Heritage No. 29952), Railway Tunnel (National Register of Cultural Heritage No. 16656), and Kaunas Fortress Central Ammunition Warehouse Complex of the Nemunas Right Bank (National Register of Cultural Heritage No. 26587).

2.1.2. Additional information to comparative analysis supporting the criteria (ii) and (iv)

Criterion (ii): to exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning and landscape design.

Modernist Kaunas of 1919–1939 expands the concept of Modernism beyond the International Style by revealing a more diverse, complex fabric of numerous, often divergent, cultural, social, political, and artistic trends. Modernist Kaunas is an exceptional example of rethinking architecture as a process of social, political, and cultural modernisation in the 20th century. Modernist Kaunas provides arguments for the decentralisation of modernism not only in the geographical sense, but also in terms of stylistic expression. Outstanding value of the Kaunas cityscape is its architectural diversity, represented through the plurality of modern architectural ideas, from modernised Neo-Classicism to National Modernism, which co-existed throughout the world in the first half of the 20th

century. By integrating and locally interpreting the principles of the Modern Movement, Modernist Kaunas displays a bold plurality of modern architectural expression in response to local needs and conditions.

Criterion (iv): to be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates [a] significant stage(s) in human history.

Modernist Kaunas is an outstanding example of a historic city subject to rapid urbanisation and modernisation, encapsulated by diverse expressions of the values and aspirations associated with an optimistic belief in an independent future amid the turbulence of the early 20th century. The construction of a modern capital city of an emerging nation state is an outstanding testament to people's faith in the future and their ability to be creative under difficult political and economic conditions. The gradual and sustainable modernisation of Kaunas, carried out through civic initiatives with respect to the urban context and natural environment, produced an outstanding urban landscape and modern architectural language serving the needs of provisional capital and possessing functions, structures, and building typologies that reflected the modernisation of urban life in the 20th century.

The Modernist Kaunas in the Regional Context (additional data to the Comparative analysis in the Nomination Dossier, p. 267–284).

The decades from the early 20th century until the beginning of World War II are a period of crucial importance for the East Central Europe region that emerged as a number of post-imperial nation states following the Treaty of Versailles and acquired a title of New Europe in the interwar period (1918–1939). Despite Europe's tense political situations and economic difficulties, ambitious modernisation plans were undertaken in Poland, Czechoslovakia, Hungary, Kingdom of Serbs, Croats and Slovenes (renamed Kingdom of Yugoslavia in 1929), Finland, Estonia, Latvia, and Lithuania. In accordance with European models, planning the capital city underlined technological modernity, aesthetic dimensions, urban intimacy, and historical and organic continuity rather than regularity and ready-made patterns.

In 1919–1939 Kaunas served as a provisional capital of Lithuania. The attributes of Modernist Kaunas represent the characteristic processes and the built environment of the region in the period where cities developed as new capitals of nation states implementing new urban planning principles as a modern extension to a pre-existing historic old town. At the same time Modernist Kaunas is a unique outstanding example, because an important factor determining the different outcome was its provisional and contingent nature, compared with the ambition and permanence of other new East Central European capitals.

Unlike either of the developed port cities of Helsinki, Tallinn and Riga, or historic cities Warsaw, Krakow, Brno or Lviv, Kaunas lacked the physical size, native population, commercial contacts, and material resources. Nonetheless, within these limitations, and for the

brief two decades of its political prominence, Kaunas served as a seedbed for modernist experimentation.

In this regard, Kaunas presented a novel form of modern architecture appropriate for a new state. Most of the New states had developed primary cities that faced only infrastructural challenges, whereas in Kaunas there was an urgent need for new construction, including government buildings, cultural and social infrastructure, and the new housing. Compared to other primary cities in the region Kaunas stands out as a unique 'provisional capital' that had to rapidly construct a new capital city including varied typology of administrative, social, cultural buildings as well as modern housing. In Modernist Kaunas it is possible to observe how architectural styles of historicism changed into Modernism with a specific notion of national style in two decades (1919–1939). Because of the lack of native architects and the national school of architecture (which was only developed in the 1930s) the state sponsored training of architects in different schools of Western Europe. This meant that in the early 1930s Kaunas became a place where the ideas of European modernism were absorbed, reinterpreted and put into practice, representing the unique plurality of Modernism.

The status of 'provisional capital' inspired the evolutionary modernisation of Kaunas' urban plan and cityscape where the new buildings surpassed the old ones, started to dominate the city, thus creating a new layer of the city encoding the urban and architectural continuity even into the times after World War II, when the city was no longer the capital.

Modernist Kaunas represents an interesting example of urban development of the interwar period in the region where cities developed as new capitals of new states implementing new urban planning principles. Modernisation of Kaunas urban plan, carried out in 1923, contributed to the European processes in a form of publication *Betragtninger over byplansproblemet med et konkret tilfælde som baggrund en byplan til Kovno Litauens hovedstad* [Considerations about the City Plan problem with a concrete case as a ground plan and construction plan for Kaunas, Lithuania's capital] (Copenhagen, 1924), that was written and published by Danish planner Marius Frandsen based on his experience in Kaunas.

The nature of 'provisional capital' also resulted in evolutionary, rather than revolutionary, urban development, and produced compact, cosy, integral and perfectly preserved modernist city with clearly identifiable layers of Naujamiestis and Žaliakalnis (complemented with a historic layer of the old town and surrounding layer of the socialist period), both representative of political and architectural processes in new Europe, set in an impressive geomorphological setting and bearing an outstanding collection of diverse modernist buildings constructed for the purposes of the capital city.

The shaping of Kaunas as a new East Central European metropolis can be understood as a process in which architecture followed ideology; a process that to a striking degree linked urban planning to far-reaching promises of an improved human condition

and a prosperous national future. In the interwar period, Modernist Kaunas is a place that today best represents the urban transformation of interwar East Central Europe due to its authenticity, integrity, and concentration of variety of modernist buildings [both in terms of typology and styles].

2.1.3. Additional Information on attributes conveying the proposed Outstanding Universal Value

Attributes conveying the proposed Outstanding Universal Value of the nominated property are divided into three categories:

1. Evolutionary modernisation of the urban plan:
- [1a] Integration and reuse of the 19th century heritage;
- [1b] Integration with and assimilation of the natural environment;
- [1c] Implementation of the garden city residential suburb.
2. Optimistic construction of the capital city:
- [2a] Administrative centre;
- [2b] Social infrastructure;

- [2c] Modern housing.
3. Kaunas Modernism: Plurality of Modern Architecture:
- [3a] A National Style;
- [3b] Modern Interpretation of Neo-Classical Architecture;
- [3c] Local Interpretation of International Modernism.
- These three categories are Thematic Groups of Attributes into which the underlying Types of Attributes – urban structure, buildings and landscape, etc. are grouped [see table 4.1 on p. 290]. These attributes are best preserved and exposed in the spatial plan of the Naujamiestis and Žaliakalnis areas and in the public buildings, spaces, and residential buildings developed in 1919–1939.

Table explaining the Attributes of the Nominated Property

Thematic Groups Attributes	Types of Attributes	Protected Attributes <i>For more detailed description of attributes of each area and zone, see chapter 4.a. Present State of Conservation</i>
1. Evolutionary modernisation of the urban plan (see description and figures on p. 36–47):		
[1a] Integration and reuse of the 19th century heritage	Urban structure and urban morphology: Integration and reuse of 19th century urban plan	Street grid and pattern of Naujamiestis area: streets, squares, axes, views; e.g. the historic orthogonal street grid, historic closed-block construction zones; the Central axis - Laisvės Alėja; three squares: Vienybės, Nepriklausomybės and a square between City Garden and L. Sapiegos street. City block building type [perimetric, mixed] of Naujamiestis area. Former Fortress roads and spaces in Žaliakalnis area, integrated into urban structure, e.g. Radvilėnų plentas, Aukštaičių street, Parodos street, Kaukas stairway, open space [esplanade] - Petras Vileišis square, Vytautas park.
	Architecture: Buildings of other historical periods	Buildings of the 19th century and earlier periods in Naujamiestis area that were used, reused, modernised and renovated for administrative and cultural function of the modern state in 1919-1939, and are listed on Cultural Heritage Register [according to individually defined attributes]. Buildings of the Fortress period adapted to contemporary needs in the Interwar period in Žaliakalnis and listed on the Cultural Heritage Register, such as Waterworks Station, Radio Station, etc.

[1b] Integration with and assimilation of the natural environment	Natural elements: Geomorphological setting and landscape elements	The terrain - river valley's lower and upper terraces, slopes greenery, ancient oak-wood - Ažuolynas Park.
[1c] Implementation of the garden city residential suburb	Natural elements: Geomorphological setting and landscape elements	The terrain of the river valley's upper terrace, slopes, greenery, Ažuolynas Park, Vytautas Park.
	Urban structure and urban morphology: Implementation of the Garden City residential suburb	Street grid and pattern of Žaliakalnis: streets [incorporated former Fortress roads supplemented by interwar street pattern and new axes [Vydūno, Basanavičiaus, Kudirkos avenues], open views from the slopes towards Naujamiestis and Nemunas valley. Plot type (open), building type, form and position [detached, villa type housing development with greenery [historic open-plan construction zones], Sports complex area; Research Laboratory area..
	Architecture: Modern residential architecture	Buildings representing modern housing typology and plurality of modernist architecture, including wooden vernacular, wooden modernist, neo-classical, art deco, and modernist style residential architecture [annex 1] listed on Cultural Heritage Register or protected by Žaliakalnis reglament and special plan, according to individually defined attributes.
	Function: Of urban areas [zones] and buildings	Residential neighbourhoods of Žaliakalnis, and recreational [Ažuolynas and Vytautas parks] and sports facilities [Sports Complex].
2. Optimistic construction of the capital city (see description and figures on p. 48–56):		
[2a] Administrative centre	Urban structure and urban morphology: Integration and reuse of 19th century urban plan	Street grid and pattern of Naujamiestis area : streets, squares, axes, views. Central axis - Laisvės Alėja; three squares: Vienybės, Nepriklausomybės and a square between City Garden and L. Sapiegos street, the historic orthogonal street grid. City block building type [perimetric [historic closed-block construction zone], mixed morphotype], form [size] and position of Naujamiestis area.
	Architecture: Buildings of modernist architecture and of other historical periods	Buildings of modernist architecture (see p. 50–51, map 27, and annex 1) and buildings of other historical periods modernised and reused for administrative and cultural function of the modern state; listed on Cultural Heritage Register, according to individually defined attributes.
	Function: Of urban areas [zones] and buildings	Authentic or similar function of landmark buildings: most of the buildings in the area have maintained their administrative, cultural, educational, social and religious functions (e.g. Vytautas the Great Museum and M. K. Čiurlionis National Art Museum, the Romuva Cinema, the Vytautas Magnus University's Main Buildings [currently KTU university], the Lithuanian Officers' Club, Research laboratory, etc.).
	Intangible heritage: Memory, tradition, association, experience and feeling of the place	Official national celebrations, international and local international festivals and cultural events that are held annually. Monuments, memorial plaques and displays.

[2b) Social infrastructure	Architecture: Buildings of modernist architecture and of other historical periods	Buildings of modernist architecture designed and purposely built for education, health and social care of the multinational and multicultural modern society (see p. 52–53 and annex 1); listed on Cultural Heritage Register, according to individually defined attributes.
	Function: Of buildings	Authentic or similar function of landmark buildings (e.g. the Chamber of Labour (currently the Kaunas Cultural Centre), Sports Hall, Hospital on Vytauto Street, etc.).
[2c) Modern housing	Natural elements: Geomorphological setting and landscape elements	River valley's lower and upper terraces, slopes, greenery, historic parks.
	Urban structure and urban morphology: Planning of the new residential areas and neighbourhoods	Street grid and pattern: streets, squares, axes, views, landmarks in Naujamiestis and Žaliakalnis. Plot types, building types, form and position (perimetric, mixed, detached etc.).
	Architecture: Buildings of modernist architecture and of other historical periods	Buildings of modernist residential architecture (p. 54–56 and annex 1) listed on the Cultural Heritage Register; their physical form, fabric, and function, according to individually defined attributes.
	Function: Of urban areas (zones) and buildings	Residential function of neighbourhoods in Naujamiestis and Žaliakalnis.
	Intangible heritage: Memory, tradition, association, experience and feeling of the place	Houses called by the names of their historic owners; memorial houses; memorial museums of prominent personalities.
3. Kaunas Modernism: Plurality of Modern Architecture (see description and figures on p. 56–63):		
[3a) A National Style	Architecture: Modern buildings in combination with national style	Buildings of modernist architecture with a notion of national style (p. 58–59, and annex 1) listed on the Cultural Heritage Register; their physical form, fabric, and function, according to individually defined attributes.
[3b) Modern Interpretation of Neo-Classical Architecture	Architecture: Modern buildings in combination with neo-classical style	Buildings of modern architecture with interpretation of neo-classical style (p. 60–61, and annex 1) listed on the Cultural Heritage Register; their physical form, fabric, and function, according to individually defined attributes.
[3c) Local Interpretation of International Modernism	Architecture: Modernist buildings representing plurality of modernism	Buildings of modernist architecture characteristic to Kaunas (p. 62–63, and annex 1) listed on the Cultural Heritage Register; their physical form, fabric, and function, according to individually defined attributes.

According to recent research and publication, dedicated for assessing the 20th century heritage (The Twentieth-Century Historic Thematic Framework. A Tool for Assessing Heritage Places. Edited by Susan Marsden and Peter Spearritt, with contributions from Leo Schmidt, Sheridan Burke, Gail Ostergren, Jeff Cody, and Chandler McCoy. Los Angeles: Getty Conservation Institute, 2021), Modernist Kaunas perfectly represents the urban change by meeting

many criteria that demonstrate rapid urbanisation and the growth of large cities, accelerated scientific and technological development, internationalisation and construction of new nation states, sustainable use of natural environment, popular culture, religious, educational, and cultural institutions. The selected attributes that are found in Modernist Kaunas:

Theme 1 . Rapid Urbanization and the Growth of Large Cities

Subthemes	Types of places
<ul style="list-style-type: none">• Mass population migration to urban areas and decline of smaller towns• Increasing city size, population, and density• Increasing scale and range of infrastructure needs• Introduction of new energy sources• Improvements in mass transit• Defining new forms of urban living: densification and suburbanization• Redeveloping and renewing inner cities	<ul style="list-style-type: none">• Water and sewage systems• Power plants and infrastructure• Urban mass transit stations and infrastructure• Factories and industrial zones• Suburbs• Social housing and housing estates

Theme 2. Accelerated Scientific and Technological Development

Subthemes	Types of places
<ul style="list-style-type: none">• Increasing Pace And Scale Of Scientific Change• Advances In Delivery And Administration Of public health• Development Of New Medical Technologies• Application of research to development of products and services• Adaptation Of Military Technology To Civilian And commercial use	<ul style="list-style-type: none">• Civic landscapes and public parks• Structures built with new building materials• Hospitals and medical facilities, sanatoriums, geriatric care facilities, and mental health facilities• Research and development facilities• Scientific Laboratories

Theme 6. Internationalization, New Nation-States, and Human Rights

Subthemes	Types of places
<ul style="list-style-type: none">• Evolution of imperialism and colonialism• Postcolonialism, independence movements, and emerging nation-states	<ul style="list-style-type: none">• Public Spaces And Monuments That Celebrate New nation-states• Public spaces and monuments that express national identity• Purpose-built capital cities and administrative centers• Independence monuments and memorials• Infrastructure developed by new nation-states

Theme 7. Conserving the Natural Environment, Buildings, and Landscapes

Subthemes	Types of places
<ul style="list-style-type: none">• Sustainable development	<ul style="list-style-type: none">• Adaptively reused older buildings, spaces, structures, and infrastructure• Sites associated with painful memories or social minorities

Theme 8. Popular Culture and Tourism

Subthemes	Types of places
<ul style="list-style-type: none">• Growing access to leisure• Increased participation in individual and competitive sports• Growth Of Mass Sports Spectatorship And international sports competition• Emergence of popular photography	<ul style="list-style-type: none">• Sporting, recreation, and leisure facilities• Cinemas and theaters• Amusement parks and showgrounds• Airports, bus depots, and train stations• Restaurants and cafes

Theme 9. Religious, Educational, and Cultural Institutions

Subthemes	Types of places
<ul style="list-style-type: none">• Growth and decline of major religions• Improved literacy and numeracy rates• Increasing role of governments in mass education• Expansion of all levels of public, private, and religious education• Changes in pedagogy• Growth of informal education through museums and libraries• Increased accessibility to museums and libraries• Educational and cultural institutions as expressions of national pride	<ul style="list-style-type: none">• Houses of worship, convents, monasteries, shrines, and other sacred sites• Public and private elementary and secondary schools• Public and private colleges and universities• Religious educational institutions• Public playgrounds• Technical schools• Museums• Libraries• Cultural centers

2.1.4. History of town planning in Kaunas and the related socio-political context of the development of the city

[Additional information to the chapter “2B. HISTORY AND DEVELOPMENT” of the Nomination Dossier]

2.1.4.1. Creating the Lithuanian capital, 1919–1939

The Council of Lithuania proclaimed the country's independence on 16 February 1918 with the capital city of Vilnius and began to re-establish the foundations of statehood after 123 years. However, the proclamation of Lithuanian independence was met almost immediately by an invasion of various warring parties – the Polish-Soviet War of 1919–20, during which the Red Army, Polish regular and irregular forces, and various Lithuanian units (both Bolshevik and anti-Soviet) were fighting. The Lithuanian government was thus compelled to retreat from Vilnius, and, with haste, establish a provisional government in Kaunas, one hundred kilometres to the west. Lithuania became functionally independent in July 1920 upon the withdrawal of Bolshevik regiments from Vilnius. But within months, an invasion of Polish forces overpowered the Lithuanian Republic and the southeastern third of its territory, comprising Vilnius. Acknowledging these historical events is crucial to understanding the role of culture – and architecture, in construction of modern Kaunas, a provisional capital.

It was hoped that the move to Kaunas would be only a temporary measure, but it lasted more than two decades. From early 1919 to October 1939, Kaunas served as Lithuania's provisional capital and its principal city, and the first President of Lithuania was elected in Kaunas on 4 April 1919. The situation was delicate, since the Lithuanian government established in Kaunas (including the President, the Cabinet of Ministers, and the Lithuanian State Council) had to share actual power with a German civil administration until the late summer of 1919. The Lithuanian Constituent Assembly, elected through universal elections in 1920, reaffirmed Lithuania's independence in a proclamation adopted on 15 May 1920 and declared the Lithuanian state a democratic republic.

Kaunas was the only 'provisional capital' in the world at the time, and the opportunities arising from such a status were exploited to the fullest there. One of the essential features of Kaunas' transformation, as well as one of its greatest challenges, was the rapid conversion of the structure of a post-imperial town and fortress into a modern, contemporary city. The city was poverty-stricken and in ruins. It lacked the essentials taken for granted in modern cities, such as proper water supply and sewage systems and other conveniences. As a wave of new residents flooded into the city, the issue of housing became acute. There was a chronic shortage of apartments, buildings for state institutions, and facilities for the university – everything that Lithuania's neighbouring countries al-

ready enjoyed. Living in such an atmosphere of impermanence in that first year as a capital, Kaunas hadn't the capacity for substantial investment in urban development. These few years did, however, provide an opportunity to discover, understand, and incorporate the city's urban spaces.

2.1.4.2. Urban development under the Mayor Jonas Vileišis [1921–1931]

After diplomatic efforts in 1920 failed to recover Vilnius, hopes for a temporary stay in Kaunas began to fade, as evidenced by the subsequent growth in private construction, extensive renovations on buildings designated for government institutions, the start of construction of new buildings, and revisions to the Kaunas city plan.

Lack of ministries, other state institutions, and the generally poor financial situation of the state in 1919 was obvious. The leaders at the municipality were disappointed that the government, after requisitioning the real estate owned by the municipality, did not pay for it. In 1919–1920, the central government was rather weak and inexperienced, whereas Kaunas municipality had long-lasting traditions of administration. For example, it was the only city in Lithuania where the city council had elected a Praesidium instead of a Mayor in 1918–1919. The Praesidium consisted of 4 representatives of different nationalities – the Lithuanian Juozas Vokietaitis, the Pole Michal Junowicz, the Jew Maks Soloveičik and the German Paul Medem. The fact that the first Mayor was only elected in 1921 (September 30) proves the ability of the multinational city council to reach a compromise and agreement.

From September 30, 1921 to July 2, 1931 Kaunas was developed under the governance of Mayor (burmistras) Jonas Vileišis (1872–1942): a signatory of the 1918 Act of Lithuanian independence; the first representative of Lithuania in the United States of America in 1919–1921; a member of parliament; and a member of the second and fourth cabinets under Prime Minister Mykolas Sleževičius, whose governance coincided with the rapid relocation of government to Kaunas. In this context of impermanence, and the tensions between the municipal and central government, Vileišis had to develop Kaunas not only as a modern city but as a provisional capital as well.

The lack of public funds and a lingering sense of 'impermanence' prevented new governmental construction. The centres of actual political power (the President's Hall, the Cabinet of Ministers, and parliament) remained housed in the nineteenth-century buildings. Robert Heingartner, the American consul in Kaunas in 1926–1928, wrote in his diary: "I am told that nobody – not even the government – cares to invest money here because of the city's uncertain future. I have been informed by various persons that the Lithuanians still hope to get Vilna [Vilnius] again – in which case that city would be the capital. <...> Kovno [Kaunas] has fine broad streets and splendid surroundings. All it needs is an assured politi-

cal future and favourable economic conditions. Then it could and probably would become an imposing and attractive city".

While the government hesitated, Kaunas was built by its residents: local Jewish entrepreneurs, enthusiastic returning emigres from the United States of America, and newcomers, many with family roots in the rural provinces (see chapter 2.B.3.2. Civic Initiative and Investment in Construction of Kaunas, later in this text). Although Kaunas was the capital of an ethnically based nation state with nearly 60% of its residents identifying as ethnic Lithuanians, the city also retained its multinational character, which is clearly reflected in its architecture. The active participation of Kaunas' Jewish (25.5%), Polish (3.3%), and Russian (3.3%) communities was evident in the life of the city, as was the presence of the smaller German and Tatar communities. The richest reflection of this diversity can be seen in the architecture of the city's temples and religious buildings, educational institutions, and banks. For example, the Karmelitai district near the railway station includes a Russian Orthodox Church, a Tatar mosque (completed in 1930), alongside a German private school (1922–1930), a Russian school (1925), a Polish school (1931) and a Polish bank (1932), and Jewish bank, gymnasiums, schools, kindergartens, sports and social infrastructure, all in close proximity to one another. Institutions serving the needs of ethnic minorities were not constructed as separate, compact architectural complexes, but rather coexisted with others in both the city centre and around its periphery. The somewhat denser concentration of Jewish educational and social welfare institutions around the Old Town was a factor of the greater number of Jews living in this particular area of the city.

2.1.4.2.a. The Frandsen's Plan [1923]

The construction in Kaunas was directed through the Municipality's Department of Reconstruction (1921–1925) and Department of Construction. The director of the latter, also known as the chief city engineer (until 1931 known as the senior technician) was accountable not only to the Mayor, but also to the central national institution in charge of regulating construction. According to the 'Provisional Directive for City and Town Construction' (1920), every city in Lithuania was required to draft two plans: a survey of the city's existing condition and a plan for prospective development. However, the Kaunas' senior technician at the time, Jonas Krasauskas (Krasowski), failed to complete the draft plans according to schedule and the municipal construction department's mandate was temporarily suspended in 1921. In early 1922, Antanas Jokimas was appointed provisional senior technician, after which the post was occupied by Feliksas Vizbaras (from 1923 to 1925) and Edmundas Frykas (from 1925 to 1930). Though the Department of Construction was responsible for urban planning, many city development issues were simply addressed and resolved by the city council or by convening inter-agency meetings. In 1919 a city of only 5.54 square kilometres nearly tripled in size, to 16.67 square

kilometres, after absorbing the neighbourhoods of Viliampolė, Aleksotas, Žemieji Šančiai and a portion of Žaliakalnis. However, the official implementation of the process took several years.

The Mayor Jonas Vileišis took considerable interest in new urban planning trends and actively participated in city council debates about Kaunas' development. He introduced Kaunas to the international arena, establishing contacts with the municipalities of many foreign capitals as an organiser and chairman of the Lithuanian Cities Union in 1924–1932. Jonas Vileišis visited the International Garden Cities and Town-Planning Association (IGCTPA) conference in 1922 (London) and in 1923 (Gothenburg), accompanied by Antanas Jokimas, the city's chief engineer. Kaunas' representatives also participated in the following IGCTPA conferences in 1924, 1925, 1926 and on. The garden city concept was discussed extensively in professional circles and in the national press throughout the 1920s. Several proposals for the planning of individual portions of city were put forward at the time, including one by Swiss architect Eduard Peyer, then residing in Kaunas, for a modern Panemunė housing project (published in 1922 but never implemented), which included simple garden-city neighbourhood with a social infrastructure. The renowned British garden city proponent, architect Ewart Gladstone Culpin, who was visiting Riga in summer 1922 was also invited to stay in Kaunas, but there is no historical record of his visit. Foreign advice was sought in many areas of the city development including urban planning, engineering infrastructure, construction, and financial support.

The expansion of Kaunas city and the apportionment of land plots in Žaliakalnis in 1921–1922 was spontaneous, prompting the Lithuanian Reconstruction Commissariat in 1922 to request the Mayor Vileišis, to suspend the sale of land there. Planning proposals for Žaliakalnis drafted by Jonas Krasauskas and Edmundas Alfonsas Frykas were prepared in 1922. In parallel, the planning of sewerage and water supply infrastructure was started in close consultation with German companies (in June 1922, German engineer Paul Tengler, representing Berlin company David Grove was working in Kaunas). Engineer Marius Frandsen from Copenhagen, accompanied by the Danish Consul, also visited the city council in June 1922, to propose his assistance in implementing the sewerage and water supply system. After securing the position of technical adviser he found out that the city does not possess a master plan and "explained to both him [Mayor] and the City Engineer that a sewer area included not only the built-up parts of a city, but also the areas that could be expected to be built in the nearest future, and further aimed at the terrain conditions, as the location of the main sewers followed the fall lines in the terrain". Frandsen therefore proposed the Mayor to prepare the Master plan for Kaunas.

After Frandsen's visit, the city council established a special committee for the city's future development and in November 1922 gave four engineers (Feliksas Vizbaras, Jonas Krasauskas, Aleksandras Gordevičius, and Adolf Kellermüller, a Swiss architect residing in Kaunas) one week to prepare draft master plans. The compe-

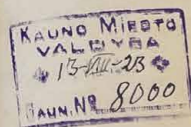
M. FRANDSEN
cand. pýlot, M. I. F.

Konsulterende Ingeniørfirma.

Vej- og Kloakanlæg, Jernbetonanlæg,
Byggeselsplaner, Sanitære- og biologiske Anlæg
Grafiske Maalinger og Nivellementer,
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Ang.



Alhambravej 17.
København V., d. 8/8-23

Journ. Nr. 219

(Bedes anført i Svarskrivelsen)
MF/EH

Stadtverwaltung in Kowno.

Herrn Bürgermeister Vileisis, Roginskas und Burba.

In Juni wurde von Kaunas eine Kopie von meinem Stadtplane in Massstab 1:10000 mir geschickt und bekam ich dadurch die Idee mir ein bischen zu revanchieren für die gute Annahme, die mir zu Teil von Stadtverwaltung wurde und habe ich darum drei Exempläre reingezeichnet und mit Farbe angelegt, welche ich Ihnen als persönliche Gabe zu betrachten bitte. Ich will stets an die angenehmen Tagen in Kaunas denken, wo ich eine sehr interessante Aufgabe bekam, ich wünschte nur, dass ich so viel mehr Zeit gehabt hatte, dass ich die Skizzen, die ich damals ausführte, mehr in Zusammenhang mit der Wirklichkeit bringen konnte, es war ja nur eine Richtungslinie, ein Bild der Zukunft, wonach man weiter arbeiten konnte.

Als Erklärung die Farben dient:

roth = hohe Bebauung
braun = halbhöhe "
gelb = Fabriken
hellblau = Villen
grau = Arbeiter und Funktionären Quartieren.

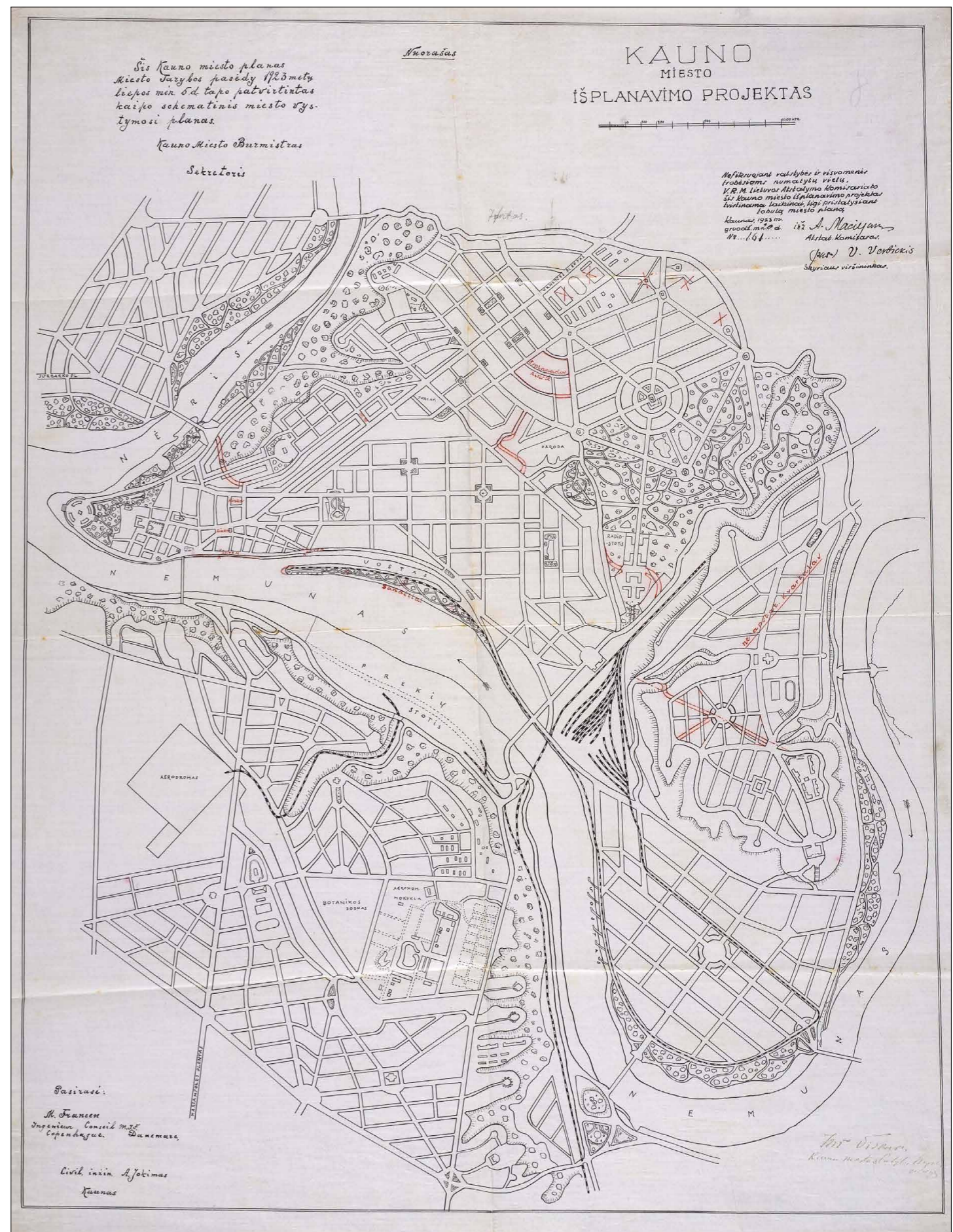
Die Farben ist fixiert geworden, dass Sie ihnen bewahren.

Ich bitte also hierdurch die Stadtverwaltung mein Dank zu empfangen sowohl für die Aufgabe als für die freundliche Annahme, die die Stadtverwaltung in Frühling dieses Jahres mir ausweisste.

Hochachtungsvoll

Miesto išplanavimo dolbas
Turėti menų ir fabrikų
kytė su id. Frandsen
Santūnus
16.11.23

M. Frandsen



tition between the engineers did not produce the positive result that the Mayor had expected, and he decided to invite Marius Frandsen to review the proposed plans and eventually to prepare his own Master Plan for Kaunas in March, 1923.

Marius Frandsen's correspondence with Kaunas City Municipality and Mayor Vileišis: Letter of August 13, 1923. Kaunas Regional State Archives, f. 218, ap. 1, b. 99, p. 16.

During his career Marius Frandsen spent twenty-five years working in urban planning and engineering for several Danish cities. Inspired by the opportunity, he accepted the challenge to draft a Kaunas master plan in a very brief period of 4 to 6 weeks. He spent several months in Kaunas in 1923, receiving a monthly salary of 250 US dollars and drafting a project in collaboration with Antanas Jokimas, the Kaunas city chief engineer, and the technician/surveyor Jonas Salenekas. Three plans were prepared by April, 1923:

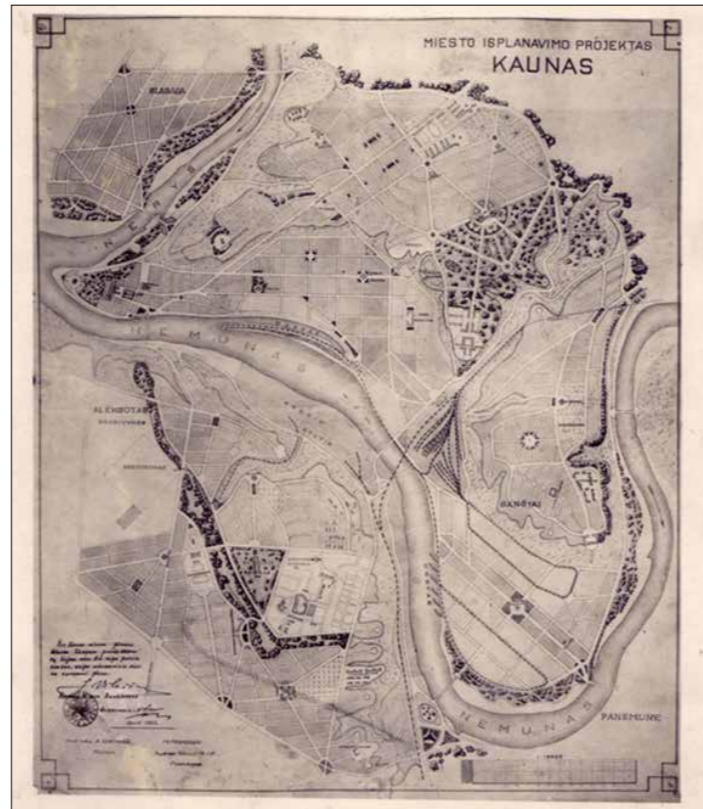
1. A plan in scale of 1: 20000 showing the city and a large part of the surrounding area with radial and ring street network. Plan in the same scale was prepared for railway lines. [The plan was not found]

2. A plan drawn in scale of 1: 10000, comprising the city and a large part of the surrounding area to be included in the city boundaries. In addition to radial and ring streets, diagonal streets with side streets were also proposed on this plan, as were the grounds for the city's division into neighbourhoods of high [in Oldtown, Newtown and former Vilijampolė suburb], medium [along

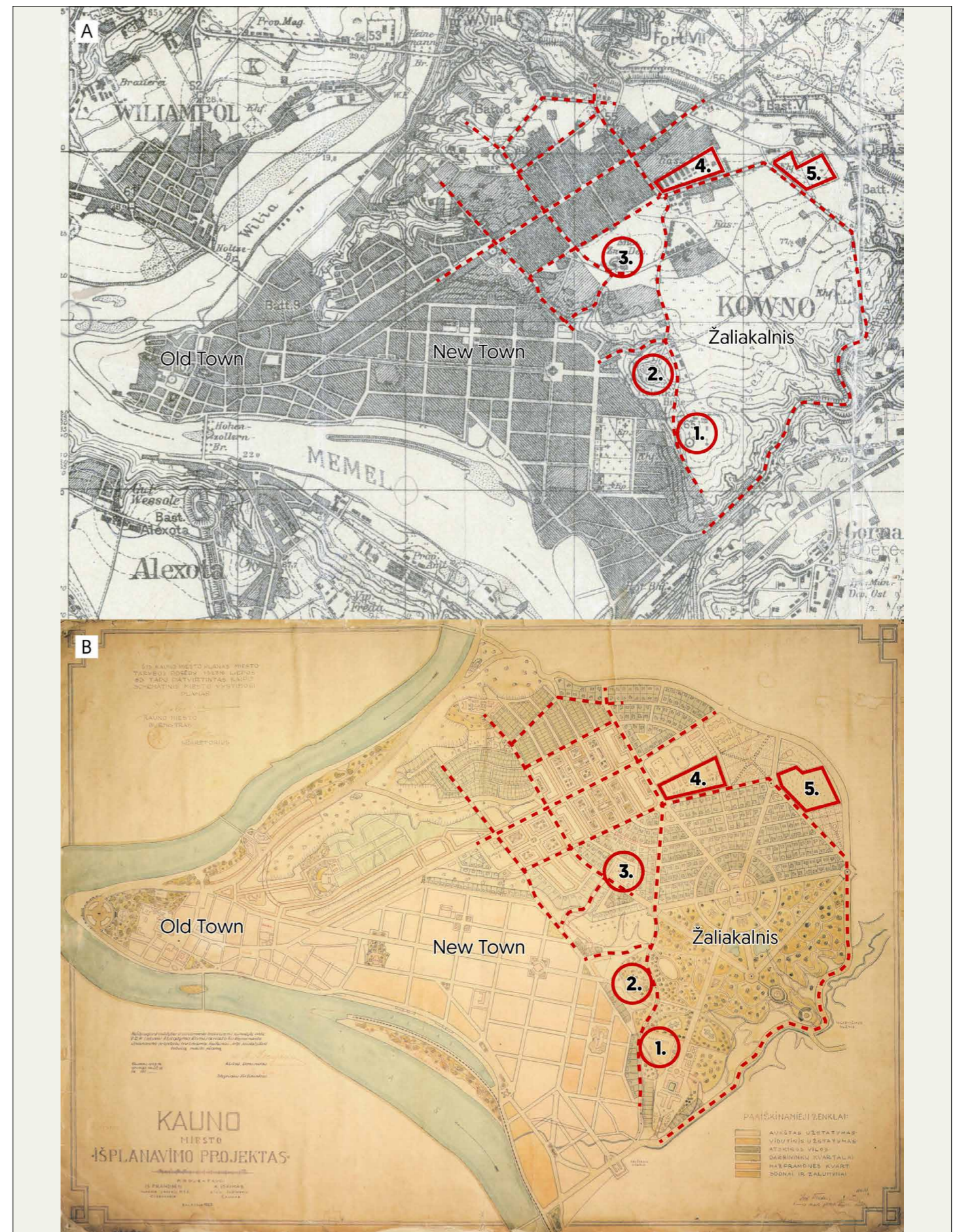
the main streets] and low-rise buildings [in the rest of the urbanised territory between the city centre and new city boundaries], factory and working districts, state and municipal administration centres, as well as major educational institutions such as the Academy of Fine Arts, the University and the College of Agriculture. Location of schools, churches, sports facilities, existing military establishments, including aerodrome, were indicated. [The original plan is preserved at the Municipality of Kaunas [see fig. 436, A Master plan for Kaunas designed by Marius Frandsen and Antanas Jokimas, and signed by the Mayor Jonas Vileišis in April, 1923]; a copy of the plan is preserved at the Lithuanian Central State Archives [see below], and was published by Frandsen in his booklet in 1924 [see below]]

3. A plan drawn in scale of 1: 4000 included only the actual present city: The Oldtown and the Newtown [Naujamiestis] as well as the area "Gruneberg" [Žaliakalnis] which was thought to be used for housing. [The original plan is preserved at the National Museum of Lithuania, see fig. 22. A Master plan for Naujamiestis and Žaliakalnis by Marius Frandsen and Antanas Jokimas, 1923, and its fragment on p. 170, Fig. 288]

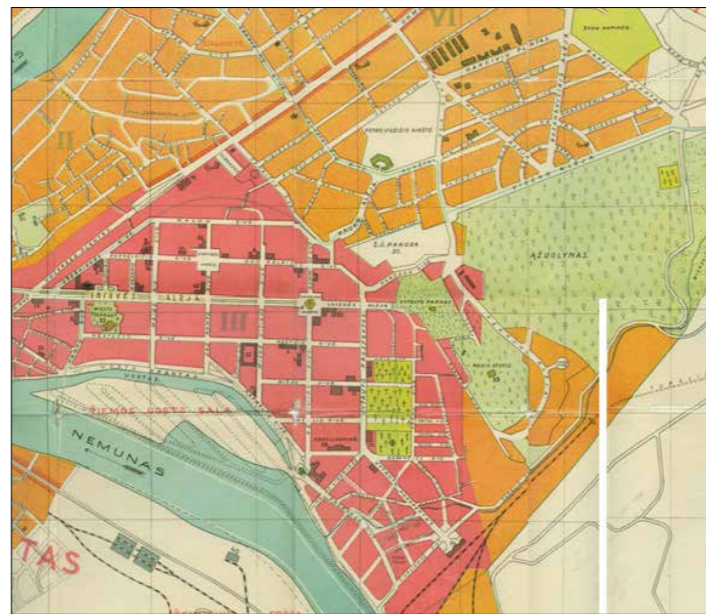
One of the most intriguing elements of Frandsen's plan was the suggestion to adapt and reuse the existing structures of the Kaunas Fortress, e.g. to turn the central fortifications ring into a green belt surrounding the existing city territory, and to reuse the



The plan of the Kaunas Fortress at the beginning of the 20th century (prior to 1912, source: The Atlas of Kaunas Fortress) compared to M. Frandsen's Plan, published in his booklet in 1924, shows how the central fortifications ring is proposed to turn into a green belt surrounding the existing city territory, reusing the greenery of the former fortress and the slopes.



The Master plan of Kaunas by Marius Frandsen was approved by the Kaunas City Council on July 5, 1923 as the schematic development plan for Kaunas. Lithuanian Central State Archives, f. 1622, ap. 4, b. 1090, p. 8.



The plan of the Kaunas Fortress at the beginning of the 20th century (prior to 1912, source: The Atlas of Kaunas Fortress) compared to M. Frandsen's Plan, published in his booklet in 1924, shows how the central fortifications ring is proposed to turn into a green belt surrounding the existing city territory, reusing the greenery of the former fortress and the slopes.

greenery of the former fortress and the slopes to ensure the supply of fresh air for the city.

A vast territory acquired in 1918 from the Kaunas Fortress, made up 60-70% of the entire city. The expanse of the former fortress territory between the fortifications' ring (new city boundaries) and the land around the built up central area was transferred to city ownership for new development and construction (mainly housing). Former military roads, fortress structures and elements from earlier periods (like cemeteries and suburban built up plots), as well as defensive trenches and artificially shaped terrain were all harmoniously incorporated into the urban landscape of a new Kaunas city plan (see maps 16 and 17 on p. 38–39). A portion of the city's boundaries continued to follow the former defence line for another decade and urban development continued primarily along the military roads of the central ring of fortifications. The situation was similar in the suburbs encircled by a second ring of fortifications.

2.1.4.2.b. Implementation and Impact of Frandsen's Plan

After returning to Copenhagen, Marius Frandsen summarised his experience of Kaunas planning in a booklet *Betragtninger over byplansproblemet med et konkret tilfælde som baggrund en byplan til Kovno Litauens hovedstad* [Considerations about the City Plan problem with a concrete case as a ground plan and construction plan for Kaunas, Lithuania's capital] published in Copenhagen in 1924. Frandsen noted that his plan was merely an outline meant to serve as a guide for the city's development, since preparing a more detailed plan would require both terrain surveying and

more time overall. Despite its outline approach, the plan was approved with some amendments by the Kaunas city council in July, 1923 and continued to be viewed as an official urban development document into the late 1930s.

Because of the draft nature of the plan and the lack of state funds at the beginning of the 1920s, only a small portion of the plan was fully implemented and can be seen today in Žaliakalnis. The plan proposed the division of the entire area of Žaliakalnis into regular city blocks, the majority of which were to be allocated to residential plots for homes surrounded by private gardens. Areas in Ažulynas were reserved for government buildings and a university campus in the southern part. According to the ideas developed by Ebenezer Howard (1850–1928), the founder of the garden city concept, a given territory should be divided into land plots of equal size for single-family residences, then surrounded by a green belt marking the limits of the city's permissible development. In the ideal scenario, the land should be community owned, an idea which was eventually implemented in Kaunas. Because the land there was owned by the city, there were few obstacles to creating a well-planned street grid. The planning and growth of Žaliakalnis was consequently supported by legislation and pioneering town-planning regulation. The conceptual and economic basis of the Garden City idea was implemented in full. Land plots in Žaliakalnis were allocated to residents on the basis of perpetual lease agreements and collected rents were paid to the Kaunas municipal government, which reserved the right to regulate the area's development. [See chapter 2.a.3.2. The Žaliakalnis Area, and fig. 292. Map of plots in Žaliakalnis, 1929, with explanation].

In Kaunas, the garden city concept was principally pursued through the promotion of constructing individual garden residenc-

es, an approach supported by several prominent individuals. The garden city concept was also influenced by the prevailing national attachment to its agrarian culture. The idealisation of the garden city concept waned in the 1930s, but attempts to express Lithuania's 'agrarian roots' in the cityscape persisted, heavily influenced by the German concept of *Kleinsiedlung* then popular in Europe.

The influence of Frandsen's concept could be seen in many later plans for individual sections of the city, including the radial development proposals for Viliampolė by architect Edmundas Frykas in 1929, and Aleksotas drafted by architect Mykolas Songaila in 1926 but never implemented. At the time, a Tsarist-era law regulating construction was still in force in Lithuania, by which the public appropriation of privately held land was still a particularly complicated process. This legal legacy impeded the implementation of numerous projects drafted in the 1920s for the reorganisation and management of certain historic city districts (especially Šančiai and Karmelitai [Industrial Naujamiestis area]) and city blocks. The old law also ensured that the sites of many important administrative buildings in the city centre were dictated by the location of municipal or nationally controlled land, since appropriating property was impossible and funds for the purchase of land were usually not available.

The shift in political power that occurred in 1926 made the President the country's most powerful political institution. After a coup d'état on 17 December 1926, Antanas Smetona succeeded Kazys Grinius as President in an act meant to convey a sense of legitimacy. The feeling of impermanence of Kaunas as a capital city began to wane, and central power gradually took more control over Kaunas municipality. The Government even made plans to draw a special law for Kaunas municipality in 1929, but finally did not produce it. In 1931 the new national Law on Municipalities limited the autonomy of Kaunas municipality, in favour of the central government.

Despite the different difficulties during this period, the Kaunas city area was expanded from 18 to 40 square kilometres [see fig. 443]; more than 2,500 new buildings were built; three reinforced concrete bridges over the Nemunas and the Neris were constructed; main streets were paved; a modern public bus transport system was introduced; new squares and parks were planned; city sanitation was installed (including the establishment of a water supply and sewerage); the foundations of a social security system were laid [fig. 437, 438, 439, 440]; and Kaunas experienced a construction peak in 1931, releasing 1457 permits for the construction of new buildings [see table 2.1 on p. 249].

2.1.4.3. Civic Initiative and Investment in Construction of Kaunas

During the period of 1919–1939 more than 12,000 permits for construction of new buildings and renovation/reconstruction of the old ones were released by Kaunas City Municipality [see table 2.1

on p. 249]. In general, Kaunas was built by the civic initiatives of its residents, old and new, representing the multinational and multicultural city community. Residents built schools, banks, houses of worship, and most notably housing [ca. 7,000 permits], that left an enduring mark on the city's architectural space.

Jewish entrepreneurs. Due to the specific social and ethno-confessional policies of the Russian Empire, the Jews on the western border of the Empire became actively involved in the economic sphere. For example, at the end of the 19th century Jews accounted for 73.2% of all traders in Kaunas Province. At the beginning of the 20th century, most of the larger industrial and trade enterprises in Lithuania were owned by Jews. After Lithuania declared its independence, the owners of the companies and factories returned to Kaunas and undertook the restoration of the factories and production. By 1937, Kaunas had 314 operational factories (and nearly 2,500 small industrial workshops and crafts companies) employing 15,932 workers – forty percent of the entire Lithuanian industrial labour force. At the end of the 1930s, Jewish entrepreneurs owned 57% of industrial enterprises and 83% of commercial establishments.

Foreign investment. American Lithuanians were among the first to be concerned about the economic prosperity and the modernization of industry of the young Lithuanian state. Already in 1916, when hopes for the restoration of the Lithuanian state arose, Lithuanians in the United States began to actively create the economic basis of the future state and establish industrial enterprises in Lithuania. They saw a lot of business opportunities and invested heavily in the establishment of companies and the construction of tenement houses. In the initial period of Lithuania's economic recovery a total of 17 American Lithuanian companies were important. Robert Heingartner, the American consul in Kaunas in 1926–1928, recalled that during his numerous dinners he met people, often Americans, who "came to this country [Lithuania] to invest money for many Lithuanians living in America who had faith in the future of this country".

State and cooperation. Lithuanian government aimed at developing and strengthening the cooperative movement. Almost 400 cooperatives were established in Lithuania that were later consolidated in large cooperative unions. The modern factories and headquarters of large cooperative unions Pienocentras [see p. 92–93; 158–159], and Lietūkis [see p. 163], where the largest supporter and shareholder was the state, symbolised the country's industrial achievements.

New urban dwellers. New urban citizens of Kaunas that arrived from the Lithuanian villages were not the poorest either. Even before the First World War, a small loan based on cooperation was popular among the Lithuanian rural population. Lithuanian residents had almost twice as many savings on deposits as, for example, Polish and Russian residents. Trade has become one of the most conducive areas for entrepreneurship and creativity in Kaunas despite various restrictions. According to data from 1937,

there were more than four thousand commercial enterprises operating in Kaunas.

Investment in Housing. Industrialists and traders, cooperative-union leaders and bankers, as well as doctors, lawyers, and citizens of other liberal professions, all invested in the construction of residential buildings. Housing was in severely short supply in the growing provisional capital, a situation only made worse by the appropriation of existing residential buildings for use by military and government institutions. This early period of the 1920s, popularly known as the 'housing crisis', became a truly golden era for architects and contractors: buildings constructed in the city centre brought profits of up to twenty-five per cent. Such returns on investment and high demand from prospective tenants helped drive further construction development.

The introduction of a centralised water supply and sanitation system in Kaunas, a project which commenced in 1929, contributed considerably to the modernisation of construction. The connection of homes to a city-wide communications system was not only technologically significant – it symbolised Kaunas' arrival as a modern and clean city, meeting the standards of civilised European countries. These expectations were embodied, first and foremost, in luxurious multi-storey residential buildings which altered the city's urban landscape: the residential building of Juozas Daugirdas, director of the Drobė textile corporation [completed in 1930, see p. 165], the seven-storey house of businessmen Malkė and Mozė Chaimsonas [which, when completed in 1931, held the height record among residential buildings, see p. 117], the cooperative Butas multi-unit building [completed in 1932, see p. 148] and similar [see p. 116, 120–121, 140, 141, 164]. All of these structures set a benchmark for modern housing in Kaunas – a standard that prevailed until the outbreak of World War II.

The global economic crisis reached Lithuania in 1932 and had a considerable impact on building development. Within three

years, the amount of construction in Kaunas had fallen. In 1931, for example, plans called for the construction of 874 buildings with 2,389 flats. By 1934, however, construction had declined to just 291 buildings with 670 residential units, yet, in the following years ca. 350 new residential buildings were constructed, reaching the number of 550 in 1939. On the other hand, the housing shortage was no longer as acute, and after the imposition of a salary cut on state employees, rented flats were no longer as profitable as in earlier years. The rise in competition helped consolidate expectations for higher construction quality and new aesthetic standards. The economic crisis period saw the completion of such models of modernism as the home of Elena Baronienė and Petras Vysockis [completed in 1933, see p. 216], the lawyer Kazimieras Škėma's multi-unit building [also completed in 1933, see p. 137], the residential building of Aleksandra Iljinienė [completed in 1934, see p. 118–119], and others [see p. 122, 123, 136].

Residential buildings owned by Jewish citizens: engineer and contractor Mikas Grodzenskis, building contractors Dovydas and Gedalis Ilgovskis, entrepreneurs Taubė and Mozė Elšteinas, businesswoman Sara Malcienė, and many others; and by Lithuanian citizens: furniture factory owner Kostas Petrikas, lawyer Petras Mačiulis, bus company owner Lionginas Juknevičius, general Juozas Kraucevičius, businessman Romanas Polovinskas and many others, reflect the city's multicultural and professional profile of investors.

Multi-unit residential buildings were the most appropriate choice for construction in the city centre. In many cases, the owner of a building resided in one of its flats, renting out the other units. Buyers of land in the city centre embraced innovation in architectural and construction technology and favoured higher-quality materials, bringing to Naujamiestis new, modern and comfortable residential buildings. Indeed, these buildings are a particularly good reflection of the face of Kaunas modernism: a blend of opulence and modesty, ornamentation and functional



The Polish Adam Mickiewicz Secondary School, architect Edmundas Frykas, 1931, photo: Juozas Stanišauskas (photo source: Kaunas County Public Library); The private German Secondary School, architects Eduard Peyer and later Vytautas Landsbergis-Žemkalnis, 1930 (photo source: Lithuanian Central State Archives).



The Polish Small Credit Union building (also known as the Polish Bank), architect Edmundas Frykas, 1932, photo: Juozas Stanišauskas (photo source: Kaunas County Public Library); Private insurance company Lietuvos Lloydas, architect Arnas Funkas, drawing from the publication Kaunas, 1938, p. 14



aesthetics. Residential homes also give us a sense of the differences between individual sections of the city: Naujamiestis and its characteristic closed layout and multi-storey, brick construction grew to resemble other European capitals, while Žaliakalnis featured an open, garden-style development, populated by a mix of wooden and brick buildings.

Civic Initiatives in Education, Health and Social Care. In the first years of Kaunas as a provisional capital, due to the lack of funds in the state budget, various organisations, whose sponsors and founders were private individuals of multicultural city, played a significant role in the fields of education, health and social care. For example, entrepreneur brothers Jonas and Juozas Vailokaitis donated a 16-hectare plot in Aleksotas to the recently established University of Lithuania [1922]. Similar donations continued throughout the entire two decades of Kaunas construction.

In Kaunas six state-run schools and fifteen private schools for Lithuanian [p. 149], Jewish [see p. 112], Russian [see p. 113], Polish and German children were built, reflecting the city's multicultural population [see fig. 28, 29, 30, 31]. The most important factor contributing to the overall social significance of newly built school buildings was the improvements in sanitation and hygiene that reflected general modernisation trends.

In 1923, the Senior Labour and Social Welfare Inspectorate was designated as the principal institution tasked with coordinating social services, while medical institutions were placed under the jurisdiction of the Health Department under the Ministry of Internal Affairs. In Kaunas, health care was overseen by the Municipal Health and Sanitation Department. The provision of health care and social welfare services was a multi-faceted process that also involved the active participation of non-governmental organisations such as the Red Cross and individuals who had established commercial



The Jewish OZE Health Care Society, architect Grigorijus Mazelis, based on designs by the German architects Kretschmer and Schragenheim, 1926, photo: Norbert Tukaj, 2015



The private Elchanan Elkes Hospital, architect Mikas Grodzenskis, 1930 (photo source: Lithuanian National Museum); The Red Cross Sanatorium in Aukštoji Panemunė, architect Romanas Steikūnas, 1932 (photo source: private collection of Antanas Burkus)

medical care offices. By 1938, Kaunas had twenty-three hospitals, twenty-seven outpatient care centres, thirteen chemistry laboratories, seventeen x-ray facilities, twenty-seven pharmacies and twenty sports centres.

The Union of Lithuanian Organisations for the Care of Women and Children was extremely active in the field of education, providing women with information on modern childcare and development. Charity activities were organised by church parishes and numerous societies, the most important of which included the Society of the Holy Child Jesus, the Women's Care Committee, Lietuvos vaikas [Lithuania's Children], the Women's Catholic Society, Pieno lašo draugija [the Drop of Milk Society], Žiburio draugija [the Lantern Society], the Society for the Blind, the Jewish Children's Home Society, the Jewish Orphans' Society, the Jewish OZE Society, and the St. Vincent de Paul Society [see fig. 33 on p. 53]. The St. Vincent De Paul Society Home for the Elderly, designed by architect Karolis Reisonas, fundamentally changed the image of similar types of agencies. A terrace and flower garden on the building's flat roof provided the Home's residents with a place to sit in the sun. Descriptions of the building in the press included mentions of a range of modernist features, including the installation of a radio and loud speakers, electricity and a modern kitchen.

2.1.4.4. Planning of Kaunas in 1931–1939

The years between 1931 and 1939 saw many improvements in urban essentials under mayors Antanas Gravrogkas [1932–1933] and Antanas Merkys [1933–1939]. In the early 1930s, a qualitative improvement in urban planning in Kaunas became evident and bureaucracy had become more effective. Heading the Construction Department from 1930 to 1937, architect Karolis Reisonas prioritised the technical maintenance of existing urban spaces and territories. Paving of principal city streets was undertaken more rapidly, wa-

ter and sanitation lines continued to be installed [completing 78 kilometres of water lines and a 72-kilometre sewage network by 1938], new government and public buildings were constructed in Naujamiestis, and the housing crisis had begun to ease, albeit only slightly [see fig. 442].

Rapid suburban growth led to a second expansion of the city limits in 1931. The new administrative boundary now encompassed the resort area of Aukštoji Panemunė, wider expanses of Aleksotas, as well as the territory of Upper Šančiai, part of the areas of Freda and Marvelė and the district of the former Sixth Fort of the Kaunas Fortress. The area of the city now reached 3,982 hectares [see fig. 443].

The city council also adopted several important regulations. A prominent feature of interwar Kaunas' development associated with modern urban planning was the designation of construction zones. In 1932, five construction zones were designated in Kaunas:

1. All-brick construction zones continued a tradition begun in the 19th century and was driven more as a fire prevention measure and aesthetic choice rather than as an effort to improve the city's functional planning. Already in 1923, the Kaunas City Council decided to include the Old Town, Naujamiestis, and the Karmelitai district in the exclusively brick construction zone and expanded it in 1932 [see fig. A below];
2. Structures in closed-block construction zones were required to be built along the perimeter of the block, adjacent to one another in one continuous line. This type of zoning meant that the central area of the city, first and foremost Naujamiestis, was to develop with multi-storey structures [at least three storeys] following a strict perimetral regular block structure [see fig. B below].
3. In open-plan construction zones buildings were required to be sited away from property lines and incorporate windows on all sides of a given building. Homes in open construction zones

were allowed to be built further back from the property perimeter, helping to shape a garden type cityscape [see fig. 288].

4. Tile roof districts were intended to improve the city's aesthetic appearance and give a legal foundation to the local expression of modernism, which still lacked one of the most important features of that style – flat roofs. Flat or partially flat roofs were considered unsuited to Lithuania's climate zone. It was decided that homes built on hillsides would be more attractive with pitched and ceramic red tile-covered roofs. A special roof type characteristic to modernist architecture of Kaunas was shaped – it is usually a conventional hip, cross hipped or combination roof [30 to 45 degree angle] with a special low slope bottom [15 degree angle]. Also, modernist architects were in favour of designing low slope roofs covered by high horizontal cornices and parapets aiming to create an image of a flat roof [see fig. 351].

5. Zones reserved for industrial development were designated along the Nemunas River, to the west of Kaunas, to avoid the flow of wastewater past the city itself. The growth of enterprises outside the industrial zones was restricted. This approach to zoning was a progressive step in an effort to provide the local population with clean and hygienic living and environmental conditions in the central city [see fig. C below]. As Kaunas became Lithuania's industrial centre, the distribution of a growing number of industrial sites in the city demanded modern solutions. The provision did not function as successfully as expected, however, and the distribution of industrial areas continued to pose problems through the end of the 1930s. Areas such as Karmelitai, Šančiai and Vilijampolė continued to grow and develop as centres of heavy industry. A new industrial district was established in Aleksotas and an industrial suburb emerged in Petrašiūnai, where the city's electrical power station and a large Swedish paper processing factory were opened in 1930.

The combination of aesthetic and functional motivations in zoning principles contributed significantly to the uniqueness

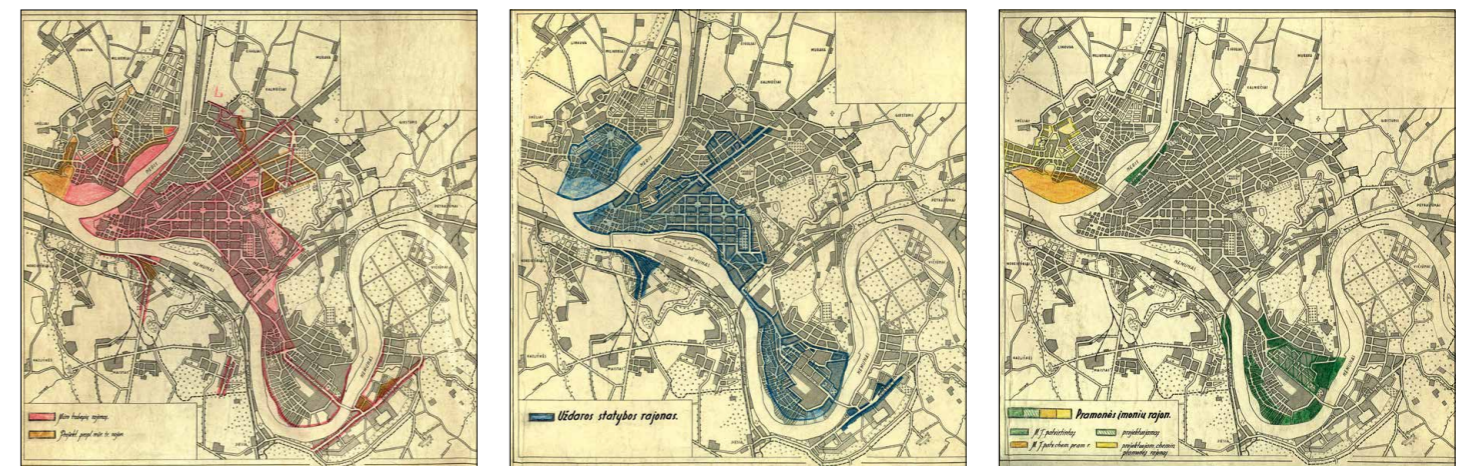
of Modernist Kaunas' cityscape. Functional and material zoning boundaries were redrawn in 1940 to include a new area for the development of the chemical industry.

2.1.4.4.a. The new Master plan [1937]

The beginnings of a surge in urban planning occurred around 1937, when articles on urban planning began to appear with ever greater frequency in the local and national press. The subject was principally explored by younger authors, including foreign-trained architects such as Jonas Kovalskis, Jurgis Getneris, Algirdas Mošinskis, economist Albertas Tarulis, and others. The term 'urbanism' began to appear in the press in 1935 and 1936, though it had been initially introduced into regular usage in the Lithuanian language in 1933 by Antanas Novickis who, as the country's senior construction inspector from 1930 to 1940, initiated the adoption of fundamental urban planning documents in Lithuania's cities.

Kaunas' population grew from 90,000 in 1919 to 154,000 in 1939. On a percentage basis, this was the fastest rate of urban population growth in Eastern Europe recorded in the 1930s, though it was also rather slow in commencing. In 1937, the Kaunas Municipal Construction Department began drafting a new plan for the city which anticipated a future population of 250,000. The plan was placed under the control of architect Jonas Kovalskis, who had recently completed his studies in Paris at the École nationale supérieure des Beaux Arts.

In March 1939, Kovalskis was appointed to head the new Planning Division of the Construction Department of Kaunas Municipality. Known for his holistic approach to planning, Kovalskis not only had a clear vision for the city plan, but also proposed measures to implement it. He considered the low density of urban residents to be one of the city's greatest problems and sought to curb Kaunas' chaotic expansion into its surrounding environs, while at the same time advocated for the incorporation into city limits of as many suburbs as possible in an effort to regulate their development.



Kaunas city plans with designated zones for (A) all-brick construction, (B) closed-block construction, and (C) industrial areas, plans drawn in 1935. Source: Vilnius Regional State Archives.

Democratic principles were also advanced as part of the process. A questionnaire was published in the press offering residents the opportunity to share their own visions of the best way to develop their city, their preferred types and height of construction in the city's districts, ideas for establishing recreational zones, and even their views of the configuration of land allocation.

Though it was staffed with only two engineers, within a few years the Planning Division was able to draft not only a city plan, but also some twenty different reorganisation and new planning proposals. These included reorganisation plans first discussed a decade earlier for such districts as Karmelitai (Industrial Naujamiestis) and a portion of Žaliakalnis and the creation of new representational squares and recreational areas and the beautification of public spaces. Around this same time, proposals to locate symbolic buildings along the city's principal avenues were once again being promoted on a broad scale. The city's most problematic sites from a transportation and planning perspective were iden-

tified and discussed. Plans were undertaken to handle the older neighbourhoods, and to resolve another acute urban problem – the lack of adequate links between the upper and lower sections of the city. The need to finish incomplete city surveying work was also being steadily addressed. One of the most ambitious plans drafted at the time, though only partially implemented, was a detailed proposal for developing Aukštieji Šančiai, which also included a systematic solution for connecting the district with the rest of the city.

Processes taking place on a national scale were also important harbingers of imminent change. In 1939, the National Law on City Land Management was adopted, permitting partial land expropriation and territorial planning reorganisation. That same year, a National Construction Committee was established to resolve the main urban planning issues facing the country and to regulate urban expansion. The provisional capital's last senior engineer,

Juozas Dragašius, who served in his position from 1939 to 1940, also advocated for a swift reorganisation of the city.

2.1.4.4.b. Political change in 1939 and its aftermath

The opening of the most interesting and modern public buildings in Kaunas coincided with the twentieth anniversary of Lithuania's independence in 1938. However, the European political turmoil started to affect the situation. Pressed by a new Polish ultimatum, Lithuania established formal diplomatic ties with Warsaw in March 1938. The public perceived this step by the Lithuanian government as the abandonment of Vilnius, Lithuania's historical capital. Yet, it established Kaunas as the capital of Lithuania. Proposals to construct a new Presidential Palace in Kaunas began. An international competition for the design of a Presidential and Government complex was announced on the eve of World War II and received 51 international entries.

In March 1939, Lithuania lost Klaipėda (Memel) and its region to Nazi Germany. On 10 October 1939, in the early days of World War II, Lithuania finally regained control of Vilnius after signing a mutual assistance treaty with the Soviet Union (fig. 444). According to provisions outlined in the treaty, Lithuania would acquire about one fifth of the Vilnius region, including Lithuania's historical capital, Vilnius, and in exchange would allow five Soviet military bases with 20,000 troops to be established across Lithuania.

After Lithuania recovered control of Vilnius in September 1939, Kaunas continued to be viewed as a 'second capital' and an important hub of transportation and industry. Antanas Merkys, who served as Mayor of Kaunas from 1934 to 1939, was appointed as the government's representative in Vilnius and the Vilnius District. Although many institutions opened branch offices in Vilnius, all official bodies, including the Office of the President, the Cabinet, parliament, ministries, and the university, remained in Kaunas. Independence anniversary celebrations on 16 February 1940 were held in Kaunas.

The treaty with Lithuania was very similar to agreements which the Soviet Union had signed with Estonia on September 28, and with Latvia on October 5. However, the treaty opened the door for the first Soviet occupation of Lithuania in June 15, 1940. Though the first Soviet (June 1940 – June 1941) and subsequent Nazi (June 1941 – July 1944) occupation of Lithuania altered the situation in the country, urban development processes initiated by Kaunas' planning division were continued under its new head, Algirdas Prapuolenis, who oversaw the approval of the first draft city plan in 1942. In March 1943, the city fully incorporated all of its principal suburbs and their surrounding land, consisting of 134 of the city's current 168 square kilometre territory, the largest single expansion of Kaunas' city limits in its history. Continuity in planning was maintained even after the end of World War II: much of the work envisioned by Kovalskis was continued for some time by Feliksas

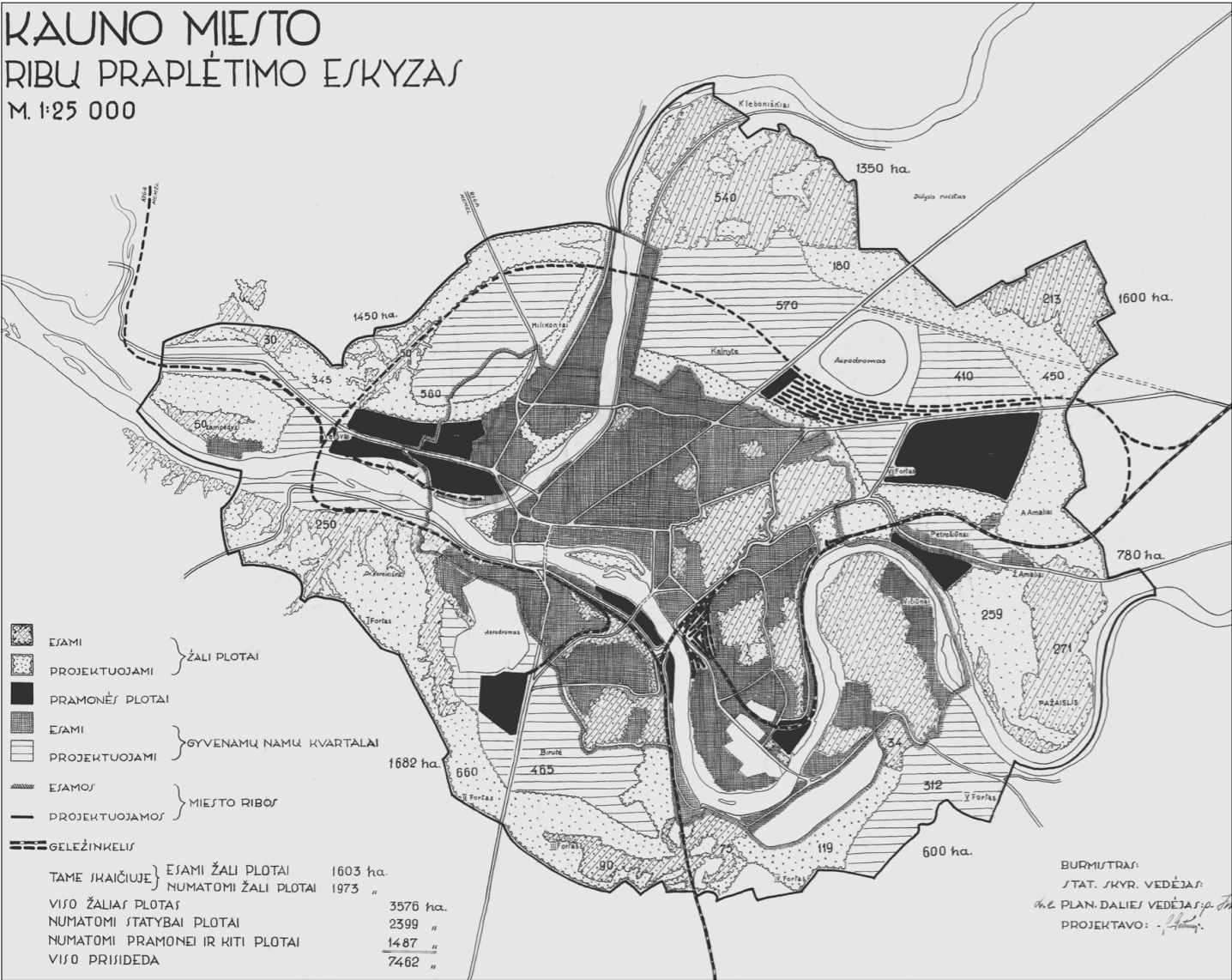
Bielinskis who implemented many of his predecessor's ideas as the city's new senior engineer from July 1944 until 1946.

2.2. Protection and management

The assessment of the potential direct and/or indirect impact of the proposed economic activity towards the nominated property is integrated into general impact assessment procedures such as Strategic Environmental Assessment (SEA) or Environmental Impact Assessment (EIA) which are mandatory for the planning documents and the projects of larger scale under the national law. The assessment procedures should be carried out by the organiser of the planned economic activity. The solutions of the SEA or EIA documents should be made public through consultation and information process, and approved by state institutions (as well as Cultural Heritage Department under the Ministry of Culture; hereinafter – the Department) and municipal executive bodies.

We should note that other legal mechanisms are also in place that help to safeguard the preservation and character of the nominated property. The protection of the nominated property and its buffer zone, the development of these areas and activity undertaken within them is ensured and regulated by national legislation and applicable national and local strategic and territorial planning documents. All the projects have to be made public and for cultural heritage properties heritage protection (special) expertise must be carried out before issuing a conservation or building permit. The Department can also request for an additional visual heritage impact assessment of projects of bigger scale, based on the main observation points system (recent projects assessed were: M. K. Čiurlions Concert Centre, Mokslo Sala Museum and a bridge towards the Nemunas island [buffer zone]). Impact towards cultural heritage also could be carried out while performing feasibility study, especially if the study is performed for the culturally sensitive site [e.g., the feasibility study for the adaptive reuse of the iconic Kaunas Central Post Office, carried out by the Ministry of Culture in 2021]. Currently, the feasibility study for Lower Freda, located in the buffer zone of the nominated property is carried out while analysing the impacts for Naujamiestis, in order to safeguard the visual connection of the slopes as well evaluate functional and social impacts.

The Heritage Impact Assessment (hereinafter – HIA) has been carried out in several exceptional cases (about 10 cases since 2013, including sites in Neringa and Vilnius) following the international recommendations (ICOMOS, 2011). We should note that to strengthen protection of the World Heritage properties, in 2021, the Ministry of Culture initiated the process for integration of the provisions of the Convention into national law to ensure better protection of the listed properties and create better administrative, legal and financial conditions. The proposals also comprise the integration of the HIA procedures.



The Master plan of Kaunas by Marius Frandsen was approved by the Kaunas City Council on July 5, 1923 as the schematic development plan for Kaunas. Lithuanian Central State Archives, f. 1622, ap. 4, b. 1090, p. 8.

No.	Unique code on the National Register of Cultural Heritage	Title	Address	Construction date, architect and style	Listing document (date and no.)
1.	44854	The Kaunas Jewish Realgymnasium	Kęstučio g. 85, Kaunas [Naujamiestis]	1931; Baruch Kling; Modernism	2020-12-07 VTA Nr. KPD-SK-436
2.	45562	Jokūbas and Giršas Beregovskis apartment building	Kęstučio g. 79, Kaunas [Naujamiestis]	1934; unidentified; Modernism	2021-07-26 VTA Nr. KPD-SK-446
3.	45367	State printing house “Raidė” building	K. Donelaičio g. 81, Kaunas [Naujamiestis]	unidentified; Modernism	2021-04-21 VTA Nr. KM-RM-100
4.	45751	Mauša and Natanas Feinbergas family apartment building	K. Donelaičio g. 79, Kaunas [Naujamiestis]	1929; Leonas Ritas; Modernism	2021-01-25 VTA Nr. KPD-SK-442
5.	44856	War invalides’ committee apartment building	K. Donelaičio g. 75, Kaunas [Naujamiestis]	1934-1935; Jonas Acus-Acukas and Jonas Kriščiukaitis; Modernism	2020-10-19 VTA Nr. KPD-SK-431
6.	46086	Ona and Mykolas Chmieliauskas apartment building	K. Donelaičio g. 45, Kaunas [Naujamiestis]	1938; Stasys Bukovskis; Modernism	2020-11-09 VTA Nr. KM-RM-92
7.	46087	Antanas Zubrys apartment building	K. Donelaičio g. 47, Kaunas [Naujamiestis]	1938; Romanas Steikūnas, Izaokas Braudė; Modernism	2020-11-09 VTA Nr. KM-RM-93
8.	46093	Elena and Benediktas Prekeris apartment building	K. Donelaičio g. 49, Kaunas [Naujamiestis]	1936-1937; unidentified; Modernism	2020-11-09 VTA Nr. KM-RM-94
9.	46097	Juozas Lukauskas apartment building	K. Donelaičio g. 53, Kauno m. [Naujamiestis]	1927; Grigorijus Gumenikas; Modernism	2020-11-09 VTA Nr. KM-RM-95
10.	44992	An apartment building	S. Daukanto g. 8, Kaunas [Naujamiestis]	1926-1931; Jonas Salenekas; Modernism	2021-02-08 VTA Nr. KPD-SK-445
11.	45560	The National Health Insurance building	A. Mickevičiaus g. 4, Kaunas [Naujamiestis]	1935; Vytautas Landsbergis-Žemkalnis; Modernism	2021-01-11 VTA Nr. KPD-SK-439
12.-14.	46296: 46297 46298	Kostas Petrikas apartment building with a garage: Apartment building Garage	E. Ožėškienės g. 33, Kaunas [Naujamiestis]	1937; Arnas Funkas; Modernism	2021-11-29 VTA Nr. KPD-SK-450
15.	44891	Malke Bruskienė apartment building	K. Donelaičio g. 78, Kaunas [Naujamiestis]	1933; Noah Ber Joffe; Modernism	2021-01-11 VTA Nr. KPD-SK-437
16.	44957	Pranė Dubinskaitė	V. Putvinskio g. 22, Kaunas [Naujamiestis]	1938; Leiba Zimanas; Modernism	2020-10-19 VTA Nr. KPD-SK-430
17.	45366	Colonel Juozas Musteikis apartment building	K. Donelaičio g. 15, Kaunas [Naujamiestis]	1929; Edmundas Frykas; Modernism	2021-06-17 VTA Nr. KM-RM-102
18.-20.	44901: 44823 44902	Jonas Rinkevičius apartment building with a garage: apartment building garage	Lydos g. 3, Kaunas [Naujamiestis]	1935; Aleksandras Godevičius; Modernism	2020-09-25 VTA Nr. KM-RM-88
21.	44824	Ona and Jonas Mašiotas apartment building	Lydos g. 4, Kaunas [Naujamiestis]	1939; Jonas Mašiotas; Modernism	2020-09-25 VTA Nr. KM-RM-89
22.	45937	The Chamber of Agriculture	K. Donelaičio g. 2, Kaunas [Naujamiestis]	1931; Karolis Reisonas; Modernism	2021-01-25 VTA Nr. KPD-SK-440
23.	43751	Apartment building	Parodos g. 1, Kaunas [Naujamiestis]	1931; Baruch Kling; Modernism	2020-10-19 VTA Nr. KPD-SK-432
24.	44843	Aleksandra Radzickienė apartment building	Laisvės al. 2, Kaunas [Naujamiestis]	1938; Karolis Reisonas; Modernism	2020-11-09 VTA Nr. KPD-SK-434
25.	45938	Liucina Blažienė apartment building	Trakų g. 1, Kaunas [Naujamiestis]	1931; Mikas Grodzenskis; Modernism	2021-01-25 VTA Nr. KPD-SK-441
26.	45869	Apartment building	Trakų g. 3, Kaunas [Naujamiestis]	1932; Mikas Grodzenskis; Modernism	2021-06-17 VTA Nr. KM-RM-103
27.	45896	Lithuanian cooperative union “Lietūkis” headquarters	Vytauto pr. 43, Kaunas [Naujamiestis]	1931; Karolis Reisonas; Modernism	2020-11-09 VTA Nr. KPD-SK-433

28.	44955	Hotel “Locarno”	Vytauto pr. 2, Kaunas [Naujamiestis]	1930; Aleksandras Godevičius; Modernism	2021-01-11 VTA Nr. KPD-SK-438
29.	45368	Jonas Dereškevičius house	Minties Rato g. 24, Kaunas [Žaliakalnis]	1928; Ignas Gastila;	2021-01-25 VTA Nr. KPD-SK-444
30.	45890	Adolfas Jančauskas villa	Minties Rato g. 51, Kaunas [Žaliakalnis]	1935; Jonas Varneckis; Modernism	2021-01-25 VTA Nr. KPD-SK-443
31.	44890	Petras Leonas apartment building	K. Donelaičio g. 77, Kaunas [Naujamiestis]	1924, 1929; Edmundas Frykas, Leonas Ritas; Art Deco	2020-10-19 VTA Nr. KPD-SK-429
32.	46939	Jonas Augevičius apartment building	P. Višinskio g. 2, Kaunas [Buffer zone]	1938; Osvaldas Tilius; Modernism	2021-09-10 VTA Nr. KM-RM-105

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