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Public and Private Roles in Historical Inner City Revitalization

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- 2, 4. Paramaribo (Suriname), façade view Maagdenstraat 50-52; Collection Cultural Heritage Agency of the Netherlands, Amersfoort.
3. Historic inner city of Amsterdam, the Netherlands. Photo on website: http://hdwallpaperhub.net/wallpapers/l/1366x768/112/holland_the_netherlands_bridges_cities_cityscapes_1366x768_111543.jpg
5. Historic inner city of Jakarta, Indonesia. Photo by Peter Timmer.
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Public and Private Roles in Historical Inner City Revitalization

Being an exploration of public and private roles in historical inner city revitalization, this study is carried out to support the so-called Shared Cultural Heritage countries in their ambitions for urban renewal. In the context of its Shared Cultural Heritage Programme, the Cultural Heritage Agency works closely together with Australia, Brazil, India, Indonesia, Japan, Russia, South Africa, Sri Lanka, Suriname and the United States. One of the main themes within this programme is the revitalization of historical inner cities in need of rehabilitation. This is not without reason. Several Shared Cultural Heritage partner countries have ambitions in this direction, while in the past fifty years, the Netherlands gained much knowledge and expertise on revitalization of historic inner cities and urban renewal. Striking element of inner city revitalization in the Netherlands is the tremendous impact of private sector initiative. That makes us curious about the distinctive roles of public and private sectors in historical inner city revitalization. Are there insights that can be generated to the benefit of the partner countries? Public role or public sector refers in this study to the government (central, regional, local) in a broad sense, including public agencies, also those at arm length. The private sector encompasses all that is not public, and consist of market (business) and civil society including NGO's.

This study answers three main questions. First, what shapes local context for the involvement of public and private parties? To understand public and private involvement in the local context a model is developed that combines two axes, resulting in four quadrants. The potential involvement of the public sector i.e. government is reflected on the horizontal or x-axis and the potential of the private sector on the vertical or y-axis. The stance of government in revitalization can either be strong in capacity with the likeliness to be active on conservation or restraint in capacity with the likeliness to be passive on conservation. Likewise, the stance of the private sector can be seen as strong in capacity with the likeliness to be active on conservation or restraint in capacity with the likeliness to be passive on conservation. The resulting four quadrants roughly reflect possible variations in local context with regard to the public and private playing field. From the viewpoint of the supporter it will make a difference which scenario is assumed to reflect the local situation and thus what strategy and supportive activities are deemed most appropriate.

From this understanding of local playing field the study proceeds to the responsibilities of public and private roles. Public and private parties are assumed to have distinctive

roles. On the part of the public role five main responsibilities are identified with regard to initiating and furthering historical inner city revitalization: *protection of historic core/ built heritage; masterplanning and developmental strategy; realization and city management; market maker; public awareness and education*. On the part of the private role responsibilities are: *compliance; user group as consumer, resident, visitor or worker; heritage commercial and social enterprise; donor and volunteer; evaluator*. This is an ideal-typical picture: in reality, roles are not static. Although the extent depends on local context, there is interconnection between public and private roles. In general they can activate and stimulate each other. For instance, the government influences private behavior by rules, guidelines, procedures and facilities. Likewise, the private sector can evoke governmental response by its behavior. Another characteristic is interdependency. Governments can be confronted with limited resources, fragmented ownership and other limitations to realize their ambitions for revitalization. On the other hand, private owners might be willing to contribute to improvements of their property but may not always have the means to do so. Cooperation of public and private parties could then be beneficial for both sectors. In practice we are witnessing an evolution in roles. Especially in more developed nations, a shift has taken place with regard to components of the public role. For instance, masterplanning as a blue-print with fixed outcomes has been replaced by a more global vision, in which several stakeholders can play their parts. In this respect, the public role has shifted towards paying more attention to the process. The grouping of (ideal-typical) responsibilities gives an overview of potentials.

The third question dives in more detail into how private actors can contribute to the conservation of endangered built heritage in inner cities – particularly from the role element as social entrepreneur. In this respect four challenges are identified: *safeguarding the built heritage either by acquiring, restoring and exploitation or supporting actions of owners in the desired direction; raising (extra) funds to finance the operation, including in some cases excessive costs of restoration (feasible exploitation), and related expenditures for instance for promotion; capacity building on restoration skills and crafts; raising public awareness and broadening the support base for conservation*. The aim of the third question is to identify promising models to respond to aforementioned challenges. To that end organizational models in public, private and public-private domains are grouped in an overview. Following from that, promising vehicles from private actors' perspective to respond to built heritage challenges are identified. These promising models are illustrated with case histories in various Shared Cultural Heritage countries. The aim of this study is not only to inform but also to inspire practitioners in the field of urban renewal.



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Heritage plays an increasingly imperative role in the evolution of the present-day city. This is understandable because heritage is an asset which can strongly support inner city revitalization. Here lies an opportunity for the Shared Cultural Heritage Programme of the Cultural Heritage Agency of the Netherlands, which is executed in close cooperation with counterparts in other countries. One pillar of this programme is the revitalization of historical inner cities. Many cities in the so-called Shared Cultural Heritage countries are under severe pressure, some of which have also inner cities in need of rehabilitation. One of the aims of the Shared Culture Heritage Programme is to support historical inner city revitalization by exchange of knowledge and expertise. To serve that purpose it is essential to know more, for instance, about the roles of public and private parties in the revitalization process.

From that perspective a research was commissioned by the Cultural Heritage Agency of the Netherlands on public and private roles in the revitalization of historical inner cities. The research was executed by August Choenni, expert in social and economic research. His study focuses on what efforts private actors can contribute to conservation of built heritage in inner cities.

I am sure the results of this study will be of interest to you. It does not only clarify conceptual matters but also takes us to what is happening on the ground. The given examples of promising organizational models are not only presented to inform but also to inspire. I wish you pleasure in reading and a lot of inspiration for your own practice on conservation of built heritage and revitalization of inner cities.

Jean-Paul Corten
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Cultural Heritage Agency of the Netherlands

1. Introduction

Revitalization of historical inner cities is beneficial

Revitalization of historical inner cities has manifold gains. First there is the intrinsic value of historic continuity and monumental beauty. Secondly, conserved historic inner cities may provide source for residential identity and pride. Once the process of revitalization is started there will be improvement of employment opportunities and of working, living and safety conditions. The impact can go even further. Preservation of historical characteristics, alongside restoration and reuse of monumental buildings and other appropriate measures in public space and infrastructure could add specific charm and distinction to the historic core, making the inner city of added value for business to settle and investments to materialize. Visitors may be impressed by the historic sight and its experiential value. Rehabilitation of the heritage asset could act as an impetus for transformation of neglected and decayed inner cities into lively and vibrant residential and economic spaces and boost opportunities for citizens, the business community and visitors. As a result government may reap higher taxes and in the long run earn back investments. Apart from the historical value, the conservation and revitalization of historic inner cities may thus also be sound 'business cases', generating positive economic, social and revenue impact.¹

These blessings of conserved historic inner cities are overwhelmingly present in our world today, take for instance Amsterdam, Rome, Istanbul, and many other cities. Some

¹ Recognition of the historical importance and valuation of its charm seem to have increased in the more recent past and is very likely also connected to "the rise of the creative class" (Florida, 2002, 2005; Rypkema 2005; Geurts & Corten, 2014).

quotes from different parts of the world illustrate the strong case for historic conservation:

"Numerous recent studies across many states in the U.S., as well as many more at the local level, have measured the economic impact of historic preservation activity and have concluded that preservation-based neighborhood revitalization has produced significant economic benefits to cities, towns, counties, school districts and states. Not only does the increased property tax base create measurable benefits for the community, but also the increased sales tax revenues generated from construction activity and rising living standards in inner city neighborhoods substantially benefit the immediate community." (Final report Oklahoma City Historic Preservation, 2002.)

"If revitalization of the historic urban core of Asia's great cities is to occur at all, or is to be sustained, its foundation must be that of economic efficiency rather than sentimentality. It is thus little wonder that the economic aspects of revitalization initiatives dominate discussions of urban revitalization. Bever (1983) argues that the most important benefits of preserving a city's historic heritage are economic. These include employment creation, stimulating commerce, and the obvious truism that it costs less to rehabilitate a building than to construct a new one. Stripe (1983) adds to this the psychological benefits of urban revitalization initiatives. [...] In sum, the ultimate objectives of urban revitalization projects are an expanded potential for economic development, improved quality of life for residents of historic urban centers, and conservation of built and cultural heritage in a manner that promotes income growth." (Asian Development Bank, 2008.)

"Historic buildings are the gems of a city, the legacy of history and culture and a testimony of social changes. They give a sense of belonging and reinforce cultural identity among the community." (Report on the Policy Review on Conservation of Built Heritage, Antiquity Advisory Board, Hongkong, 2014.)



Photo 3: Historic inner city of Amsterdam, the Netherlands.

Shared Cultural Heritage Programme

Heritage-led revitalization is the central theme in this report. The focus is on historical inner cities of countries in the Shared Cultural Heritage Programme of the Cultural Heritage Agency of the Netherlands. The Cultural Heritage Agency is working closely in this programme with ten other countries² to exchange knowledge and expertise in the heritage field on areas of mutual interest. One of the main themes within the programme is the revitalization of historical inner cities that are in need for rehabilitation. The choice for this main theme is not without history. In the past fifty years, the Netherlands has accumulated much knowledge and expertise on revitalization of historic inner cities and urban renewal. Some countries in the Shared Cultural Heritage Programme have likewise ambitions. For instance cities as Jakarta and Paramaribo are characterized by dilapidated historic buildings and other symptoms of decay in their historic inner city. Public and private sectors in Indonesia and Suriname are willing to revitalize these cities.

The exchange of knowledge and expertise is being done to support the needed revitalization, which is as stated above worthwhile from diverse perspectives. In addition to current ongoing activities in some of the Shared Cultural Heritage countries a study has been conducted on the role of private and public parties in historic inner city revitalization, aiming for a broadening of the knowledge base. Again, the topic is not without history. The historic inner city of Amsterdam would not be what it is today without the crucial role of private initiative. That applies also to other revitalized historic areas in the Netherlands.

Private sector as high potential in regeneration process

Of course, the government is an undeniable actor in urban policy and city management. But the example of Amsterdam shows us what could be the importance of the private parties. It goes almost without saying that transformation of neglected and decayed historic inner cities into vivid and vibrant public and economic places with preserved historic characteristics is by no means an easy task. Various stakeholders must act in the desired direction, resources must be available and a lot of other requirements must be in place. The role of government is of utmost importance. Ideally there should be political will to conserve and revitalize the historic inner city, con-

verted into legislation and plans to realize. Experience tells us though that governments may not always be in the position as ideally desired. And this may be the more so in developing nations. Therefore, the question what the role and contribution of the private sector could be is relevant. And what is a good practice to lean on? Of interest is also what the potential of the public role could be and its interaction with the private role. Exploration of these questions may give more understanding to what extent public and private involvement can be expected given the local context. And thus which supportive activities could be appropriate.

To revert back to the case of Amsterdam, the evidence illustrates the big role of private initiative in conserving historic houses and reversal of the playing field of conservation versus demolition (Balk, 1981). In the fifties of the last century the city of Amsterdam was considering to at least partly demolish decayed sections of the inner city and redevelop these into business districts. In the same decade, an initially small group of concerned citizens started to conserve small dilapidated historic houses in the inner city. A special private company was established for this purpose, named *Amsterdamse Maatschappij tot stadsherstel nv* (later renamed: *Stadsherstel Amsterdam NV*)³. The company established in 1956 served this end of conservation by acquiring run-down historic buildings, restore them as much as possible in the original state and rent them out to tenants. In this way the maintenance was kept in the hands of the company and long term preservation was safeguarded. Initial capital for the company came from a small group of concerned and well-to-do citizens. The circle of shareholders was extended later to banks, insurance companies and even city government bodies. In due time, the company could also make use of subsidies, grants and donations by citizens. Together with the income from rentals the capital could be used to acquire new properties. In short, in the sixties and seventies the cause of conservation and adaptive reuse was picked up by activist and protest groups, and also the city government began to appreciate conservation and reuse as a viable and sound option in urban renewal. The much applauded historic inner city of Amsterdam of today has thus been co-safeguarded by private efforts. Private intervention helped to reverse the stance of the city government on conservation versus demolition. This Amsterdam model of private contribution to built heritage conservation has spread to many other towns in the Netherlands.

² Australia, Brazil, India, Indonesia, Japan, Russia, South Africa, Sri Lanka, Suriname, and the United States.

³ 'Stadsherstel' means city repair or renewal.



Photo 4: Paramaribo (Suriname), façade view Maagdenstraat 50-52.

In general, public and private parties do have different interests to conserve and revitalize. The ambition of governments is to improve living, working and other conditions for its citizens. Conservation of built heritage and revitalization of the inner city fits this ambition for improvements. At the same time, governments can be confronted with limited or scarce resources, fragmented ownership and other limitations. On the other hand, private owners and other private bodies are mostly willing to contribute to improvements of their property or to built heritage conservation and city appearance.⁴ However, they do not always have the means to do so. Cooperation of public and private parties is highly desirable for the benefit of both parties. That does not mean that the conditions for cooperation will always be there. The local context for involvement of public and private parties may vary.

Study of public and private roles to broaden knowledge base

Questioning the roles of public and private sectors on historic inner city revitalization relates first to context: what shapes local context with respect to the degree of involvement of public and private parties in historic inner city revitalization. Secondly, it touches upon the substantive aspects that the public and private roles could ideally have (content of the roles). Furthermore, keeping in mind the interest in operational opportunities from private

actors perspective, it is relevant to know more about promising instruments with respect to the private role. These three questions have been explored in this study, and are summarized as follows:

- What is the context of public and private involvement in relation to historic inner city revitalization?
- What are substantive aspects of the public and the private role in historic inner city revitalization?
- What are promising instruments from the private role that can contribute to conservation of built heritage in inner city areas?

Terms and definitions

Before proceeding to the results of this study some demarcations on terms and definitions are needed. For reasons of simplicity and oversight the dichotomic distinction public and private is being used. The public role or public sector refers to the government (central, regional, local) in a broad sense, inclusive of public agencies, also those at arm length. The private sector encompasses all that is not public, and consists of market (business) and civil society including NGO's. The civility segment (including NGO's) is also referred to as 'third sector' in the literature (public being first and market/business being second; Macdonald & Cheong, 2014). Widely used is also private for-profit sector and private non-profit. In the third chapter we will discuss the term public-private.

⁴ Although there could also be owners who care less for the heritage and are more interested in demolition and 'lucrative' new construction.

According to grammarist.com:

“The words [historic and historical] were originally synonyms – with historic developing second as a shortened historical – but they began to diverge in meaning around the 18th century, and the difference has solidified over time. They are still occasionally mixed up, but the differentiation is now so well-established that using one in place of the other is likely to strike many English speakers as wrong.

Buildings, villages, districts, and landmarks deemed historically important are often described as historic because they are historically significant in addition to being of or related to history. Societies dedicated to recognizing and preserving these things are called historical societies because they are concerned with history but not momentous in themselves.”

Although we can follow this reasoning, within the scope of this study we will use the words ‘historic’ and ‘historical’ more or less as interchangeable.

Historical inner city refers to that part (or parts) of the urban space that contains most of the historic fabric and structures. It can, but not necessarily, be formally designated as such by government. Other likewise terms being used are historic urban area or historic urban core.

Revitalization is used as the umbrella term to cover efforts to conserve or preserve historic structures, artifacts and buildings in the designated area; along with economic stimulating and other appropriate measures in public space, infrastructure and environment (also known as integrated conservation).

Revitalization can either be the outcome of the realization of a designed masterplan, strictly coordinated or as result of a more organic process whereby several actors and efforts are involved and only some part may be deliberately planned. The term revitalization will be used as encompassing all the elements of improvements, including social measures, strengthening economic functions, preservation, adaptive reuse and other complementing measures of public space management and environment.

Scope of the study

The study has an exploratory character. The direct aim is to explore public and private roles on relevant aspects to get more basis for supportive actions in the Shared Cultural Heritage Programme. Conceptual aspects as well as practices have been explored. At the conceptual level a model has been designed to better understand the local context of public and private involvement in relation to historic inner city revitalization. Also the content of the distinctive roles of public actors and private actors has been clarified. On instrumental level promising organizational vehicles with the potential to effectively contribute to conservation of built heritage from private actors’ perspective have been identified. Examples in practice are presented.

The study has been conducted by August Choenni, during a period of six months, at the request of the Cultural Heritage Agency of the Netherlands. The information gathering has been done on the basis of literature, observations, interviews, working visits and workshops.



Photo 5: Historic inner city of Jakarta, Indonesia.

2. Local context of public and private involvement

Of course, government is an undeniable actor in urban policy and city management. But the example of Amsterdam has shown us what could be the importance of the private sector, even to the point that it can contribute to reversal of the city stance. The question is what could be expected as involvement from the public and the private roles at a given point of time with regard to historic inner city conservation. Is it the government that has the lead or is it the private sector or possibly none? It is important to get an impression of the playing field to establish what supportive activities would be suitable or fitting. The potential involvement of public and private sectors in a given local situation will be roughly reflected by the construction of a diagram which is composed of two axes. The diagram sketches four possible contextual scenarios.

Two axes four quadrants

The potential involvement of the public sector i.e. government is reflected on the horizontal or x-axis and the potential of the private sector on the vertical or y-axis. The stance of government in revitalization can be strong in capacity with the likeliness to be active on conservation or restraint in capacity with the likeliness to be passive on conservation. On the other hand, also the stance of the private sector can either be seen as strong in ca-

capacity with the likeliness to be active on conservation or restraint in capacity with the likeliness to be passive on conservation. Combining both axes generates four quadrants which are roughly assumed to reflect possible variations in local context with regard to the public and private playing field. The level and nature of involvement of public and private with respect to the historic inner city differs in the four contextual situations. From the viewpoint of the supporter it will make a difference which scenario is assumed to reflect the local situation. The four quadrants are clarified below:

Quadrant 1

Strong capacity strong proactive government along with strong capacity proactive private involvement (participatory governance and private inclusiveness). This context scenario gives the best breeding/seeding ground for conservation and revitalization. This is the most sustainable situation for historic inner city conservation.

Quadrant 2

Strong capacity proactive government along with restraint capacity passive private involvement (steering government and private passive receptiveness). In this context scenario there is strong government pushing its own conservation and revitalization goals but with an unanimated private involvement.

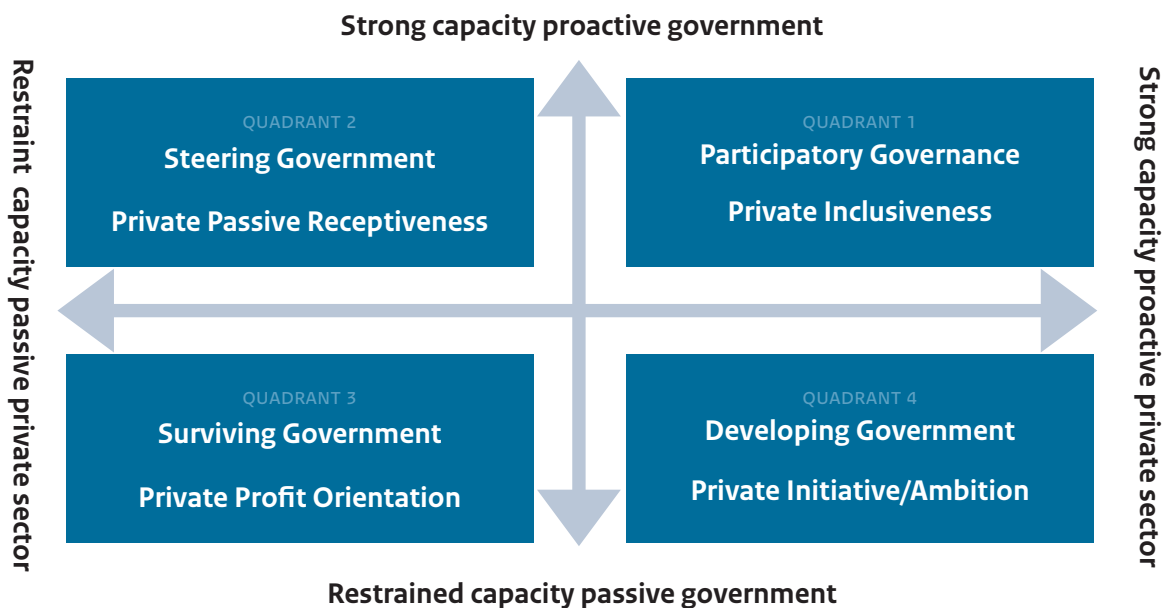


Figure 1: Public and private role involvement in historic inner city conservation.

Quadrant 3

Restraint capacity passive government along with restrained capacity passive private involvement (surviving government and private profit orientation). This is the least desirable scenario for historic inner city conservation. Government is inert whereas the private sector is roughly only in for cherry-picking.

Quadrant 4

Restrained capacity passive government along with strong capacity proactive private involvement (developing government and private initiative/ambition). This is the contextual scenario where notwithstanding government passivity the private sector can make a huge difference. It is possible that a viable private sector is able to influence government towards a more favorable stance. Of course government should at least not deliberately oppose private initiative.

Model of public and private role involvement

The model gives thus insight in scenarios that are possible with respect to potentials of government and private sector involvement in historic conservation. The scenarios clarify the breeding and seeding ground for historic inner city conservation in the local context. The local context is important in considering the type of supportive actions for historic inner city conservation. It is apparent that in a quadrant 3 scenario one should focus and choose another strategy than in a quadrant 1 scenario. Certain supportive activities are more feasible or suitable in some contextual scenarios than others. The model may be used as an aid to think about strengths and weaknesses of public and private involvement and thus potentials and opportunities of public and private sector in a city context. Supportive activities can be geared to the local context. The model can also be seen as a tool to look at what would be a desirable quadrant to proceed to from the status quo (for instance from quadrant 4 to a quadrant 1 situation).

3. Substantive aspects of public and private roles

Public as well as private parties can contribute to historic inner city revitalization. Revitalization may comprise various interventions, varying from social and economic measures, preservation of historic houses and other built heritage to refurbishment of public space, filling in with appropriate amenities, infrastructural measures etc. In fact, transformation of a neglected and decayed inner city into a lively and vibrant residential and economic space boosting opportunities for citizens, business community and visitors requires specifically focused policy and planning. Normally the government has the upper hand in this process. Of course transformation could also be the result of a more organic process whereby the private sector plays an initiating role. Ideally public and private sector can be assumed to have own roles in the process, implementation of which can vary depending upon circumstances.

Interconnection between public and private roles

Anyway there is interconnection between the public and the private role. They can activate and stimulate each other. For instance, the government influences private behavior by rules, guidelines, procedures and facilities. Likewise, the private sector can evoke governmental response by its behavior. In relation to historic inner city conservation this interplay is also present.

Depending upon the type of the regulatory framework of the country, the public and the private domain may be more or less defined. Nevertheless there can be cross-overs. If the public role is not fully developed, there may be complementary or substitute activities from the private sector and vice versa.

Now, what would be ideally substantive aspects of the public role and the private role in historic inner city conservation?

The public role

Protection of historic core/built heritage

A key aspect of the public task should be to protect the historic core of the inner city by ordinance or another type of legal assignment. The legal protection should provide rules or guidelines for usage or change of the historic site and the buildings and objects. Also a zoning plan should clarify the aim and the possible functions of the historic inner city.

Master planning and developmental strategy

Subsequently a plan must be designed what to do to achieve the assigned status of the historic inner city and how to achieve that, as part of an integral plan ('integrated conservation'). The masterplan involves all

the elements of improvements, including social measures, strengthening of economic functions, preservation, adaptive reuse and other complementary measures of public space management and environment. It may also encompass all the steps to be taken to achieve the objectives, set up of structures for implementation and specific measures as tax incentives, financial arrangements and so on. In the past period, especially in more developed nations, a shift took place towards presentation of a more global vision, whereby several stakeholders can play their part, instead of blue-prints with fixed outcomes. The shift in public role is one of paying more attention to process.

Realization and city management

It goes without saying that a crucial aspect of the public role is the implementation of the plan and the subsequent management. Part of it is the inspection and monitoring function to ensure that the rules are observed and enforced.

Market maker

Important in the public task is the relation with the private sector among others for commissioning and delivery of services. There should be healthy market and level playing field.

Public awareness and education

Not to neglect is the public task of raising public awareness of the treasure of the historic inner city, events and activities which are taking place and other peculiarities. The heritage of the historic inner city should also be part of the curriculum of primary education.

The private role

Compliance

In order to maintain and enhance the status of protected heritage, private players should observe the prescribed rules and procedures. Part of the premises – if not most – are in private hands and at least they should not act in a way that harms the cherished historic character of their properties. Owners and others should comply to the standards set out.

Consumer Resident Visitor Worker

The zoning plan and the related masterplan for the historic inner city are intended to develop appropriate functions and provisions in the historic inner city. The private segments are the considered counterparts to fill in these functions as intended user groups. That means for instance that there could be an expectation that citizens shop not only in malls at the outskirts of the city, but also in its historic core. The more the historic inner city re-

takes its charm with appropriate provisions also in the sphere of infrastructure, the more it will become attractive for that purpose.

Heritage commercial and social enterprise

Private parties can make a major contribution to conservation and revitalization by investing and entrepreuring in heritage related ventures. Investments can be made for instance in built heritage conservation projects. Commercial-oriented entrepreneurship or so-called social entrepreneurship can provide impulses to the course of heritage conservation. Several types of heritage social enterprises can be set up: the purpose is non-profit, the company is private owned and run as a business. Numerous are the examples of this type of social enterprises contributing to the heritage cause in developed countries as well as in developing nations. NGOs can have a major stake in this. The aforementioned NV Amsterdam Stadsherstel (City Restoration Company) is such a social enterprise with the aim to acquire, restore and exploit historic premises. Providing loans under favorable conditions is another strand.

Donor and volunteer

Private donations serve as an important source for heritage financing. Donations can take many appearances. Individuals and private companies may give on their own behalf, thereby stimulated and facilitated by tax incentives and fiscal regulations. Donations may also come from wills and legacies. Donations can also be organized as one-time or structural fundraising. Structural fundraising may be for instance in the form of a charity, lottery, a society (of friends), crowdfunding or national trust. Another form beside money-donation is volunteerism. That resource potential of the heritage sector is another major contribution from the private role. In fact, most heritage project will not survive without the volunteer factor. A welcome spin-off of donations and volunteer structure is broadening of the supportive basis.

Evaluator

The civic society and other private layers may contribute to the cause of the conservation and revitalization by following and monitoring critically what is happening with the treasure of the historic inner city. This can be done by columns and articles in media, discussion groups, debates and artistic expressions. In addition, they play an important role in raising and gaining commitment.

4. Promising instruments from private actors perspective

Now we will look at promising instruments – with reference to the substantive aspects of the private role – to contribute to conservation and revitalization from an organizational stance. In order to explore organizational instruments we will go first into the challenges that are at stake. After sketching an organizational typology, we will present some promising organizational vehicles on the private part to contribute to conservation and revitalization. The vehicles will be illustrated by practical examples in the Netherlands and other Shared Cultural Heritage countries. The organizational vehicles can be considered as recommendations of this study.

Important challenges in conserving built heritage in inner cities

Usually a great deal or most of historic premises in inner cities are in private hands. Private ownership will have to observe specific rules and guidelines when the location is chartered as heritage strip. The ordinance will bring some obligations. It will be possibly hard for private owners to fulfill acts of preservation, or it may be that they are of the opinion that it is not in their interest. Private players within the civic society can take the lead in protecting this interest. There are four main challenges that are roughly to be tackled in this respect:

- Safeguarding the built heritage either by acquiring, restoring and exploitation or supporting actions of owners in the desired direction.
- Raising (extra) funds to finance the operation, inclusive of in some cases excessive costs of restoration (feasible exploitation), and related expenditures for instance for promotion.
- Capacity building on restoration skills and crafts.
- Raising public awareness and broadening the support base for conservation.

Organizational instruments

What are possible and suitable organizational instruments from the private sector perspective to utilize for these tasks? For a good overview it is useful to classify first the type of organizations that could be involved in built heritage conservation. Figure 2 presents a basic typology of organizations. The typology is constructed along two dimensions; on the one hand the purpose of the organization and on the other hand the domain. Purpose is seen as either not-for-profit or for-profit provision of goods, services or funds. Domain consists of public, private or public-private.

| Purpose | Domain | | |
|-------------------------------------|--------------------|--------------------|---|
| | public sector | private sector | public-private |
| not-for-profit services/goods/funds | public agencies | social enterprises | social enterprises |
| for-profit services/goods/funds | public enterprises | private firms | publ-priv prtntships (delivery by private firm) |

Figure 2: Basic typology of organizations involved in built heritage conservation.

Organizational types involved in built heritage

Public agency

Governments mostly organize their activities through public agencies. Also in the field of heritage public agencies will normally assist and execute public policy. In the case of revitalization or conservation the public agency will have a primary role in the conversion of public policy into programmes and actions. It may be that the public agency cooperates with or commissions specialized private firms or social enterprises.

Public enterprise

Certain government tasks are executed by enterprises which are owned and controlled by the government. The public enterprise is operated as a business and may for instance operate to deliver public utilities. It is possible that heritage related companies in the recreational sector have the model of a public enterprise.

Private social enterprise

Non-governmental organizations may be considered as an important class of the private social enterprise. Key is that a social aim is served by an organization which is established by private parties. They are functioning independent of public bodies. In the heritage field this organizational type is very common.

Private firm

The private firm as we know has a commercial base. Specialized private firms can also be active in built heritage on their own or contracted for delivery of various services or goods.

Public-private social enterprise

A specific category is where public body and private parties are working together to reach common social goals. Both are participating in the board of the organization.

Public-private partnership

In the past decades, public-private cooperation has been developed as an important instrument for especially the public sector to contract private firms on certain public tasks. This specific type of cooperation, mostly in the field of infrastructure and construction, always based on a legal framework, became known as Public-Private Partnerships (PPP). The PPPs are nowadays also found in the heritage field and are considered very promising, in the sense that it has potential to bring together resources and expertise from public and private sector beside sharing of risks (Rypkema & Cheong, 2012). With shrinking public funding for heritage conservation (especially in the most developed countries) PPPs are seen as high potential. The rationale is that PPSs have the ability to pool the resources and skills of the public and the private parties, beside sharing the risks. Because of the specific contractual agreement not every form of public-private cooperation qualifies as a 'public-private partnership'. A drawback of the concept nowadays is that public-private partnership has become a widely used commonplace to encompass all types of cooperation between forms of public authority and private parties. In the world of practitioners public-private partnership has become a sort of catchall, an all-purpose word. We differentiate between the specific PPP and other forms of public-private cooperation.

Suitable legal form

In fact all these organizational types can be found active in Shared Cultural Heritage countries. Organizations may choose a legal form that suits best the aim they want to achieve. For instance:

Public limited liability

Legal designation of a company where ownership is divided into shares that are publicly offered and eventually tradeable. Shareholders own the company. The company has limited liability.

Private limited liability

Legal designation of a company with some restrictions on its ownership. For instance shareholders cannot sell or transfer their shares without offering them first to other existing shareholders for purchase.

Association

An organization, founded by a group of persons, so-called members, who have common conviction and common goals, to be realized through combined action of its members. The purpose is mostly achievement of certain specific aims.

Foundation

An organization, not-for-profit, aimed to achieve certain private or societal ends. The foundation is controlled by a board with appointed members.

| | Organizational type | | | | Examples |
|--|---------------------|------|-------------------|--------------------------|--|
| | Private | | Public-Private | | |
| Identified promising vehicles | Social Enterprise | Firm | Social Enterprise | Publ-Private Partnership | |
| City Restoration Company | x | | | | Stadsherstel Amsterdam Stadsherstel Paramaribo Jakarta Old Town Revitalization Corporation |
| Multi-Purpose Built Heritage NGO | x | | | | Heritage City Centre Ahmedabad/India |
| Endowment Fund | x | | | | Jakarta Old Town Revitalization Corporation |
| Donation Fund | x | | | | Special case: Lotteries |
| National Trust | x | | | | Gelders landschap & kastelen Indian National Trust for Art & Cultural Heritage |
| Association/Society of Friends | x | | | | Vereniging Hendrik de Keyser Vrienden van Stadsherstel Suriname |
| Managing Body earmarked built heritage | | | x | | Stichting De Waag Paramaribo/Suriname |
| Contractual Firm | | | | x | Park Strijp Beheer |

Figure 3: Identified promising vehicles in relation to organizational types.

Cooperative

A firm owned and operated by a group of participants for their own benefit. Each member contributes to the capital and has control on the basis of one-member one-vote.

Sole proprietorship

A firm owned and managed by only one individual.

Promising organizational vehicles

The vehicles which can be utilized to contribute to the cause of conservation of built heritage can belong to diverse organizational types (private social enterprise, private firm, public-private social enterprise, public-private partnership). Our intent is to identify promising organizational vehicles with respect to the stated four challenges. So that counterparts and practitioners can learn from one another and may get inspired to likewise initiative. What is presented here is therefore not a logical classification of promising vehicles, but one on the basis of what is operational or is evolving in Shared Heritage countries. In so far as possible identified promising vehicles are illustrated with examples. As said the aim is to inform and inspire.

Some basic features of the vehicles are described, followed by examples. The figure below clarifies the relation of the identified vehicles with the organizational types of figure 2.

The City Restoration Company (private social enterprise)

Aim is to acquire, restore and rent out built heritage (buildings, houses etc.). The model is a private social enterprise with limited liability. Basic funding is with share capital and favorable loans, for instance from shareholders. Shareholders receive modest dividend. Excessive restoration costs relative to feasible market lease price as well as other expenditures such as for promotion or awareness may require additional funding. Sources for that can be donations, subsidies, grants, contributions from society of friends. In due time growing income stream from leases can allow functioning as 'revolving fund'. The main focus of this model is acquisition and restoration of (vulnerable) built heritage.

The Multi-Purpose Built Heritage NGO (private social enterprise)

This model is a NGO/social enterprise, which will have most likely the foundation as legal form. The multi-purpose is an all-in formula and active on a broad spectrum of tasks in the built heritage field. It may vary from dissemination of knowledge and good practices, provision of advice, consult and operational skills to

public and private bodies to capacity building, raising awareness and acting as heritage estate developer (buying, restoring, selling or renting out). This model is an ambitious one and could be probably viable if the NGO succeeds in performing an in-between in relation to stakeholders (public, private) and attracting sufficient funds.

The Endowment Fund (private social enterprise)

The model is an investment fund, funded for instance by captains of industry who can deduce the donation from tax. The policy of the endowment fund determines what the fund manager can invest in what way. Only a portion of the asset or earnings can be used for the specific aim. It may be that the manager of the fund is involved in treasure management to increase the capital of the endowment fund. Specific endowment funds can be set up for inner city revitalization.

The Donation Fund (private social enterprise)

The model is a charity, organizing private and/or public means to support the chartered social objectives. Fund raising or fund forming can either be done in a direct way, for instance going door to door to collect, an invitation to transfer by bank, crowdfunding or in several indirect ways. Indirect ways can be for example by commercial enterprise, merchandising or exploitation of a lottery. The fund may assign built heritage as one of its beneficiaries.

The National Trust (private social enterprise)

The model of the national trust works exclusively to preserve and protect historic places and spaces. To this end a national trust usually organizes public donations, acquires, manages and exploits heritage sites and secures income also from business and merchandising. Although all the models will work with volunteers, the national trust will do this probably on a structural and larger scale. Built heritage can be in the portfolio of a national trust.

The Association/Society of Friends (private social enterprise)

This model has the characteristic that membership is the base to build the heritage vehicle. Part of the capital for the operation comes from yearly contributions from membership. The bond of membership is strong and members are dedicated in pursuing the cause – in this case – of built heritage. Especially the association with likewise legal form will observe deep loyalty of members, who will be willing to make extra contributions if called for. Members of the friends network are served by the board with special events and activities.

The Managing Body for Earmarked Built Heritage (public-private social enterprise)

The model is a public-private vehicle to achieve a social outcome with respect to built heritage in close cooperation of public and private parties. The cooperation can have the form of participating in the board of a foundation with the task of managing and exploiting earmarked built heritage. For instance, government can come in with its dilapidated historic building(s), and move it into a foundation under common control. The management takes care of the restoration and exploitation.

The Contractual Firm (Public-Private Partnership)

A more specific model of public-private cooperation is the contractual based public-private partnership. The model is that a public body contracts a private firm to (help) execute (part of) a project. The interest of the private party is commercial, be it with a perspective on the long term or short term. The outcome is one way or another a contribution to – in this case – built heritage conservation. The execution by the private firm may vary from only Design to the total chain of Design, Build, Finance, Maintain and Operate, for periods up to 30 years. Usually the PPP will be with a specialized private firm with respect to the built heritage. Projects that formerly would not be feasible can become so in a PPP. Many see the PPP as having huge potential. The rationale is the pooling of resources and skills of both, public and private parties, beside sharing the risks. The PPP has various possibilities also in the built heritage field and is being explored worldwide (Macdonald & Cheong, 2014).

In conclusion: these are promising organizational vehicles, identified on the basis of what is operational or is evolving in Shared Heritage countries, to respond to the challenges in conserving built heritage in inner cities. Now we will take a look at some examples.

Examples in Shared Cultural Heritage countries

City Restoration Company: NV Stadsherstel Amsterdam

Since its founding, 59 years ago, Stadsherstel Amsterdam has developed into a restoration company for all kinds of monuments in an urban or rural environment. It not only restores, but also preserves these monuments in such manner, that the character of the building is left intact and that further development will not cause any damage to the architecture, or change it in any way.

Stadsherstel was founded by members of an association called the *Amsterdamse Kring* (Amsterdam Circle), a club of leading persons from the most important sectors of Amsterdam society. Within this society, a group of concerned individuals decided something had to be done about the, what they thought to be, ruinous plans of the local authorities. Many deliberations with mayor and aldermen followed, but without result. The president of the Amsterdamse Kring, Mr. Six van Hillegom – who was in daily life president of the Amstel Brewery – then proposed to take the initiative himself. He was inspired by a young artist, Geurt Brinkgreve, who developed the idea of founding a company, independent of the city council, which would try to halt the decline of the old city. Brinkgreve had written a memorandum on this matter. It was decided to establish a limited liability company (Naamloze Vennootschap), which meant that the company's capital would come from shareholders.

The members of the Amsterdamse Kring were asked to buy shares in the new company. Because Amsterdam is the financial centre of The Netherlands, the country's most important banks and insurance companies are based in the city. Most of their presidents were – and still are – members of the Amsterdamse Kring and thus became involved in the work of Stadsherstel. Also other companies, such as the dock industry, participated. Stadsherstel set itself three objectives:

- To buy and restore the most threatened historic dwelling houses, especially listed monuments.
- To construct modern dwellings within these buildings for the benefit of the public housing sector.
- To maintain these buildings after restoring them.

The company purchases buildings no one else is interested in. Frequently those buildings are almost beyond saving and, in light of their potential rental value, far too costly for their owners to restore. The importance of restoring such dwelling houses lies in its power to pull an entire street or even neighborhood out of the vicious circle of neglect and decay. Currently Stadsherstel owns more than 500 houses and 30 larger monuments, e.g. churches and industrial monuments like pumping-stations and a shipyard. It is partly thanks to the example set by Stadsherstel, that the historic centre of Amsterdam became a very sought-after residential area.

The large banks and insurance companies have remained shareholders through the years. They are satisfied with a smaller return on their money, because of the cultural and social benefits of Stadsherstel's work. In other words, social involvement is the main motive for share-



Photo 6: Example of adaptive reuse in Amsterdam. From protestant church to Stadsherstel office building.

holders to invest in the company. Although Stadsherstel opposed the city policy and its philosophy in the starting period, after a decade or so the city of Amsterdam adapted its policy and became shareholder and ally in 1968.

The national government has supported Stadsherstel in the early years by granting certain tax benefits that are still valid.

Nowadays Stadsherstel is split up in two legal bodies: a limited public liability company for the above mentioned tasks, and a Foundation with the same name, especially focused to the stream of social housing within the properties of Amsterdam Stadsherstel. Beside above mentioned tasks, Stadsherstel is also active in fundraising and broadening of the support base with the Society of Friends of Amsterdam Stadsherstel and targeted activities with regard to promotion and manifestations.⁵

NV Stadsherstel Suriname

In 2008, Stadsherstel Amsterdam was asked to advise and support the foundation of a similar organization in Suriname. The inner city of Paramaribo was nominated as a World Heritage Site in 2001, but legal protection is not always sufficient. The site manager was assigned to set up Stadsherstel Suriname. In 2008, intensive cooperation started, resulting in a Stadsherstel Foundation Paramaribo in 2011. This foundation purchased its first house and restored it in 2012-13. In 2013 Stadsherstel Suriname Ltd. was founded. In due time a second and third house were purchased and restored. Efforts are undertaken to expand the number of houses and also to broaden the support base of stakeholders and shareholders. In close collaboration with Amsterdam Stadsherstel, Surinamese restoration craftsmen will get additional training in the coming period.⁶

⁵ For more information: <http://www.stadsherstel.nl/36/diversen/english/> and <http://www.stadsherstel.nl/ul/cms/fck-uploaded/StadsherstelEngels2011.pdf>

⁶ For more information, see: <https://nl-nl.facebook.com/pages/Stichting-Stadsherstel-Paramaribo>



Photo 7: Dilapidated building historic inner city Paramaribo.

Multi Purpose Built Heritage NGO: City Heritage Centre Ahmedabad/India

City Heritage Centre is a NGO promoted by a group of entrepreneurs in Ahmedabad, capital of the state of Gujarat in India. Actually, the City Heritage Centre is a community-based resource center in the historic city centre of Ahmedabad that helps the community in preserving, sustaining and promoting their architectural and cultural heritage. It offers 'a single window solution' for restoration expertise, assistance in legal and financial resources as well as to draw up economic sustainability plans for their revitalized heritage. City Heritage Center's other initiatives are awareness creation, providing education and training for capacity building, heritage trails etc.⁷

The rise of City Heritage Centre is striking:

"In 2006 engineering professionals having success in real estate enterprise with passion for creativity were led to the 'Heritage walk of Ahmedabad'. The Heritage walk ended with spontaneous acquisition of the Beautiful 'Diwanji Ni Haveli'. This structure then in dilapidated state was declared unsafe and fit to be pulled down by the local authority. The evolution of City Heritage Centre to one of its kind 'Institute' is intensely woven in the restoration of this wooden Haveli amidst scarce resources coupled with complex grass root situations. The witness to the several problems our heritage inner cities are facing, the most concerning to all 'Loosing Our Heritage'. Few policies for Heritage led regeneration are a sure transition to "A Country with Rich Heritage" to "A Country with little Heritage". Loss of built Heritage slowly leads to Loss of all other cultural Heritage. The Challenge is preserving our Heritage with Modern development."

⁷ For more information, see: <http://www.cityhc.org>

The solution City Heritage Centre seeks is to implement an 'Economic Model' in local context.



Illustration 1. The City Heritage Centre's 'Heritage Value Chain'.



Photo 8: Different types of involvement City Heritage Centre.



Photo 9: Historic inner city of Jakarta.

Endowment Fund: Jakarta Old Town Revitalization Corporation

The Jakarta Old Town Revitalization Corporation (JOTRC) is a consortium of companies, including Saratoga Capital, central Cipta Murdaya Group, PT Jababeka, PT Agung Podomoro Group, PT Agung Sedayu Group, PT Intiland and PT Plaza Indonesia Realty. The goal of the concerned 'Captains of Industry' is to upgrade and revitalize the old town of Jakarta. Besides working on plans the JOTRC members have established an Endowment Fund and allocated IDR 5 billion. The endowment fund is managed by Jakarta Endowment for Art and Heritage (JEFORAH). The JOTRC itself is a limited liability company and therefore has a business model and business plan. The motivation of the private sector for contributing to the endowment fund is idealism. Although the initiative is private there has been understanding with and political commitment from the (former) Jakarta Governor Joko Widodo.

One of the challenges in Kota Tua is to introduce new economic activity and how to involve the creative industry in the city. It also strives to organize the informal sector (street vendors). There are about 415 street vendors selling food, clothes and accessories. The JOTRC tried to establish a cooperative and provide a building as a food court in the Kerta Niaga Building next to Historia Café. The JOTRC's overall strategy, which can be summed up by the words 'think big - start small - quick wins - move fast', has proven fairly successful so far. This makes Kota Tua the best example of public and private initiative in revitalizing an old inner city in Indonesia. The JOTRC supports the nomination of Kota Tua as a World Heritage Site (Public Interest, Private Initiative, 2014).⁸

Donation Fund: special case Lotteries

Funding for restoration and maintenance of historic buildings also stems from revenues of lotteries. For instance in the Netherlands there are three famous lotteries also donating to restoration companies: Postcode lottery, Friends lottery, Bankgiro lottery. Since 1989, the Dutch Postcode Lottery has been raising funds to support organizations working for a fairer, greener world. Fifty percent of its income goes to charity. The lottery has grown to become the Netherlands' biggest charity lottery and supports 92 nongovernmental organizations. Since its founding, the lottery has dispensed over 4.4 billion euros to its beneficiaries. The Dutch Postcode Lottery is just as the *BankGiro Loterij* and the *VriendenLoterij*

part of the Holding *Nationale Goede Doelen Loterijen*. (National Lotteries for the good cause). The lotteries are donating yearly more than one million euros to for instance *Stadsherstel Amsterdam* and *Vereniging Hendrik de Keyser*. *De Bankgiro Loterij* is donating/ supporting specifically to organizations working in the field of culture and preservation of cultural heritage.⁹

National Trust: Geldersch Landschap & Kasteelen

Geldersch Landschap & Kasteelen is an equivalent of a national trust in the Netherlands. More than 100 beautiful natural areas, castles, and rural estates in the province of Gelderland have been entrusted to the care of the *Geldersch Landschap & Kasteelen Foundation*. With support of public donations and exploitation of the heritage sites the trust is able to manage and run the Gelderland heritage so that it is available for everyone to enjoy, now and in the future.

Geldersch Landschap & Kasteelen believes that nature and culture are interlinked.

It has two clear principles:

- to manage and repair the landscape and its biodiversity;
- to reunite the country houses and their surroundings in as far as possible.

As a result of this integrated way of managing houses, gardens, landscapes, and nature, the environment becomes a little more beautiful. *Geldersch Landschap & Kasteelen* is very happy with its 40,000 dedicated supporters, over 600 volunteers, government bodies, funds, and sponsors, such as the National Postcode Lottery and business relationships. Almost all the natural areas are open to the public between sunrise and sunset. There is a small entrance fee to visit a castle or country estate.¹⁰

Indian National Trust for Art and Cultural Heritage

The Indian National Trust for Art and Cultural Heritage (INTACH) is a NGO registered under the Societies Registration Act, 1860. INTACH was founded in 1984 in New Delhi with the vision to create a membership organization to stimulate and spearhead heritage awareness and conservation in India. Since 1984, INTACH has pioneered the conservation and protection of India's natural and cultural heritage and is today the largest membership organization in the country dedicated to conservation.

Today it has Chapters ('dependances') in 170 Indian cities, as well as Chapters in Belgium and the United Kingdom. Among the tasks undertaken by INTACH are restoration

⁹ For more information, see: <http://www.postcodeloterij.nl/organisatie/over-de-postcode-loterij.htm>

¹⁰ For more information, see: <https://www.glk.nl/english/who-we-are>

⁸ For more information, see: <http://www.jeforah.org/>

of monuments and their management; advocacy for heritage property conservation; public awareness through heritage walks and buses; establishment of heritage clubs in schools; and holding of awareness workshop for teachers of schools and colleges and heritage walks to various unprotected sites.

Over the years, INTACH has taken up restoration and protection of hundreds of monuments that fall outside the coverage of Archeological Survey of India and other government agencies, and at times local authorities hand over the upkeep and restoration of heritage structures to INTACH directly.

Striking is that INTACH has established chapters not only within India but also outside the country. It now uses funds mobilized by its international chapters in Belgium and the United Kingdom, to take up restoration, conservation and protection projects of historical structures and heritage buildings across India.¹¹

Association/Society of Friends:

Vereniging Hendrick de Keyser

Vereniging Hendrick de Keyser, the historic houses association of the Netherlands, was established as a private initiative as early as in 1918. A group of Amsterdam citizens realized that action was necessary in order to preserve the outstanding historic heritage of their city. The association which they founded, named after the leading sculptor and master builder of the 17th century 'Dutch Golden Age', was soon active across the Netherlands with the mission to take care of architecturally or historically important buildings and their interiors. The association aims to be the guardian of the architectural heritage of the Netherlands by acquiring, conserving, restoring and renting out historic properties. Buildings which it acquires have to meet strict requirements. They have to be fine examples of the architecture or the living history of a certain period. Much attention is given to the authenticity of the interiors.

The collection, which grows annually with some five to ten buildings, now encompasses 400 properties, among which small and large private dwellings, canal houses, manor houses, city gates, country estates, villas, farms, chapels, cottages and city halls, spread over 101 cities and villages. More and more properties can be visited by the general public. The careful conservation of the properties remains however the main objective.

Vereniging Hendrick de Keyser is organized as an independent charity, an association with 4,500 paying members. Its income, making costly upkeep and restoration projects possible, comes from the long term letting of properties, membership fees, legacies and donations, as well as public and private fund raising. Membership is open to all. The association organizes various activities for its 4500 members, among which lectures, visits to properties and guided tours, encouraging everyone to enjoy our national heritage.¹²

Society of Friends Stichting Stadsherstel Suriname

Stadsherstel Suriname is falling short of funds. For instance proceeds of the rent will not always cover the sometimes excessive costs when a historic house is bought and costly restored. Additional funding has to be sought. One way is the establishment of a Society of Friends to support the cause and to yield annual membership fees. Momentarily the Stadsherstel Suriname organization is working on such a support structure. This specific activity will not fall under the limited liability of Stadsherstel but under the foundation. Stadsherstel Suriname (or Paramaribo) is registered as public limited liability company (NV) and as foundation (Stichting).

Management Body Earmarked Built Heritage: De Waag Paramaribo

The historic city Paramaribo (Suriname) has many monumental historic buildings, crying for restoration and maintenance. Part of the monuments are in government hands. Government does not have or do not allocate funds to restore and maintain. One of these buildings, De WAAG, was a customs office in the colonial days, where the planters brought their harvests to weigh and tax before sending out for export. Some years ago a solution has been reached to bring the building in a foundation which is under joint control of government and private parties. Both are participating in the board, whereas the private gremium delivers the management. The management is responsible for restoration and exploitation. The management arranged the financial funding for restoration and refurbishment, and exploits the premise by leasing out to two commercial tenants. With the income exploitation and maintenance is secured. With this formula of public-private cooperation, restoration and maintenance of the historic building have been safeguarded. Another variant that is thinkable is that government brings in listed buildings, participates in the board of the earmarked foundation and after restoration takes back the building in rental.

¹¹ For more information, see: <http://www.intach.org/>

¹² For more information, see: http://www.hendrickdekeyser.nl/site/o/135/vereniging_hendrick_de_keyser__short_profile_in_english.htm



Photo 10: Restored building De Waag in Paramaribo.

Private contractual involvement: Public-Private Partnership Park Strijp Beheer

Strijp-S is a transformation of an old Philips brownfield in Eindhoven, characterized by industrial heritage of Philips, into an highly urban area. The plan has exceptional characteristics (Public-Private Partnership in managing historical urban precincts, 2013):

“Embedding heritage preservation in urban development projects is often called ‘preservation through development’ or ‘protection by development’ in the Netherlands, which have evolved into a common approach the last two decades. Internationally it could be compared with what is described as ‘integrated conservation’. The urban redevelopment of industrial estate Strijp-S in the city of Eindhoven in the Netherlands is an exceptional example of such a development. This is (partly) achieved by a Public-Private Partnership [...].

Eindhoven is a city in the southern province of Brabant. Home to electronica giant Philips (founded in 1891) the city is scattered with industrial heritage, such as Strijp-S district, a place where several electrical devices were invented and produced. When the multinational firm decided to leave Strijp-S, the City of Eindhoven

and Philips made a Masterplan in 2001. Their ambition was to redevelop the 66 acres of Strijp-S into an extension of the inner city with a mix of living, working and recreation, adaptive re-use, preservation and renovation of (listed) historic buildings included. *“With creativity and culture being made visible and tangible in all facets, Strijp-S becomes The Creative City with an unequalled character and personality, both in the Netherlands and abroad”.* To realize this ambition the City of Eindhoven signed an agreement with a large private property developer, VolkerWessels. The Masterplan was elaborated into a Urban Development Plan in 2004 that made clear which heritage buildings would be preserved and where new functions, buildings and infrastructure would be added.

Several surveys were initiated to determine the most valuable historic features and to do research on adaptive reuse. As a consequence historical assets such as pipelines and other industrial installations in public space were integrated in the overall plan. Another interesting result was the decision to preserve the former Scientific Laboratory, a non-listed structure that was supposed to be replaced by apartment buildings. The fact that Albert Einstein once visited the building was of much historical significance for the local community. An action plan for intensifying art and culture for

Strijp-S was executed in 2007. Zone planning and land use control was assured in 2008. To assure careful preservation there is a periodical consulting meeting with heritage experts and heritage institutions to discuss the progress and elaboration of projects.”

The Public-Private Partnership between the municipality of Eindhoven and the private property developer VolkWessels is implemented by establishment of a ‘private limited liability company’ called Park Strijp Beheer B.V. Park Strijp Beheer is responsible for execution of projects.¹³

¹³ For more information, see: <http://www.strijp-s.nl/en/home>



Illustration 2: Map picturing the desired situation for Strijp-S by 2030.



This exploratory study looked at roles of private and public parties in heritage-led revitalization of inner cities within the scope of the Shared Cultural Heritage Programme. In most societies public and private parties are supposed to fulfill distinctive roles. The study looked at the content of public and private actors roles in the specific case of heritage-led revitalization of inner cities. Several countries in the Shared Cultural Heritage Programme have inner cities which are in bad or deteriorating shape and in need for revitalization. The exchange of knowledge and expertise aims to support the revitalization. But what is the responsibility of public parties and what can private parties do to contribute to the desired revitalization? First, local context is important in considering what can be the best strategy, and what actions or activities are fitting or most suitable to progress. To oversee local context a model has been developed which sketches four contextual scenarios with regard to potential public and private involvement in historic inner city revitalization. Although the model has been developed within the scope of the Shared Cultural Heritage Programme of the Cultural Heritage Agency of the Netherlands, it might also be useful and applicable to look at the status quo of heritage care in general, on national, regional or local level. The study also clarifies the content – substantive aspects – of the roles of public actors and private actors. Several strands of responsibilities have been identified. Following on from this the study looked

at promising instruments or organizational vehicles to effectively contribute to conservation of built heritage from the private actors' perspective. After considering the challenges at stake, organizational types that can be involved in public, private and public-private domains with regard to built heritage conservation, have been structured in a typology. This was an intermediary step towards the identification and preliminary classification of promising vehicles from private actors' perspective. It should be kept in mind that, given that practice is evolving, the classification of promising vehicles to conserve built heritage is not a logical one but on the basis of what is now operational or is evolving in Shared Heritage countries. Nevertheless it provides a good basis to oversee private instruments with potential to respond effectively to the built heritage challenges. At last – but not least – examples in various Shared Heritage countries are presented, as illustrations of identified types. That may not only inform but also inspire practitioners who are working in the field of urban renewal. That more than a proportional number of the examples is related to the Netherlands may be understandable from the perspective that practice is most advanced there and Amsterdam has been used more or less as a reference. Hopefully practice will gain more ground in more Shared Cultural Heritage countries in the coming years. It is recommendable to keep monitoring this and to document the progress.

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Interviews

Sandra Ammersingh, Senior Policy Officer Dutch Embassy Suriname
Peter van Dun, ICOMOS Scientific Committee Shared Built Heritage
Stephen Fokké, Director Stichting Gebouwd Erfgoed Suriname
Dré van Marrewijk, Coördinator World Heritage, Cultural Heritage Agency of the Netherlands
Paul Morel, senior project manager NV Stadsherstel Amsterdam
Ton Smit, Director NV Stadsherstel Paramaribo/Suriname
Frank Strolenberg, Program Manager Adaptive Reuse, Cultural Heritage Agency of the Netherlands
Hasti Tarekat, Project Leader of several shared heritage projects between Indonesia and Netherlands
Peter Timmer, Senior Policy Officer, Cultural Heritage Agency of the Netherlands

Workshops

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with several practitioners in revitalization of historical inner cities and urban renewal.

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Exploring public and private roles in historical inner city revitalization, this study is carried out to support the so-called Shared Cultural Heritage countries in their ambitions for urban renewal. While exchanging knowledge and expertise, the Cultural Heritage Agency works closely together with Australia, Brazil, India, Indonesia, Japan, Russia, Sri Lanka, Suriname, the United States of America and South-Africa in the context of its Shared Cultural Heritage Programme. One of the main themes within this programme is the revitalization of historical inner cities that are in need of rehabilitation. This study looks specifically at the public and private roles in initiating and supporting historical inner city revitalization.

The Cultural Heritage Agency provides knowledge and advice to give the future a past.