

# LET'S JOIN TOGETHER

*Community-led development as an instrument in  
redeveloping military heritage*



## LET'S JOIN TOGETHER

### *Community-led development as an instrument in redeveloping military heritage*

Name: Britt Luijckx  
Student number: s4916840  
E-mail: [b.luijckx@student.rug.nl](mailto:b.luijckx@student.rug.nl)

Master: Real Estate Studies  
Faculty: Faculty of Spatial Sciences  
University: Rijksuniversiteit Groningen

University supervisor: Prof. dr. E.F. Nozeman  
Second assessor: Dr. S. van Lanen  
External supervisor: Ing. L. (Bart) van Veldhuijsen M.Sc.  
Internship organisation: Rijksvastgoedbedrijf  
Cover photo: Connie Zhou



Rijksvastgoedbedrijf  
*Ministerie van Binnenlandse Zaken en  
Koninkrijksrelaties*



university of  
 groningen

faculty of spatial sciences

*Master theses are preliminary materials to stimulate discussion and critical comment. The analysis and conclusions set forth are those of the author and do not indicate concurrence by the supervisor or research staff*

## PREFACE

I proudly present the master thesis "Let's join together: community-led development as an instrument in redeveloping military heritage". This master thesis is the final component for the completion of the Master in Real Estate Studies at the *Rijksuniversiteit Groningen*.

Redevelopment has piqued my interest throughout my entire academic career. As *Rijksvastgoedbedrijf* gave me the opportunity to integrate my interests with the complex task the Ministry of Defence faces in the upcoming years, I seized it with both hands.

After five months of hard and dedicated work, I can proudly say I completed my master thesis. It has been a great way to become more familiar with the subject of my thesis and the field of spatial planners and project developers. The latter of which piqued my interest further and will likely be the next step in my career. I am proud of the work I have done, but also appreciative for the support and opportunities I received. For this reason, I would like to give several people an honourable mention.

I want to thank all my respondents for their cooperation, contacts and useful insights. I would not have been able to complete my thesis without their contribution. Secondly, I want to thank *Rijksvastgoedbedrijf* for the opportunity to study such an interesting topic. I would especially like to express my appreciation to my two supervisors, Bart van Veldhuijsen and Ed Nozeman. I want to thank Bart van Veldhuijsen for the several interesting field work trips, actively thinking along and letting me become familiar with the work field in practice. I want to thank Ed Nozeman for the stimulating feedback, actively thinking along and the support in writing my thesis. This has been an important and indispensable basis for my thesis. Lastly, I would like to express my gratitude to my family and friends for their time, encouragement, advice, patience and support throughout this time. With a special appreciative mention to my father, who occasionally had more enthusiasm for the subject than I did and frequently discussed it with me.

I look forward to the next step and hope you enjoy reading my master thesis!

Britt Luijckx

Utrecht, the 18<sup>th</sup> of June, 2023.

## EXECUTIVE SUMMARY

Defence has a major challenge with (management of) real estate. However, in the upcoming years, defence has a budget of 5 billion euros to come up with a plan and solve the problem. This resulted into Real Estate Transformation Programme, under the title '*Concentreren, Verduurzamen en Vernieuwen*'. The main objective and task is to cluster defence sites to prevent fragmentation. This means that many military sites will lose their current function. A large part of the military real estate has a monument status (military heritage) and therefore demolition is not a matter of course. These buildings need a new purpose. Scholars acknowledge the key role of collaborative planning in heritage development and Dutch municipalities increasingly see community-led development in the form of a CPO as a serious development option. In contrast to Germany, the Netherlands does not have a long tradition of self-build. However, with the shift from government to governance, citizens initiatives are becoming increasingly important in today's society. Community-led development and its self-organization and self-initiative are permissible in this setting, just as it has been in Germany for a long time.

However, the use of the community-led development model in repurposing military heritage lacks scientific substantiation, partly because it is such a novel idea. This thesis attempts to narrow this knowledge gap and aims to investigate how community-led development can contribute to a varied interpretation of the redevelopment of disused military heritage. Therefore, the research question central to this thesis is:

*'How can community-led development contribute to a varied interpretation of the required redevelopment of disused military heritage?'*

This thesis contributes to the current literature by the analysis of underexposed topics such as the role of superordinate levels and landowners, financial costs, benefits and risks and examining different contexts. The nature of the research method of this thesis is qualitative and the research design contains a multiple case study of two military monuments in Buitenplaats Koningsweg, Schaarsbergen and the redeveloped military sites Loretto and the French quarter in Tübingen. Both locations are an example of redevelopment by means of a community-led development model. Data for this thesis have been derived from a literature study, desk research, spatial analysis of the cases, a symposium and semi-structured interviews with involved actors.

Community-led development is a development model within the broad spectrum of possibilities in public-private partnerships. This model differs from the other options as society self-organizes and self-initiates the development. Land exploitation follows the concession model, which means the collective of end-users ensures, prepares and constructs land at its own expense and risk. The government restricts itself to establishing a program of requirements to which the legal entity is bound during development. The community-led model thus entails full control and autonomy for the collective of end-users to customize their wishes. Although it often receives help from professionals and needs to comply with the frameworks set by governmental organizations. There is consensus in literature and practice that these are the characteristics of the community-led development model. The case studies of Tübingen and Schaarsbergen add the characteristics of the urban development model and creativity as drivers. The

arrival of a Baugruppe led to a revival of the Loretto and French quarter district in Tübingen, and in Schaarsbergen, creative people formed a CPO and drove the (re)development.

Both literature and the case study research emphasize this form has a cost advantage, leads to community engagement and a high-quality result. However, this development model requires a lot of personal effort and acceptance of risk, especially compared to other development models in which often developers bear the risks. As the collective has the freedom to customize its wishes, this can lead to disagreement and the need to compromise in these wishes. All in all, the freedom of community-led developments thus sometimes leads to lengthy discussions, a longer time horizon and more risks, all of which ultimately prevent the project's advancement.

To limit these disadvantages, it is advisable to create frameworks consisting of requirements and preconditions in which the CPO or Baugruppe can operate, just as the two case studies had. The framework-setting actors are often governmental organizations that arrange public law matters, such as testing plans and issuing permits, and steer the development in the right direction. The willingness of these governmental organizations to participate in self-organization and self-initiative of end-users influences the community-led developments. As the government has a framing and supervisory role there is a great dependence of community-led developments on the government. Setting certain frameworks can avoid discussions, limit the time horizon and ensure the preservation of the (monumental) military character of the buildings. The latter appears to be more important in the Netherlands than in Germany, who is generally not proud of World War II architecture. The historical character of the buildings does not appear to be an obstacle to community-led developments, but rather an opportunity for a unique residential object. The research shows that it is advisable for one party, project management, to take care of the purchase of the property and to arrange all public law matters, such as obtaining a permit and making zoning plan modifications. In this preliminary phase, this party should look at the organizational side, the financial and the architectural side of the community-led development. Afterwards, this party can transfer control to the CPO or Baugruppe, who is supervised by an architect. In Tübingen, the architect appears to play an important role, helping to make the Baugruppe a success. The architect or project management provides professional guidance to the CPO, who ultimately has to make the decisions itself. It requires a lot of personal effort from the end-users.

All in all, creative collaborations between the state, market and society should be the starting point for finding valuable and viable solutions for the re-use of the military heritage. This form of development suits the part of the society which is willing to make a personal effort to shape his or her own home. They are often creatives with unique and innovative ideas who create added value for themselves and society. It is therefore advisable to involve the creative sector of society committed to heritage conservation in the redevelopment of military heritage. In general, it seems that community-led developments and its involvement of creatives, in comparison to traditional development models, lead to a more diverse interpretation of (vacant) military buildings. These previous findings in literature and practice and the resulting recommendations can help to guide future community-led development projects, although the collective is of course always bound to its specific administrative context. For now, it seems the ball is in the court of the government, where there is a will there is a way: let's join together.

**Keywords:** Collaborative planning, community-led development, collectief particulier opdrachtgeverschap, Baugruppe, military heritage redevelopment,

## TABLE OF CONTENTS

PREFACE.....	4
EXECUTIVE SUMMARY.....	5
CONCEPTS .....	10
<b>1. INTRODUCTION .....</b>	<b>12</b>
1.1 MOTIVATION .....	13
1.2 ACADEMIC RELEVANCE.....	14
1.3 RESEARCH PROBLEM STATEMENT .....	16
1.4 DATA AND METHODOLOGY.....	16
1.5 TASSEL.....	17
<b>2. LITERATURE REVIEW.....</b>	<b>18</b>
2.1 COLLABORATIVE PLANNING .....	19
2.2 COMMUNITY-LED DEVELOPMENTS .....	21
2.3 CHARACTERISTICS OF COMMUNITY-LED DEVELOPMENT.....	22
2.4 ADVANTAGES AND DISADVANTAGES.....	23
2.5 ACTORS IN COMMUNITY-LED DEVELOPMENT .....	25
2.6 PROCESS OF COMMUNITY-LED DEVELOPMENT .....	27
2.7 CONCLUSION.....	28
<b>3. METHODS.....</b>	<b>29</b>
3.1 RESEARCH DESIGN.....	30
3.2 CASE SELECTION .....	30
3.3 RESEARCH METHODS.....	31
3.4 OPERATIONALISATION.....	34
3.5 QUALITY OF THE RESEARCH .....	34
3.6 ETHICS AND POSITIONALITY .....	35
<b>4. CASE STUDY SCHAARSBERGEN .....</b>	<b>36</b>
4.1 CASE DESCRIPTION .....	37
4.2 CHARACTERISTICS.....	40
4.3 ADVANTAGES AND DISADVANTAGES.....	42
4.4 ACTORS INVOLVED AND THE ROLE OF THE GOVERNMENT .....	43
4.5 PROCESS .....	45
<b>5. CASE-STUDY TÜBINGEN .....</b>	<b>48</b>
5.1 CASE DESCRIPTION .....	49
5.2 CHARACTERISTICS.....	50
5.3 ADVANTAGES AND DISADVANTAGES.....	52



5.4 ACTORS INVOLVED AND THE ROLE OF THE GOVERNMENT .....	54
5.5 PROCESS .....	56
<b>6. THEORY AND PRACTICE: CROSS-CASE CONCLUSIONS .....</b>	<b>58</b>
6.1 CHARACTERISTICS.....	59
6.2 ADVANTAGES .....	59
6.3 DISADVANTAGES .....	60
6.4 ACTORS.....	61
6.5 PROCESS .....	62
6.6 HYPOTHESIS .....	63
<b>7. CONCLUSION AND DISCUSSION .....</b>	<b>64</b>
7.1 MAIN QUESTION.....	65
7.2 CONTRIBUTION TO SOCIETY AND POLICY RECOMMENDATIONS.....	66
7.3 CONTRIBUTION TO THE SCIENTIFIC FIELD.....	67
7.4 METHODOLOGICAL IMPLICATIONS .....	68
7.5 RESEARCH RECOMMENDATIONS .....	68
7.6 REFLECTION: NICHE MARKET? .....	69
REFERENCES .....	70
LIST OF FIGURES AND TABLES .....	79
FIGURES.....	79
TABLES .....	79
APPENDIX.....	80
Appendix 1 .....	80
Appendix 2.....	81
Appendix 3.....	82
Appendix 4.....	84
Appendix 5.....	87

## **CONCEPTS**

### ***BAUGRUPPE***

A Baugruppe is an alliance of private households who aim to plan and build a multifamily dwelling together (Landenberger and Gütschow, 2019).

### ***COLLABORATIVE PLANNING***

Collaborative planning is an interactive process of consensus building and implementation using stakeholder and public involvement (Margerum, 2002). It encourages people to be engaged in a situation of equal empowerment and shared information, to create innovative outcomes and to build institutional capacity (Innes and Booher, 2004; Healey, 2006).

### ***COMMUNITY-LED DEVELOPMENT***

A group of residents other known as end-users is involved in community formation, the design and the development of a project (Williams, 2008). This concept functions as an umbrella term to encompass several concepts such as self-build cohousing groups, joint building ventures, collective private commissioning, community-led housing, Baugruppe and *Collectief Particulier Opdrachtgeverschap*.

### ***COLLECTIEF PARTICULIER OPDRACHTGEVERSCHAP (CPO)***

*Collectief Particulier Opdrachtgeverschap* (CPO) is a construction in which a group of citizens, organized as a non-profit legal entity, have full legal control over and bear responsibility for the use of the land, the design and construction of it (Gemeente Amersfoort, 2009, p. 13).

### ***GOVERNMENT***

The organization of people with the authority to govern the country. Three levels are often distinguished: on the national level the national government, provincially the provinces and *waterschappen* and locally the municipalities. These governmental institutions act in many areas, enact laws and ensure compliance with the laws (Rijksoverheid, 2023).

### ***INSTITUTIONS***

Institutions are humanly devised constraints that structure political, economic and social interaction (North, 1990). It is related to both nationwide and local institutions such as formal rules (laws), informal rules (norms and beliefs embedded in culture), property rights and local governance of land-use planning and development (Nozeman and van der Vlist, 2014).

### ***MILITARY REAL ESTATE***

In this thesis, military real estate refers to habitable and usable real estate, which excludes industrial real estate or bunkers.

### ***PUBLIC-PRIVATE PARTNERSHIPS (PPP)***

PPP is a type of partnership that crosses the societal sectors of state, market, and civil society (PPPLab Food and Water, 2014).

### ***TRADITIONAL PROJECT DEVELOPMENT***

Either market parties or the municipality acquire and prepare land for construction and housing, to subsequently issue it to a market party that develops a project (Bregman, 2011). There is a traditional division of roles with dominance of the state and market and a minor role for the community.



# 1. INTRODUCTION

## 1.1 MOTIVATION

The Ministry of Defence is facing significant challenges regarding the management of its real estate. The portfolio is excessively large and there has been a longstanding budget deficit, resulting in overdue maintenance, failure to meet legal standards, and a lack of implementation of sustainability measures. (Ministerie van Defensie, Ministerie van Binnenlandse Zaken and Ministerie van Financiën, 2021). However, after years of austerity measures, defence can spend five billion euros extra in the coming years (Ministerie van Defensie et al., 2021). The goal is a real estate portfolio that is efficient, future-proof, sustainable and affordable but also complies with legislation and regulations (Ministerie van Defensie et al., 2021)

To tackle these challenges, the Ministry of Defence formulated a plan, the Real Estate Transformation Programme, titled '*Concentreren, Verduurzamen en Vernieuwen*' (Ministerie van Defensie et al., 2021). This program aims to revitalize 51 objects, which encompass approximately 27 clusters of defence sites. Its real estate is spread across more than 450 locations, covering an area of 35,000 hectares with six million square meters of buildings and 289 monuments throughout the Netherlands (Ministerie van Defensie et al., 2021). Two thirds of this real estate portfolio will be overhauled as a result of the new transformation programme between 2022 and 2042, see figure 1. The challenge for the Ministry of Defence is therefore contemporary and extensive.

**Figure 1. The 27 cluster locations up for the Real Estate Transformation Programme**



(Source: Ministerie van Defensie et al., 2021).

Creating a sustainable, future-proof, and affordable portfolio of military real estate is socially significant for several reasons. It enables Defence to enhance operational readiness, be an attractive employer and attract new potential employees, align with societal goals of sustainability and innovation and reduce maintenance costs, previously at the expense of investments in personnel and equipment (Ministry of Defence et al., 2021).

The Schaarsbergen military site cluster in Arnhem is among the first locations targeted for revitalization, clustering and concentrating its buildings (Ministry of Defence et al., 2021). The cluster faces challenges

due to its layout and the monument status of approximately 150 small and inefficient buildings (Rijksvastgoedbedrijf, 2021), of which there are in total 289 military monumental buildings. The heritage is no longer suitable for defence purposes as it has to comply with monument legislation and requires significant time and money for maintenance. On the contrary, this military real estate is habitable and usable for society.

This could offer opportunities for interested parties looking for redevelopment locations. The Treaty of Faro (2005) recognized the importance of collaborative planning in heritage redevelopment as society gives meaning to it (Rijksdienst voor het Cultureel Erfgoed, 2022). Community-led development, like CPOs (Collectief Particulier Opdrachtgeverschap) in the Netherlands and Baugruppe in Germany, involves private individuals working with professionals to create projects according to their preferences (Seemann, Jahed, and Lindenmeier, 2019). This approach offers an opportunity to unite individuals interested in preserving the historical and architectural quality of buildings and their surroundings. The shift towards governance and community empowerment supports such citizen-led initiatives, reflecting the trend towards participatory governance (Bossuyt, Salet, and Majoor, 2018; Kapedani, 2018).

## 1.2 ACADEMIC RELEVANCE

Literature<sup>1</sup> has extensively covered the topic of heritage development, as depicted in figure 2. Literature encompasses various aspects such as exploring new potential uses (Meurs and Steenhuis, 2020), policy and regulatory frameworks (Fava, and Brodowicz, 2021), conceptual models for adaptive reuse (Arfa, Zijlstra, Lubelli, and Quist, 2022), and the integration of planning and heritage (Jansen, Luiten and Rouwendal, 2014). Additionally, there is literature specifically focused on military heritage redevelopment, see figure 2. International literature, particularly from Eastern and Central Europe, discusses the reuse of military real estate. Scholars such as Camerin, Camatti, and Gastaldi (2021), Doak (1999), Gatti and Cacciaguerra (2014), Hill (2000), and Ponzinia and Vani (2014) have examined this topic.

Additionally, community-led development has gained interest in both practical implementation and scholarly literature, as indicated by Kapedani (2013) and van Mil (2021). The current literature on community-led development encompasses various aspects, including definitions<sup>2</sup> (Bossuyt et al., 2018),

---

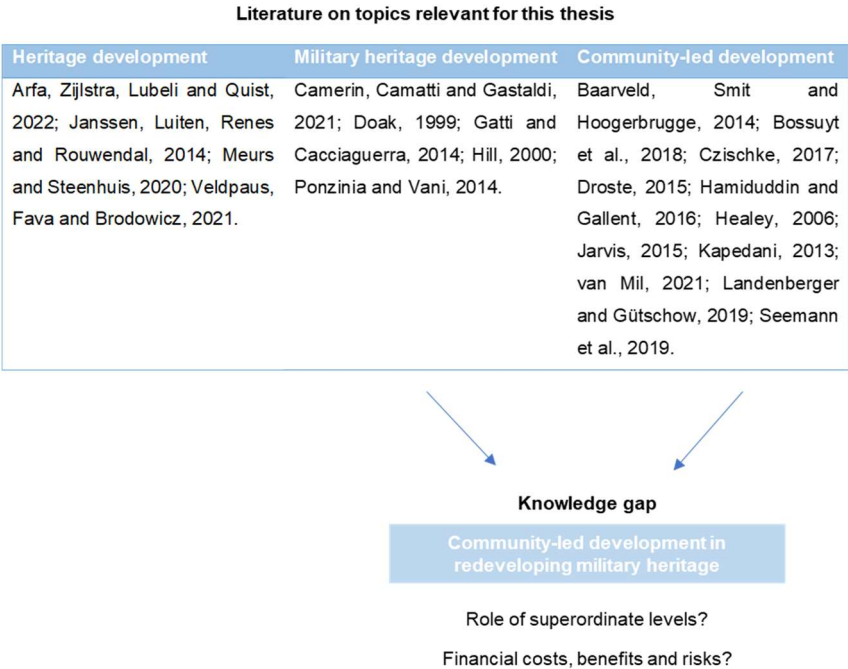
<sup>1</sup> This thesis uses Google Scholar and World Cat as search engines to search for relevant literature through keywords such as, "*collaborative planning*", "*community-led development*" and "*heritage development*".

<sup>2</sup> Community-led development is characterized by its diverse definitions and terminology, leading to conceptual ambiguity. Different terms are used to describe the same development model, contributing to the fluid transition between definitions. Scheller and Thörn (2018) use the term "*self-build cohousing groups*," Seemann et al. (2019) use "*joint building ventures*", Boelens and Visser (2011) refer to "*collective private commissioning*" and Jarvis (2015) discusses "*community-led housing (CLH)*" groups and projects. In this thesis, the term "community-led development" is used as an umbrella term to encompass the various concepts. It is commonly used to refer to the Dutch variant, CPO, and the German variant, Baugruppe.

the German form (Droste, 2015; Hamiduddin and Gallent, 2016; Landenberger and Gütschow, 2019), the Dutch form (Boelens and Visser, 2011; Kapedani, 2013) and advantages and disadvantages (Kapedani, 2013; Seemann et al., 2019). Kapedani (2013) and Seemann et. al (2019) highlight customized solutions as an advantage and mutual dependence as a disadvantage. However, the existing studies primarily focus on the perspectives of individuals directly involved in community-led development and lack analysis from higher levels of governance and landowners. This thesis aims to contribute to the current literature by addressing this gap and analysing superordinate levels. This is of importance considering the involvement of multiple government entities in the redevelopment such as the Rijksdienst voor het Cultureel Erfgoed (RCE), the municipality, and the Ministry of Defence. Furthermore, there is an ongoing debate regarding whether community-led development offers a cost advantage, as discussed by Boelens and Visser (2011) and Seemann et al. (2019). This thesis aims to investigate the financial costs, benefits and risks to address this research gap.

In conclusion, there is a specific knowledge gap regarding superordinate levels and financial costs, benefits and risks. However, there is an overall knowledge gap of the combination of military heritage redevelopment and community-led development. This thesis can contribute to the current literature by analysis of underexposed topics such as role of the superordinate levels and landowners, financial costs, benefits and risks and examining different contexts. While both concepts have been individually discussed in the literature, their combination has received little attention, as depicted in figure 2. Remarkable as scholars emphasize the value of creative coalitions between government, industry and end-users committed to heritage conservation for finding re-use solutions (Camerin, Camatti, and Gastaldi, 2021; Baarveld, Smit, and Hoogerbrugge, 2014, p. 105).

**Figure 2. Current literature and knowledge gap**



### 1.3 RESEARCH PROBLEM STATEMENT

The use of the community-led development model in repurposing military heritage thus lacks scientific substantiation while it does offer the opportunity to involve part of society interested in the preserving the historical character. This thesis attempts to narrow this knowledge gap and aims to investigate how community-led development can contribute to a varied interpretation of disused military heritage. This results in the following research question:

How can community-led development contribute to a varied interpretation of the required redevelopment of disused military heritage?

A varied interpretation means accommodation of multiple functions, shifting from a monofunctional site to a multifunctional. Nijkamp, Rodenburg and Vreeker (2003) highlight economic advantages like synergies and agglomeration effects among different but complementary activities. This research seeks to address the main research question and objective with specific research questions.

1. What is the position of community-led development amidst the broad area of options in public-private partnerships?
2. What are findings of community-led military heritage redevelopment in Tübingen and Schaarsbergen?
3. To what extent are findings of community-led military heritage redevelopment in Tübingen and Schaarsbergen useful for such (future) redevelopments?

### 1.4 DATA AND METHODOLOGY

The first research question aims to explore the position of community-led development within the broader spectrum of public-private partnerships. The objective is to explain the different forms of public-private partnerships and identify the similarities and differences among them. This research question will be addressed through a theoretical approach, relying on a comprehensive literature review. Articles from leading scientific journals like *Building Environment*, *Sustainability*, and *Housing Studies* will serve as the foundation for answering this sub-question.

The second research question aims to explore findings of community-led military heritage redevelopment in Tübingen and Schaarsbergen, with specific attention to the role of superordinate levels, landowners, and the financial costs, benefits, and risks involved. While these aspects have been identified as underexposed subjects, the research question is not limited to them. Given the scarcity of information on repurposing military heritage through community-led development, the focus is on gathering as much relevant information as possible, including insights from literature and two case studies which rely on desk research, interviews, spatial analysis and a data from a symposium.

The third research question aims to assess the extent to which findings of community-led military heritage redevelopment in Tübingen and Schaarsbergen can be useful to such future redevelopments. This



research question will be addressed through case study research with the aforementioned research methods.

The nature of this thesis is qualitative, as it emphasizes the collection and analysis of words rather than quantification, as stated by Bryman (2016, p. 374). Qualitative research starts with expectations based on literature to comprehend complex phenomena that are not easily quantifiable (Creswell, 2013). Expectations can be revised through newly collected data from the chosen multiple case study research design. This is suitable for addressing "how" questions, as in this thesis. The approach allows for a detailed investigation of community-led development as the unit of analysis, within its specific contexts, as recommended by Yin (2018).

Since practical examples of military heritage redevelopment through CPO or Baugruppe approaches are limited, these cases are unique, justifying the use of a case study research design, as outlined by Yin (2018). In addition to a literature review, this thesis gathers information through a combination of methods. These include a desk research, spatial analysis of the cases, a symposium, and semi-structured interviews. This approach follows Yin's (2018) suggestion of triangulation, which involves using different perspectives to study community-led development. Thereafter, this research aims to formulate a hypothesis which is an adjusted version of the expectations based on the newly found data.

The first case is Schaarsbergen. Original housing for 'Luftnachrichtehelferinnen' or Blitzmädel from World War II has been transformed into living-work homes through a Dutch CPO. The site, currently known as Buitenplaats Koningsweg and formerly known as Kamp Koningsweg Noord (KKN), is located in the military cluster Schaarsbergen in Arnhem. The second case is Tübingen, Germany. The former barrack sites, Loretto and the French Quarter, have undergone redevelopment using a Baugruppe approach. The project aimed to create a vibrant and appealing neighbourhood, involving a diverse group of citizens in the process.

## 1.5 TASSEL

The remainder of this thesis is as follows. Chapter 2 clarifies the literature. It positions community-led development, the Dutch CPO and the German Baugruppe within the broad spectrum of public-private partnerships and concludes with expectations. Next is the method chapter, chapter 3, which describes the empirical approach. Chapter 4 discusses the case of Schaarsbergen and is followed by chapter 5 which discusses the case of Tübingen. Chapter 6 compares the results of both case studies and the literature review and will lead to cross-case conclusions. The end of the chapter will return to expectations of the literature review. Chapter 7 concludes and formulates an answer to the central research question. Moreover, it discusses the contribution to society, scientific field, policy recommendations, and the methodological implications. This is followed by research recommendations, to subsequently reflect on community-led developments: is it a niche market?

## 2. LITERATURE REVIEW



The literature view aims to position community-led development in a broad spectrum of possibilities of public-private partnerships and to conceptualize these concepts. The last paragraph concludes and formulates expectations.

## 2.1 COLLABORATIVE PLANNING

Collaborative planning is an interactive process of consensus building and implementation using stakeholder and public involvement (Margerum, 2002, p.1). Purbani (2017) defines the concept based on work of Innes and Booher (2004) and Healey (2006). According to Purbani (2017), "collaborative planning encourages people to be engaged in a situation of equal empowerment and shared knowledge, to create innovative outcomes and to build institutional capacity" (p. 137). Collaborative planning is an umbrella term for various partnerships between sectors in society, one of which is public-private partnerships

Bregman (2011) discusses the spectrum of public private partnerships in the Netherlands and distinguishes five land exploitation models of public-private partnerships in area development. He distinguishes two traditional models in which there is a traditional division of roles, *the active municipal land policy* and *self-realization by the landowner of the zoning plan* and three other models without traditional division of roles, see table 1.

**Table 1. Five land exploitations of public-private partnerships in area development.**

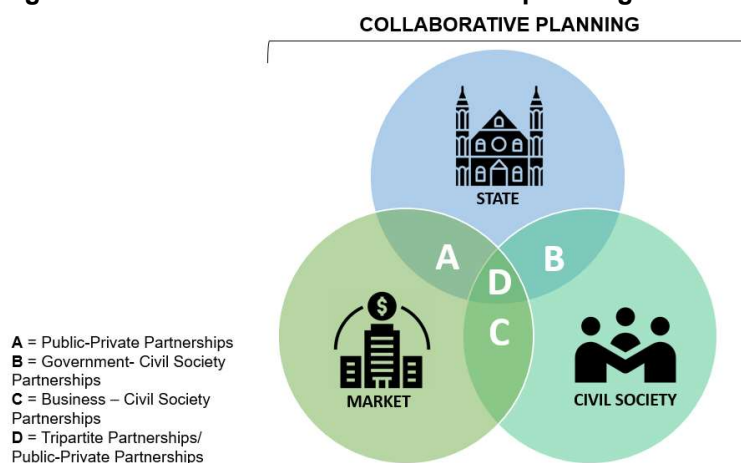
Model	Explanation
<b><i>Active municipal land policy</i></b>	The municipality acquires the land, prepares it for construction and housing to subsequently issue the land to a market party. The municipality has a great deal of freedom in organizing land development within its own public-law preconditions. It determines the development and implementation of the plan. However, the municipality bears all the risks
<b><i>Self-realization by the landowner of the zoning plan</i></b>	A private party owns the land and implements a zoning plan at its own expense and risk. The municipality and the landowner often conclude an anterior agreement to ensure the municipal cost recovery and municipal management
<b><i>Bouwclaim model</i></b>	The private landowner must transfer the land to the municipality at a fixed price per square metre. In exchange for this, the municipality allocates a certain number of plots, after making it ready for construction, to the private landowners. The municipality bears the land exploitation risk. In contrast to the above two, the traditional models, there is no possibility to issue the plots to whoever wants, because these are reserved for the private landowners

Model	Explanation
<b>Joint venture model</b>	The municipality and market parties jointly set up a land exploitation company, to which the land within the plan area is transferred. The organisation is responsible for land preparation and land allocation. The municipality and market parties who are part of the organisation share the risks. The organization often also makes proposals for elaborating the plans for the location.
<b>Concession model</b>	The private parties have access to all land. They are responsible for preparing the land for construction and residential use and bear all the associated risks. The role of the municipality is limited. The municipality draws up a program of requirements to which the market party is bound during development. A significant difference with the previous model "self-realization by the landowner of the zoning plan" is that designing the area is the task of private parties in the concession model. In the self-realization model, this can also be the task of the municipality, for which the private party must then pay a contribution.

(Source: Bregman, 2011)

The work of Bregman (2011) shows the several land exploitation models of public-private partnerships. It shows the diverse options between complete private development and complete public development. Public-private partnerships (PPP) and cross-sectional collaborations are often used interchangeably. Although the concept of PPP suggests a collaboration between only public and private (A, figure 3), it is used in practice to describe a collaboration between the three societal sectors: the state, the market and the civil society, D in figure 3 (van Tuldervan and Pfisterer, 2013; PPPLab Food and Water, 2014). Therefore, figure 3 conceptualizes this form of cooperation between the three sectors as Public-Private Partnerships in addition to Tripartite Partnerships.

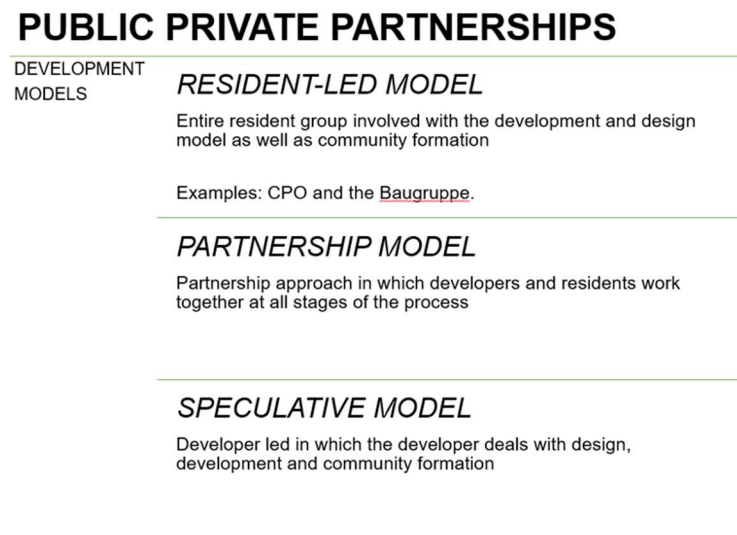
**Figure 3. Different forms of collaborative planning**



(Source: based on van Tuldervan and Pfisterer, 2013)

This thesis explores the concept of public-private partnerships (PPP) as a means of cooperation among the state, market, and civil society. Within the sector of public-private partnerships, there are several self-organized development models, the resident-led model, the partnership model and the speculative model, see figure 4. This study specifically focuses on resident-led or community-led models. In this model, residents bear the financial costs and risks of the project. They act as project managers, raise capital, and hire professionals for design and construction. Two prominent examples of resident-led models, *Collectief Particulier Opdrachtgeverschap* (CPO) and *Baugruppe*, are central to this thesis.

**Figure 4. Different development models of PPP**



(Source: based on Williams, 2008).

The following paragraphs will further elaborate on these examples of community-led development.

## 2.2 COMMUNITY-LED DEVELOPMENTS

Community-led development is a development model in which a group of residents other known as end-users are involved in community formation, the design and the development of a project (Williams, 2008). Community-led development functions as an umbrella term to encompass several concepts such as *Baugruppe* and *Collectief Particulier Opdrachtgeverschap*.

These need further elaboration as they are diffuse concepts with different operationalisations. Table 2 summarizes the different operationalisations for the CPO. A CPO should not be confused with two closely related concepts, private commissioning (PC) and participatory commissioning (PC). Private commissioning involves one individual, the end-user, who is responsible for the construction process (Boelens and Visser, 2011). The builder or developers involves the end-user at an early stage of the process of participatory commissioning (Boelens and Visser, 2011). This thesis will use the official definition of the government (Gemeente Amersfoort, 2009).

**Table 2. Operationalisation CPO**

Author	Operationalisation
<b>Stichting Experimenten Volkshuisvesting, SEV (2010)</b>	A collective of like-minded individuals buys the land and jointly determines how and with which parties the homes, the private, and in some cases even the public space will be furnished and realized (p.5).
<b>RIGO Research and Advies (1999)</b>	a group of private individuals who buy a lot and develop a complex of terraced houses or apartments in the owner-occupied sector together with the help of an architect, supervisor and contractor (p.5).
<b>UU/ TNO (2010)</b>	It is a form of commissioning whereby a collective of like-minded private parties acquire the piece of land or pieces of land and jointly decide how, and with which parties, the homes, private spaces and sometimes even public spaces are to be laid out and constructed (p. 110).
<b>Gemeente Amersfoort (2009)</b>	A construction in which a group of citizens, organized as a non-profit legal entity, have full legal control over and bear responsibility for the use of the land, the design and construction of it (p. 13).

Table 3 summarizes the operationalisations for the Baugruppe. German municipalities recognized the potential of Baugruppe when they shifted away from the traditional corporate-based public-private development model (Schaller, 2021). This reduced the dominance of large development firms and allowed for diverse lot-level experimentation of collectives (Schaller, 2021). This thesis defines Baugruppe according to the definition of Landenberger and Gütschow (2019).

**Table 3. Operationalisation Baugruppe**

Author	Operationalisation
<b>Hansen (2015)</b>	Individuals come together to create shared living space for self-use and to actively shape their community and neighbourhood (p. 1)
<b>Freie und Hansestadt Hamburg (2006)</b>	A joint force of individuals who want to become homeowners and actively want to participate in shaping their home and neighbourhood (p.3).
<b>Droste (2015)</b>	A self-organised owner occupying building group (p. 80)
<b>Landenberger and Gütschow (2019)</b>	An alliance of private households who aim to plan and build a multifamily dwelling together (p.4)

## 2.3 CHARACTERISTICS OF COMMUNITY-LED DEVELOPMENT

Community-led development has several characteristics that set it apart from other development models. The first of which is *control*. Community-led development, as described by Tummers (2017) and Bossuyt et al. (2018), involves active citizen involvement and responsibility in shaping their own

dwelling. It is a bottom-up approach that empowers citizens to make important decisions and formulate a vision for development (Bossuyt et al., 2018; Droste, 2015). Rauws (2016) characterizes community-led development as collective actions without central coordination or external control. While self-chosen project management may provide guidance and executing companies provide their expertise, the collective can exert maximum influence as they have autonomy and control over the interpretation of development Rijksdienst voor Ondernemend Nederland [RVO], 2014). Governmental frameworks are one of few aspects they are obliged to keep in mind in the interpretation of its plans (RVO, 2014).

The second is *customization*. As the collective has the full control, it is able to customize its needs (Bossuyt et al., 2018). The spaces constructed reflect the needs, aspirations, and ideals of each individual directly (Hamiduddin and Gallent, 2016). Community-led development models have a high degree of customization compared to other development models (Hamiduddin and Gallent, 2016; Boelens and Visser, 2011). Traditional project management often leads to a standardized end result, which does not always match the wishes of the end-users.

However, Tummers (2017) emphasizes co-design is an essential characteristic of community-led development. It often goes beyond participation. *Professional guidance* and their expertise is necessary to make a community-led project a success (Droster, 2015; RVO, 2014; Tummers, 2017). According to RVO (2014) the collective should appoint a board of leaders and Landenberger and Gütschow (2019) emphasize the need for external project management (Landenberger and Gütschow, 2019). This type of guidance coordinates the process and reaches timely decisions. In addition to project management, the collective is in need of professionals for the design, legal structures, finances and implementation of the development (Williams, 2008).

**Figure 5. Distinctive characteristics community-led development**



## 2.4 ADVANTAGES AND DISADVANTAGES

Community-led developments generally exhibit a strong sense of social cohesion (Hamiduddin and Gallent, 2016; RVO, 2014; Seemann et al., 2019). Initiators get to know and bond with future neighbours early on (RVO, 2014). According to Seemann et al. (2019, p. 1452-1453), interviewees highlight the social contribution, neighbourly cohesion, and supportive relationships as major advantages of community-led development. However, these projects are demanding, requiring significant personal effort, time, and financial investment from participants (Seemann et a., 2019). Challenging negotiations can be time-consuming (Seemann et al., 2019). While conflicts may arise if there is a lack of willingness to compromise, they tend to be rare due to the collective nature of these projects, where like-minded individuals come together based on shared goals and aspirations.

The RVO (2014) identifies two key motives for community-led development: quality and affordability. Community-led development models allow for the creation of housing solutions tailored to specific needs, offering added value for residents and the environment (Seemann et al., 2019; RVO, 2014). As a result, there tends to be higher satisfaction among the end-users (Boelens and Vissers, 2011). However, community-led developments often rely on municipal building sites (Seemann et al., 2019, p. 1457; Droste, 2015), which highlights a significant dependence on local government support for access to suitable locations for these projects.

Additionally, affordability is often a significant motivation for individuals starting out in the housing market (RVO, 2014; Drewes and van Vossen, 2004). Participating in a community-led development makes homeownership more accessible (Hamiduddin and Gallent, 2016). Studies by RVO (2014), UU/TNO (2010) and Drewes and van Vossen (2004) highlight the cost-effectiveness of community-led developments. The cost price of these homes is often 10 to 20% below market value as initiators pay the cost price, professional fees are shared among end-users and because of economies of scale (RVO, 2014; Seemann et al., 2019). The extent of economies of scale depends on the project's size, which can range from 6 to 100 homes (RVO, 2014). Smaller projects may yield lesser financial benefits but are easier to coordinate, while larger groups can achieve economies of scale but require relatively more time for coordination. RVO (2014) suggests that an ideal group size is between 20 to 40 households, enabling economies of scale while maintaining effective organization and quick accessibility within the collective.

The research by Boelens and Visser (2011) presents a different perspective. Their findings do not support the claim that community-led developments have lower development costs compared to traditional building methods. They acknowledge that community-led projects often receive additional government grants for ecological or energy-related objectives or to encourage community-based developments (Boelens and Visser, 2011). However, any potential savings resulting from these grants or from the direct relationship between consumers and builders are often offset by the need to hire professionals (Boelens and Visser, p. 117). Achieved savings are frequently reinvested by the end-users to enhance the project's quality, such as through luxurious fittings or better materials, which ultimately increases the market value of the housing project (Boelens and Visser, 2011; SEV, 2006). While there may be some cost benefits in practice, the collective often chooses to utilize these savings to improve the overall quality of the project, resulting in a higher market value (Boelens and Visser, 2011). Nevertheless, community-led developments are often considered to have a favourable price-to-quality ratio (RVO, 2014). Although the developments have a good price/quality ratio, there are high financial risks, especially because of mutual dependency. One of the interviewees of Seemann et al. (2019) stated the following:

It is an exceptional situation with great financial pressure [...]. If you cannot deal with that, you should rather consider choosing a secure way and purchase a developer house, instead of enduring cost uncertainties over a long period. (p. 1456)

Moreover, differences in opinions can break up a collective and financial emergency of members can disrupt construction and increase costs for the remaining members. When members leave, the collective



must adjust the project's total price. Overall community-led developments have several advantages and disadvantages, see table 2. This approach is not for everyone, with some preferring the partnership or speculative model.

**Table 4. Advantages and disadvantages of community-led development**

ADVANTAGES	DISADVANTAGES
Social cohesion and supportive networks	Possibility of conflicts
Cost advantage	Municipality sets the framework
High quality	Personal efforts
High satisfaction level because of customised solutions	High financial risks and mutual dependency

(Source: based on UU/TNO, 2010; Seemann et al., 2019).

## 2.5 ACTORS IN COMMUNITY-LED DEVELOPMENT

The distinction of primary stakeholders, secondary stakeholders, and the wider environment in Czischke's (2017) framework establishes a basis for the actors in community-led development, see table 5. The first level, the primary stakeholders or the collective of end-users, initiate the project, hold significant influence and have control over essential resources (Czischke, 2017). All end-users have a collaborative relationship with each other and are actively involved throughout the entire process. They unite as a legal entity and its role includes ensuring an adequate pool of candidates, making collective decisions, issuing assignments and organizing the tender process (RVO, 2014).

The second level comprises secondary stakeholders, who play a key role but are not involved in day-to-day operations. They work on behalf of the CPO/Baugruppe and are mainly involved in the design and construction. Table 5 shows of which actors this level consists. Their relationship with primary stakeholders is limited to specific exchanges such as financing, service provision and land facilitation (Drewes and van Vossen, 2004; Czischke, 2017). The Baugruppe, in contrary to the CPO, often hires a project management. The Baugruppe appoints this actor in the first phase. The project management ensures the smooth running of the process by identifying potential issues and addressing them in a timely manner. It also manages stakeholders' expectations and integrates their desires into the project concept (Landenberger and Gütschow, 2019).

**Table 5. Stakeholder community-led development**

Primary stakeholders	Secondary stakeholders	Wider environment
Collective of end-users	Banks, financial intermediaries, brokers architects, consultants, contractors, municipality, architects, engineers, and attorneys, landowner	Municipal regulations

The final level is the wider environment, including individuals or organizations that indirectly influence the development such as the government. Their relationship with other stakeholders is indirect or latent and of a legal or regulatory nature (Czischke, 2017). Literature study on CPOs and Baugruppe show the significant role of the national government, as it creates the right conditions for self-initiative and self-organisation (Droste, 2015; Scheller and Thörn, 2018; UU/TNO, 2010). Due to the shift from government towards governance, the government plays a more supportive and supervisory role, stepping back and supporting the self-organizing capacity of society (UU/TNO, 2010). This shift has renewed interest in CPOs and Baugruppe. The role of municipalities also evolved. Local governments have a guiding and facilitating function, encouraging initiatives from the community. The municipality provides a (legal) framework, sets conditions for the location, supports group formation and the formation of a legal entity, supplies the land, reviews the permit and supervises. As long as these conditions are not met, it is difficult to achieve these forms of community-led development. This indicates that the government's role is crucial for the implementation of community-led development. However, it is noteworthy that the literature often overlooks the precise role of the government in community-led development, despite its decisive role. Table 3 provides an overview of the different roles of the actors.

Even though the same actors appear in all three of the examples, the Landenberger and Gütschow (2019) specifically emphasizes the importance of external project management in the Baugruppe. This actor seems to be the only difference between the actors in CPOs and Baugruppe

**Table 6. Role of actors involved**

Role	Actor
Regulator and land issuer	Municipality
Initiator/ client	Collective of end-users
Process supervisor	External process manager Coordinating developer Coordinating architect Coordinating contractor Housing cooperative
Designer	Architect Contractor Engineer Constructor Financial expert
Builder	Contractor Supplier
Facilitator	National government
User	Collective of end-users

(Source: RIGO, 2010)

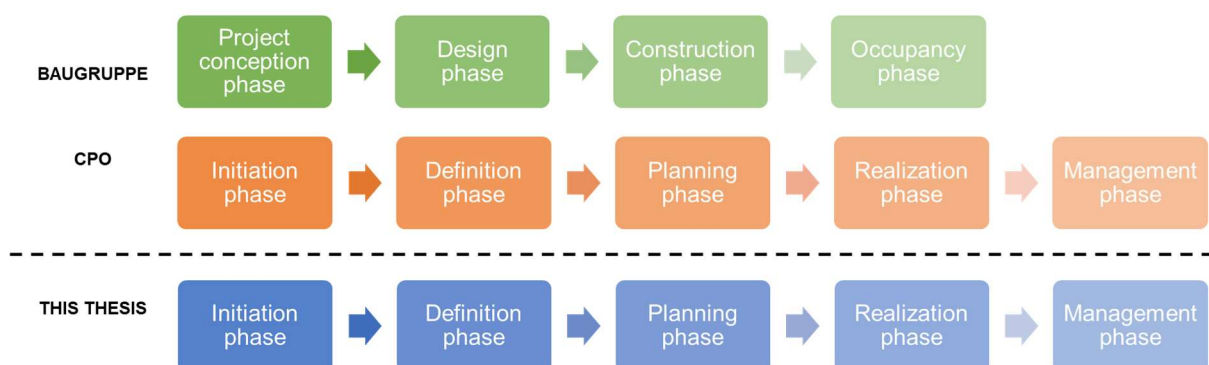
## 2.6 PROCESS OF COMMUNITY-LED DEVELOPMENT

There is consensus in Dutch and German literature on the process of community-led development. While the terminology of the phases may vary, see figure 6, there is significant overlap between the phases of CPOs and Baugruppe. The only difference is that the Baugruppe already unites as a legal entity (*Interessengemeinschaft*) prior to the process (Landenberger and Gütschow, 2019), while the CPO unites in the first phase (Drewes and van Vossen, 2004). The following phases reflect the process of the Baugruppe and the CPO:

1. In the first phase actors unite in a legal entity and reconcile their wishes to formulate the first ideas into a project plan (Drewes and van Vossen, 2004; Landenberger and Gütschow, 2019). Moreover, there should be a clear idea about the location of a site or building (Bouwen In Eigen Beheer, 2009).
2. The project plan takes on a final form in the second phase and the collective recruits the location (Drewes and van Vossen, 2004). The collective starts hiring executing companies and should provide clarity of the financing of the project (Gephart, 2013; Hansen, 2015; STAWON, 2006)
3. In the next phase, actors apply for a building permit and create a construction plan (Drewes and van Vossen, 2004; STAWON, 2006). The architect makes a preliminary design and after approval, the preliminary design is developed into a final design. The collective approaches contractors to submit a tender.
4. The start of construction is in the following phase and runs up to the completion of the project (STAWON, 2006).
5. After completion, the last phase starts. Part of this phase is the organization of short-term and long-term maintenance and establishing of an association of homeowners.

Figure 6 shows the processes of the Baugruppe and the CPO. Though their phases may vary, their content remains the same as explained earlier. The thesis retains the CPO's phases, as they involve forming a legal entity, making it the most comprehensive process.

**Figure 6. Concluding process**



## 2.7 CONCLUSION

This chapter positioned community-led development within the broader spectrum of options in public-private partnerships and explained the Dutch and German form. Coming back to the first research question: *"What is the position of community-led development amidst the broad area of options in public-private partnerships?"*

Public-private partnerships entail collaborations between three societal sectors: society, the market, and the state. Within this framework, there are three models: the speculative model, the partnership model, and the community-led model. In the community-led model, the end-users take the initiative and engage in self-organization. These citizen initiatives have become increasingly significant in today's society due to the shift from government to governance. Land exploitation follows the concession model in community-led development. This means the collective is responsible for the development, prepares and constructs the land at its own cost and assumes the associated risks (Bregman, 2011). The municipality's role is primarily focused on establishing a program or set of requirements that the legal entity must adhere to during the development process (Bregman, 2011).

Moreover, the literature review operationalized the different community-led development further, by examining its characteristics, advantages and disadvantages, actors involved and process. The literature shows consensus regarding the characteristics, process and actors involved in community-led developments. However, there is ongoing debate concerning the advantages and disadvantages of this development approach, particularly in relation to cost benefits, as discussed earlier in this chapter. It is worth noting that specific financial costs, benefits, and risks are not widely transparent in the literature. Nonetheless, the literature review suggests that community-led developments generally offer a financial advantage. As a result, it leads to the expectation that community-led developments can yield positive financial outcomes.

*E1: The community-led development model has a cost-advantage over traditional project development.*

Moreover, there is remarkably hardly information on the specific role of higher government bodies and landowners. Although it appears that its role is quite crucial for community-led developments and a transfer of ownership must take place. As of the governments framing and supervisory role, its performance seems to be decisive in the success of community-led development. This is worthwhile to explore further to try to narrow this research gap and led to the following expectation

*E2: The high degree of influence of the government and landlords and its performance influences the success of the community-led development process.*



## 3. METHODS

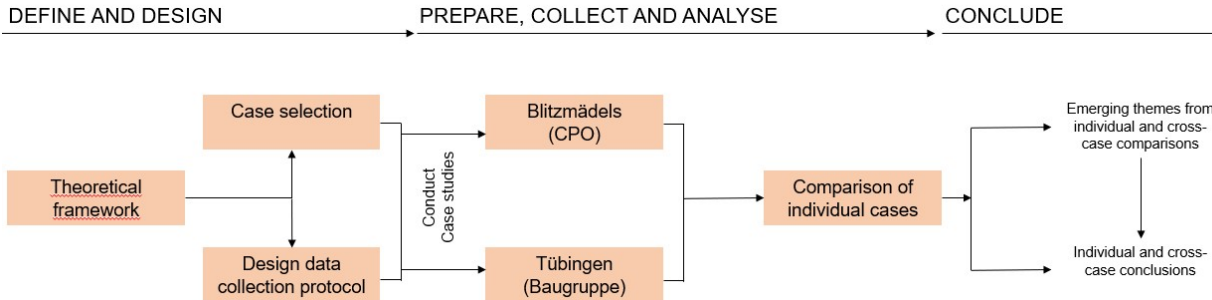
The third chapter describes the methods of this thesis. It discusses the research design, case selection, research methods, operationalization and the quality of the research. It is also important to explain the context in which the community-led developments take place.

### 3.1 RESEARCH DESIGN

This thesis conducts qualitative research to investigate how community-led development can contribute to a varied interpretation of the required redevelopment of disused military heritage. Qualitative research makes use of the unusual, deviant, special and unexpected as a source of insight (Flick, Kardoff and Steink, 2004). This thesis focuses on repurposing military heritage through community-led development. It is special as there are limited examples in practice that repurpose military heritage based on community-led development. This thesis hopes to reveal new insights in how community-led development can contribute to varied interpretation of the required redevelopment of disused military heritage.

The lack of practical examples makes the case-study research design suitable for this thesis. This research design allows for in-depth assessment of new or obscure social phenomena and for answering how and why related questions (Yin, 2018). Community-led development is a social phenomenon that involves a lot of different actors and organisations, necessitating the (multiple) case study research design. In this research design the researcher thoroughly studies the unit of analysis, community-led development, in its own unique context (Yin, 2018). This thesis will study community-led development, and more specifically the CPO in the Dutch context and the Baugruppe in the German context. Therefore, this research follows a constructivist perspective in which the researcher studies the natural environment of the phenomenon (Bryman, 2016). It primarily aims to comprehend the case's complex and unique aspects (Bryman, 2016). Figure 7, based on Yin (2018), illustrates the case-study technique for this thesis. The figure divides three stages: define and design, prepare, collect and analyse and finally conclude.

**Figure 7. Case study protocol**



(Source: based on Yin, 2018).

### 3.2 CASE SELECTION

A researcher can select diverse cases such as a critical case, extreme or unique case, representative case, revelatory case or longitudinal case (Bryman, 2008). The limitation of practical cases makes them unique or extreme cases and justifies the case study research design (Yin, 2018). This thesis selects

the cases based on conditional criteria, known as purposeful sampling (Verschuren & Doorewaard, 2007).

- The building or site has been used for military purposes<sup>3</sup>
- The building or site is currently no longer in use for military purposes, but given a new purpose
- The building or site has historical value
- The development model is community-led
- The cases are either from the Dutch, German or English context<sup>4</sup>

However, remarkably, it revealed only two cases, which indicates unique cases in stead of a sample. Despite thorough (literature) research through search engines such as google (scholar) and world cat, no more than two examples of community-led development in repurposing military heritage came up. It revealed the cases of Schaarsbergen<sup>5</sup> and Tübingen<sup>6</sup>. In Tübingen, former barracks sites, the Französische Viertel and Loretto, have been redeveloped on basis of a Baugruppe. The second case is the case of the Blitzmädel (Kamp Koningsweg Noord (KKN) 4 and 5), part of redevelopment location Buitenplaats Koningsweg and cluster Schaarsbergen, Arnhem.

### 3.3 RESEARCH METHODS

This thesis will derive data from a literature study, desk research, spatial analysis of the cases and semi-structured interviews with involved actors. This ensures triangulation and enables a well-grounded analysis and conclusion.

#### LITERATURE STUDY

A literature review helps to define key concepts and position community-led development amidst the broad options in public-private partnerships. It helps to answer the first research question. The literature review presents the results of different studies of scholars, identifies the current knowledge gap and establishes the course of this thesis and subsequently the case selection. According to Onwuegbuzie,

---

<sup>3</sup> The real estate transformation task the Ministry of Defence faces led to the limitation to military buildings.

<sup>4</sup> There is some existing Eastern and Central European literature on the reuse of military real estate or military heritage often written in its native language. The lack of English literature and other secondary sources makes these cases unsuitable for this thesis. Moreover, this reuse is in most cases not community-led, something that is unit of analysis in this thesis. Eventually, no case emerged in the English context (joint building ventures) and is therefore disregarded.

<sup>5</sup> After an exploration of the Schaarsbergen cluster as part of the internship at *Rijksvastgoedbedrijf*, Buitenplaats Koningsweg stood out as a development location. The monumental Blitzmädel, originally housing for 'Luftnachrichtehelferinnen' in the second world war, have been transformed into living-work homes by means of a Dutch CPO. This was the reason for researching community-led developments.

<sup>6</sup> The literature search revealed the concept of Baugruppe and led to a lot of German cases. Most of these cases were located in Freiburg, Berlin, Hamburg and Tübingen. These cities and cases were then further investigated and eventually led to Tübingen. The Baugruppe as a development model is mostly used for new developments in the other cities, while in Tübingen redevelopment also takes place based on Baugruppe.

Leech and Collins (2012) there are two important steps in the literature review: analyzing and interpreting literature in a formal way. Schwandt (2007) describes analyzing as “to dissect a whole into its components to subsequently reassemble the components to better understand the integrity of the whole” (p.6). This thesis dissects community-led development into the definition, process, actors involved, advantages and disadvantages to subsequently reassemble the components for an eventual better understanding. Schwandt defines interpretation as “the act of clarifying, explicating, or explaining the meaning of some phenomenon” (p. 158).

Search engines such as Google Scholar and World Cat have been consulted to search for relevant literature and cases through key words such as collaborative planning, public-private partnerships, community-led development, *Baugruppe (BG)* and *Collectief Particulier Opdrachtgeverschap (CPO)*. The first search, using keywords: joint ventures, collaborative planning and collectief particulier opdrachtgeverschap, showed an absence of relevant literature discussing the issue. As discussed in chapter 1, scholars operationalize forms of community-led development in diverse ways. To address the absence of relevant literature, further research used keywords as Baugemeinschaft, Baugruppen, community-led development, self-build cohousing groups and collective private commissioning. This search revealed a lot more relevant literature.

## **DESK RESEARCH**

Second, desk research or a document review helps to gain further insight into the cases. This research method helps to answer the second and third research question. This research involves online desk research and published data by the government such as policy documents and regulations and other relevant secondary data sources such as historical data of the sites, newspapers and websites. Desk research ensures that collection of data that is not possible to conduct using other methods, can be collected prior to doing interviews (Bowen, 2009). The document analysis of the data consists of three parts: skimming, reading and interpretation (Bowen, 2009, p. 32).

## **SPATIAL ANALYSIS**

The spatial analysis of this thesis encompasses examining and modeling the location of the cases. This contributes to a better (spatial) understanding of both cases and their results and therefore contributes to answering research questions 2 and 3. According to Rucks-Ahidiana and Bierbaum (2017) the spatial context matters in qualitative research. It enhances depth of qualitative research (Rucks-Ahidiana and Bierbaum, 2017) and provides the study with a unique geographical perspective (Yin, 2017).

## **SYMPOSIUM**

Another research method is participation in a symposium. On the 12th and 13rd of May 2023, German experts from the world of heritage, landscape and art spent two days acquainting themselves with the heritage of Fliegerhorst Deelen (the Schaarsbergen cluster) and reflect on future developments in the area. The central questions in the symposium are “*What is the European significance of this heritage?*” and “*What to do with the military heritage when the military purpose ceases to exist?*”. This research



method contributes to broader thinking about military heritage redevelopment, addressing sub-question 3. It also involves engaging with Germans on Baugruppe and monument care, helping to answer research questions 2 and 3.

## SEMI-STRUCTURED INTERVIEWS

Finally, semi-structured interviews are a source of data that help to answer the second and third research question. Semi-structured interviews include a set of open-ended questions guiding the interviews, while maintaining room for follow-up inquiries and examination of any new subjects (Kvale and Brinkmann, 2009). It is a way to gain new insights while still having some degree of control over the conversation. The semi-structured interviews are useful for imparting expert knowledge on community-led development and analysis of the actors' perspective (Flick, von Kardoff and Steink, 2004). Residents are as an initiator, controller and end-user important actors part of the process and their perspective therefore relevant. Moreover, the perspectives of superordinate levels lack scientific substantiation. The semi-structured interviews ensure more information on their perspective.

This research conducted eight interviews with the most relevant involved actors. These include actors from society (primary stakeholders such as the collective of end-users), the market (secondary stakeholders such as architects, project developers and project managers) and the state (Dienst Landelijk Gebied and the municipality). This led to the following respondents, see appendix 1, which also further elaborates on conducting the interviews. After conducting the interviews, the researcher transcribes the interviews. Analysis of these transcripts is based on different stages (Schmidt, 2004, p. 253). First, creation of categories based on the material. Determination of analytical categories is the result of intensively and repeatedly reading the material (Schmidt, 2004). Research questions and prior knowledge guide attention to specific topics (Schmidt, 2004). For this thesis the role and responsibilities of actors with a strong focus on the superordinate levels, characteristics and advantages and disadvantages of community-led developments, the process, legislation and regulations and financing. The analytical guide brings these categories together. Subsequently, the interviews are coded using the analytical guide. This means relating parts of the transcript to one category, so that it fits the textual passages the best (Schmidt, 2004), see figure 8 and appendix 2 for the code-tree.

### Figure 8. Coding



### 3.4 OPERATIONALISATION

This thesis focuses on the following main research question: *“How can community-led development contribute to a varied interpretation of the required redevelopment of disused military heritage?”*. Several research questions contribute to answering the main research question and require operationalization. Appendix 3 states the operationalization. It helps to adequately answer the research questions, the main research question and ensures comprehensibility, transparency, reproducibility of the research and guarantees validity and reliability of the research.

### 3.5 QUALITY OF THE RESEARCH

This paragraph explains the quality of the research, this includes guaranteeing validity and reliability.

#### **VALIDITY**

Boeije, Scheepers and Tobi (2016) acknowledge validity of research refers to how accurately a method measures what it intends to measure. Construct and external validity ensure a high degree of validity. According to Yin (2018), multiple sources of evidence, triangulation, can ensure construct validity, which is identifying the correct operational measures for the concepts. Steinke (2004, p. 185) acknowledges triangulation is a way to compensate for any one-sidedness resulting from an individual method, theory, database or researcher. This thesis ensures a high degree of validity by triangulation as described in 3.3.

Yin (2018) acknowledges that other ways to ensure construct validity, is by letting key informants review the case study report, or communicative validation (Steinke, 2004). This thesis presents the data to the key informants and the transcripts to respondents with the aim they assess them in respect of their validity (Steinke, 2004, p. 185). They can possibly correct them or provide additional information if necessary. Benevolent key informants and respondents reviewed the data for this thesis. This ensures preservation of subjective judgements in this thesis.

The external validity is the extent to which the findings of this thesis can be generalized. Researchers can achieve generalizability if the chosen sample represents the case that is being investigated. According to Merkens (2004, p. 167) “it is not a question of representing the distribution of features in totalities, but rather of determining what is typical of the objects under investigation and thereby ensuring its transferability to other, similar objects”. This study is restricted to two cases because of the limited practical examples. It is therefore not a sample and the cases are very representative. The results of this research can therefore be used for other (future) cases. However, researchers do need to be aware of the context-specific factors. Flick (2004) acknowledges researchers can increase theoretical generalizability using different research methods, as this thesis does.

#### **RELIABILITY**

Reliability is the extent to which measurements are repeatable, when different researchers perform the measurements, on different occasions and/or under different conditions (Drost, 2011, p. 106). The operationalization table, see appendix 3, ensures this. Steinke (2004) acknowledges that requirement of identical replication of the research is not possible. That is thus something the researcher should not

strive for. According to Steinke (2004), the researcher can ensure comprehensibility of the research process by the documentation of the research process. In doing so, external actors can easily follow the process and the results that derive from the research (Steinke, 2004). According to Steinke (2004, p. 187), several aspects of the research process are a necessity to document.

- First, the researcher’s prior understandings and expectations. Therefore, this thesis concludes the literature review with an expectation.
- Secondly, the researcher should document the ways in which the researcher collects data (Steinke, 2004). This thesis clarifies the investigation procedure by stating the case study protocol (3.1) and the way and the context in which the research conducts the interviews (3.3).
- Furthermore, the researcher should be transparent in the methods of analysis, the research methods and information sources (Steinke, 2004; Gibbert, Ruigrok and Wicki, 2008). Paragraph 3.3 states these. This makes clear which data underlie the researchers’ interpretations.
- Lastly, the researcher should be transparent in decisions and problems of the research, subject of the discussion, chapter 7.

**3.6 ETHICS AND POSITIONALITY**

This paragraph addresses the significance of ethics and positionality in the research. Ethics refers to the moral principles governing responsible research conduct (Reich, 2021). Positionality relates to the researcher's background and its potential impact on observations, interpretations, and interactions with participants (Reich, 2021) The following table outlines how ethics and positionality are upheld in this thesis.

**Figure 9. Ethics and positionality in this research**

ETHICS	POSITIONALITY
Voluntary participation: The participants are free to opt out of this research at any point in time	The researcher is aware of her cultural, social and personal background and its effect on the interaction with the participants and the collection of data. During the research, the researcher sets aside her own norms in order to understand the view of respondents
Informed consent: The participants know the purpose of this study as the researcher states this prior to interviews. It is their choice to decline or to join	
Anonymity: This thesis does not collect any personally identifiable data	
Results communication: This thesis is free of plagiarisms and results are accurately represented	

(Source: Reich, 2021; Shaw, Howe, Beazer and Car, 2019)

# 4. CASE STUDY SCHAARSBERGEN

BUITENPLAATS KONINGSWEG AND THE  
BLITZMÄDELS (KKN4/KKN5)



This chapter investigates findings of community-led military heritage redevelopment in Schaarsbergen and provides information for the extent to which these findings can be used in such (future) redevelopments.

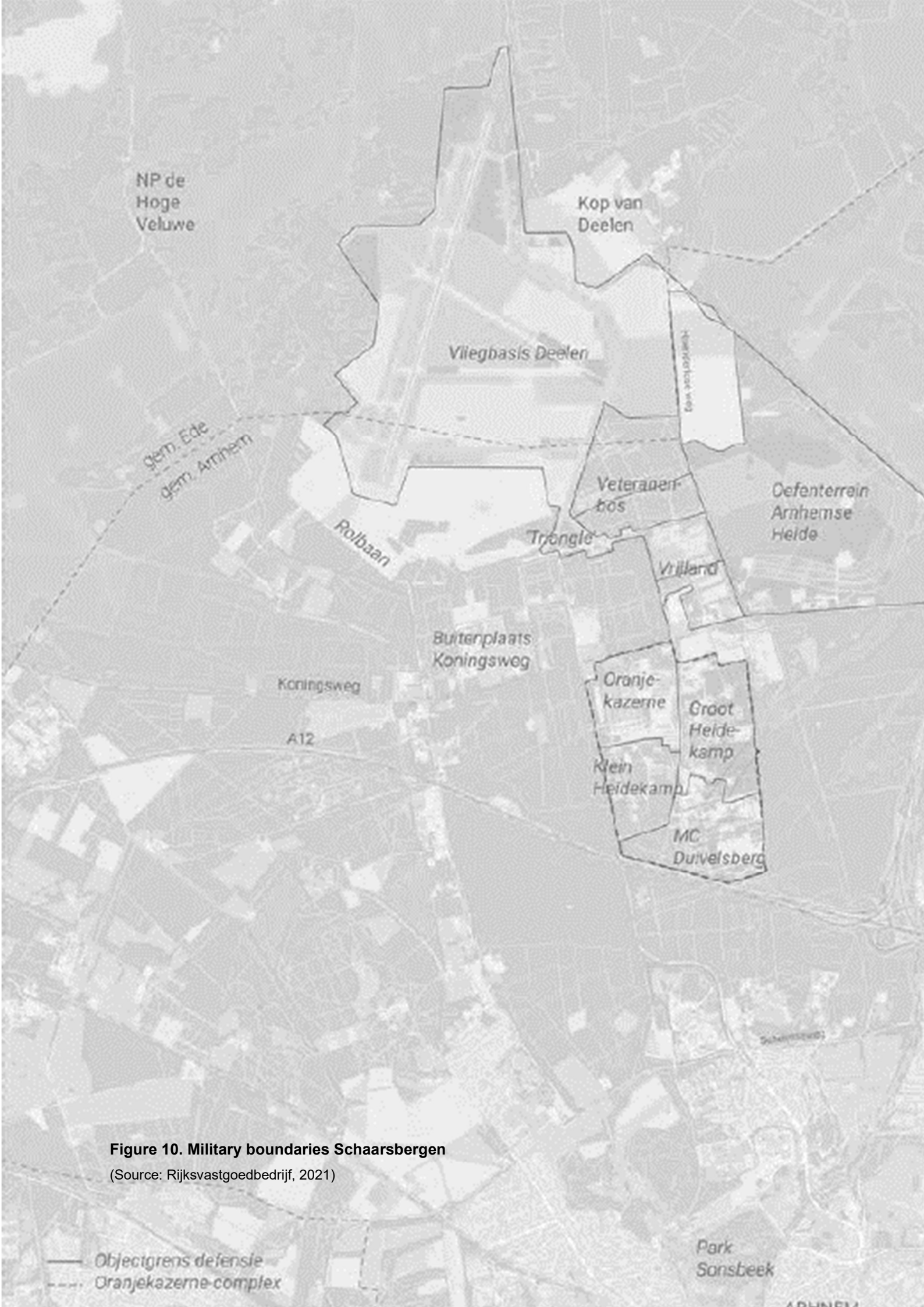
#### 4.1 CASE DESCRIPTION

Schaarsbergen is officially a neighborhood of Arnhem, which is a city about eight kilometers south from Schaarsbergen. Schaarsbergen largely consists of military area, also known as cluster Schaarsbergen. *Vrijland, Veteranenbos, Oranjekazerne, Groot Heidekamp, Klein Heidekamp, MC Duivelsberg and airbase Deelen* fall within the object boundary of the military areas of Defence, see figure 10 on the next page (Rijksvastgoedbedrijf, 2021). *Buitenplaats Koningsweg*, the location of the former Blitzmädel and the case study of this thesis, is located just outside these boundaries. The total area is about 700 hectares and consists of around 123 monumental buildings (Rijksvastgoedbedrijf, 2021). These buildings have a rich history, which needs further elaboration.

The sites have significant historical value. Appendix 4 discusses the governmental institutions and regulations for protecting monuments. Deelen Airbase was established during WWI to guard the Dutch borders (Kloos and van den Veen, 2019). In WWII it became an air defence complex under German occupation. The main command center, the Diogenes bunker, was built from August 1942 to July 1943 (Kloos and van den Veen, 2019). Other bunkers and airplane hangars were disguised as farms. Fliegerhorst Deelen was one of Europe's largest airfields during WWII and linked to Berlin headquarters (Kloos and van den Veen, 2019). *Luftnachrichtenhelferinnen* worked in the bunker and lived in the buildings on the site next door, whereas officers and men stayed in what looked like typical Dutch villages, *Klein Heidekamp and Groot Heidekamp*.

When the British landed in Arnhem in September 1944, the Germans destroyed the interior of the Diogenes bunker (Buitenplaats Koningsweg [BK], 2010). Klein and Groot Heidekamp were still largely intact after the Second World War ended. After the war, Defence became the owner of these sites and many of the buildings have a monument status nowadays. In the heyday of the Cold war, the Dutch government built many new barrack complexes (BK, 2010), including the Oranje Kazerne in Schaarsbergen. Defence still uses the Schaarsbergen cluster for military purposes. Buitenplaats Koningsweg housed the *Radio- en Radarschool* from 1947 to 1959 and then the *Koninklijke Kaderschool Luchtmacht* from 1961 to 1991 (MVRDV, Buro Harro and KondorWessels Projecten, 2017).

After losing its military function, the area became part of the PROMT deal, *project ruimtelijke ontwikkeling militaire terreinen*, with *Dienst Landelijk Gebied (DLG)* (Gemeente Arnhem, 2018b). The need for a follow-up function arose. Various national monuments characterize the area and in the absence of a follow-up function, these buildings and the area would impoverish. Together with the province, municipalities and other parties, DLG looked for new uses for the vacant sites. Two residents of Arnhem, Hans Jungerius (artist and explorer) and landscape architect Harro de Jang, came up with the idea to tackle the former military site Kamp Koningsweg Noord in 2008 (Kompier, 2008). The idea was to create a connection between the *Veluwe* and the city and to remove the military fences. Jungerius and de Jong found support in *KondorWessels Projecten (KWP)*.



**Figure 10. Military boundaries Schaarsbergen**  
(Source: Rijksvastgoedbedrijf, 2021)

— Objectgrens defensie  
- - - Oranjekazerne complex

Today, the location of the Blitzmädels (KampKoningweg Noord) and the Zeven Provinciën altogether is called *Buitenplaats Koningweg* (Kloos and van den Veen, 2019). Initiators of development of Buitenplaats Koningweg present it as a cultural enclave: "it is a special and unique place where living and working, art and landscape, nature, heritage and architecture go hand in hand" (BK, 2010, p.1). The development of Buitenplaats Koningweg consists of the development of two sub-areas. Each individual project receives a KKN number or ZP number, which is short for *Kamp Koningweg Noord* or *Zeven Provinciën* (BK, 2010). Figure 11 presents the different projects and their numbers.

**Figure 11. Projects of Buitenplaats Koningweg**



(Source: MVRDV et al., 2017)

The individual projects opt a development model. The development of KKN 4 and KKN 5 take place through *Collectief Particulier Opdrachtgeverschap* and are therefore subject to this thesis. KKN 4 and KKN5 are both former housing of the Blitzmädels. KKN6 is also former Blitzmädel housing. Due to problems with payment and decision making, Niccon, the former owner, chose to develop KKN6 in the traditional way. KKN 4 and 5 currently each consist of four homes.

**Figure 12. KKN4 and KKN5 before and after redevelopment by CPO**

The photographs above are the before and the photographs below after redevelopment



(Source: Niccon, n.d. and author)

Community-led redevelopments of military heritage at Buitenplaats Koningsweg may set an example for future possible developments in the Schaarsbergen cluster. Rijksvastgoedbedrijf (2021) proposes building a compact, future-proof barrack south of Deelen airbase to consolidate air and land forces, minimizing fragmentation. Current defence sites Vrijland, Oranjekazerne, Groot en Klein Heidekamp, and Duivelsberg and its heritage will lose their function and will require repurposing instead of demolition. Whether clustering forces or continuing using the current, aforementioned, defence sites, in both scenarios, Vrijland will require new purpose. This case will be elaborated on later in this thesis.

## 4.2 CHARACTERISTICS

In Buitenplaats Koningsweg there is an emphasis on heritage, accessibility for humans and animals (removing military fences), rebuilding demolished buildings from a historical perspective and a *Veluwe* appearance of peace and nature. Redevelopment of the area is based on these principles. This is thus also a framework for the redevelopment of the Blitzmädels. In practice it appears the CPO has the following characteristics.

### *Control*

Control is a characteristic of the CPO. Frameworks guide the development of Buitenplaats Koningsweg, but they focus more on the surroundings rather than the buildings themselves. Apart from monument legislation, zoning plans and environmental permits, the CPO has control over the building development. Respondent 6, project manager at Niccon B.V., acknowledges that Niccon transferred control to the CPO after property purchase. The project manager suggests equipping the CPO with rules. He believes it is valuable for a private party to purchase the land and handle permits and zoning changes. Without this private party, it becomes difficult to make plans and set up a CPO. Once the property is sold to the CPO, they have full autonomy. Respondent 3, end-user, adds that individual participants also have autonomy in making choices, such as hiring different advisors, banks and installers.

### *Customization*

Customization is a key aspect of community-led developments, and the CPO has the authority to give a specific interpretation to the redevelopment of the Blitzmädels. This customization allows individuals with varying financial resources to participate in the CPO and reside in the former Blitzmädels. However, there are limitations to customization. Various frameworks established by companies and government agencies regulate the (re)development of Buitenplaats Koningsweg, see table 7, next page.



**Table 7. Framework that regulates the redevelopment of Buitenplaats Koningsweg**

Framework	Drawn up by
<b>Masterplan Zichtbaar Verleden</b>	Dienst Landelijk Gebied, Province of Gelderland, the municipality of Arnhem and the town council of Schaarsbergen
<b>Publiek Programma van Eisen (PVE)</b>	Dienst Landelijk Gebied, Province of Gelderland, the municipality of Arnhem and the town council of Schaarsbergen
<b>Zoning plan</b>	KondorWessels Projecten and the municipality of Arnhem
<b>Beeldkwaliteitsplan</b>	KondorWessels Projecten, MDRV and Buro Harro
<b>Deadlines and completion of the project</b>	Niccon B.V.
<b>Heritage Act</b>	Government of the Netherlands

The CPO must adhere to these frameworks but still has room for individual interpretation and creativity within them. While the exterior and environmental aspects of the building are subject to more restrictions, the interior can be renovated and altered, except for the monumental stairs. Thus, customization is possible within the boundaries of the frameworks, allowing for customization inside the building.

#### *Professional guidance*

Thirdly, professional guidance is a key characteristic of the CPO. Niccon played an important role in the redevelopment. As the landowner, Niccon ultimately opted for the redevelopment to take place via a CPO. It fulfills a different role than project management and mainly arranges a lot prior to the CPO, such as permits and zoning plan changes. The project manager at Niccon, mentions that it represented the different aspects of the development, such as the organizational side, the financial side and the architectural side. Several CPOs have come forward to Niccon, some of which represented by professional project management. According to the project manager, “these CPOs failed because the project management mainly focused on the organizational aspect and not on the financial aspect and the architectural aspect, while these are important to get the process started”.

After Niccon's preliminary work, the collective starts the project development and directs the process. It outsources parts of the process to external professionals such as an architect, contractor and other executing companies. A construction supervisor is also involved in the CPO process. However, this actor is one of the executing companies and not project management.

#### *Creativity as a driver*

According to an end-user of Blitzmädel 5, a CPO is a way of project development in which several people come together as a collective as they aspire something different or special from what the market has to offer. Respondent 1, Former project manager spatial development at the Municipality in Arnhem and respondent 6, project manager of Niccon BV. acknowledge that CPO developments, especially in monuments, produce exciting concepts that often deviate from the standard offered by the project

developer. CPO projects will always yield something unique because it is initiated by different people with different ambitions. The project manager of Niccon mentions that “the eccentric location of the barracks attracts a certain group of creative people who are the drivers of the projects. The arrival of Florentijn Hofman, a world-renowned Dutch artist, enthused various creative people from the west of the Netherlands to also participate in the project”.

### 4.3 ADVANTAGES AND DISADVANTAGES

#### *Cost advantage*

According to an end-user, the CPO has a cost advantage. In principle, individual participants jointly and equally share the costs of the redevelopment. For KKN5 this means the four couples bear 25% of the costs, for example to make the building asbestos-free. Respondents 3 and 5, both end-users, mention demolition, construction and finishing work are personal for each of the end-users, because every individual unit has a different design and additional costs. Although each end-user individually pays for these cost items, there is a cost advantage of purchasing jointly. For example, the costs for demolition, construction, transportation and for placing concrete floors and windows can be split between the end-users as they hire the same executing companies. Therefore, the total cost calculation via a contractor will be 1.5 to 2 times higher than if a CPO arranges this. In addition, the province also provides subsidies to CPO initiatives, which provide a cost advantage compared to traditional project development (Provincie Gelderland, 2023)

#### *Quality and diversity*

Several respondents acknowledge that a CPO delivers a high-quality end result. The collective develops something of which they themselves are end-users and therefore guarantee quality during the process. In addition, the characteristic of creativity as a driver ensures a more diverse interpretation of the buildings. According to the project manager at Niccon, it leads to more out-of-the box concepts and innovative buildings compared to the standard floor plans of project developers. The choices of private individuals seem to deviate from the 'standard' choices of the project developer. End-users, visitors, interested parties and involved parties generally appreciate the project for its creativity and innovativeness.

Although there are many advantages to the CPO, it appears that in practice there are also some disadvantages which need further elaboration.

#### *Time consuming*

A CPO, similar to traditional project development, is a time-consuming process due to several reasons. Adjustments to the zoning plan and permit applications, especially for monumental buildings, can take up to three years, as mentioned by the project manager at Niccon. Actors with framing and supervisory roles must handle various tasks before the CPO, ensuring the preservation and protection of monuments. Consequently, the CPO sometimes needs to wait for these actors to establish preconditions. Disagreements within the collective can also cause delays, as stated by an end-user.

Furthermore, the lack of collective experience can lead to delays. The CPO has less knowledge and fewer contacts in the construction industry compared to developing companies, resulting in a longer time frame for resolving issues. Inexperienced decision-making and uncertainties contribute to difficulties in making choices. Two end-users mentions that due to this uncertainty, the CPO scheduled outsourced work sequentially, whereas in regular construction, many activities occur simultaneously. Additionally, at the beginning of the process, there were meetings on subjects that were only relevant much later, causing unnecessary discussions. In retrospect, the end-user acknowledges that these discussions were not essential since many aspects could be addressed during the actual work.

#### *Personal effort and disagreement*

A CPO demands significant personal effort, which is not necessarily a disadvantage since participants are aware of the commitment required. However, it can become a disadvantage when some participants do not put in the same level of effort. For instance, an end-user mentions that participants are expected to distribute agenda items, thoroughly read all information, and attend all meetings. If not every participant makes equal efforts, it can lead to conflicts and frustrations. The end-users highlight that friction may arise from clashes in personalities, stress, other obligations, and uncertainties within the project. One of the end-users mentions that clashes between individuals in the group resulted in tensions regarding finances, territorial division, and approaches to construction issues. These heated discussions are unproductive. Both end-users mention that due to conflicts between the original chairman of the CPO and another member, a different member assumed the role of chairman during meetings.

#### 4.4 ACTORS INVOLVED AND THE ROLE OF THE GOVERNMENT

Multiple actors play key roles in the CPO process of KKN4/KKN5. According to respondent 2, (former) project leader for the PROMT deal, The Dienst Landelijk Gebied (DLG) and the Rijksvastgoedbedrijf (RVB) have provided guidelines for the redevelopment of military sites (PROMT deal), including camp Koningsweg Noord. Their Publieke Programma van Eisen (PVE) and master plan Zichtbaar Verleden serve as frameworks for private parties interested in redeveloping Buitenplaats Koningsweg.

The province of Gelderland supports CPO initiatives through a subsidy scheme, while the municipality of Arnhem actively facilitates community-led development and is involved in permit applications and preservation through services like ODRA, Welstand, and Monumentenzorg.

The development manager at KondorWessels Projecten (KWP), respondent 4, mentioned KWP purchased the site with Portaal from DLG and collaborated with the municipality and residents to create a zoning plan. Later, KWP sold part of the project to Niccon B.V., which provided assistance in the CPO process, including permits, financing, contractor selection, and individual building contracts.

One of the interested parties was *CPO-vereniging Blitzmädel 5* and *CPO Bunker Blitzmädel 4*, both consisting of four couples of end-users. end-users of *Blitzmädel 5* mention they hired various executing companies for their projects, with some couples choosing their own financial advisors, banks, and installers because of personal preferences. Table 8, next page, shows an overview of the actors involved.

**Table 8. Overview of the actors involved**

Actor	Role	Occupation
<b>CPO-vereniging Blitzmädel 5</b>	Initiator, client and user	Four couples of end-users that decide upon the design, construction and other parts in the process.
<b>Dienst Landelijk Gebied</b>	Regulator/ setting the framework	<ul style="list-style-type: none"> <li>- Gave, in collaboration with <i>Rijksvastgoedbedrijf</i> interpretation to the PROMT deal</li> <li>- Drawing up frameworks (<i>Publiek Programma van Eisen</i> (PVE) and masterplan <i>Zichtbaar Verleden</i>)</li> </ul>
<b>Province of Gelderland</b>	Regulator/ setting the framework facilitator	<ul style="list-style-type: none"> <li>- Drawing up frameworks</li> <li>- Has a subsidy scheme for CPO. This scheme consists of a feasibility grant, an (interest-free) loan for costs in the plan development phase and rewards a sustainable project plan. This subsidy amounts to a maximum of 15,500 euros in case of redevelopment</li> <li>- helps the municipalities to stimulate these initiatives</li> </ul>
<b>Municipality of Arnhem</b>	Regulator/ setting the framework, facilitator	<ul style="list-style-type: none"> <li>- Drawing up frameworks (zoning plan)</li> <li>- Omgevingsdienst Regio Arnhem (ODRA), which handles applications for permits</li> <li>- Welstand and Monumentenzorg, which both preserve the heritage</li> </ul>
<b>KondorWessels Projecten (KWP)</b>	Setting the framework	<ul style="list-style-type: none"> <li>- Project developer Buitenplaats Koningsweg</li> <li>- Creating a cultural enclave on Buitenplaats Koningsweg</li> <li>- Landowner Buitenplaats Koningsweg</li> <li>- Drawing up the zoning plan</li> </ul>
<b>Niccon</b>	Landowner, process supervisor	<ul style="list-style-type: none"> <li>- Taking care of the permits and the zoning plan amendment for the CPO</li> <li>- Helped the CPO with the financing of the project</li> <li>- Helped the CPO with finding executing companies</li> <li>- Helped the CPO with concluding contracts</li> </ul>
<b>Executing companies (architect, builders, bank etc.)</b>	Designer, builder	Executing companies which the CPO collectively contracted.
<b>Plasterer, carpenter and steel company</b>	Designer, builder	Executing companies, which the CPO individually contracted.

Source: Dienst Landelijk Gebied, 2007; Kompier, 2020; MVRDV et al., 2017; Provincie Gelderland, 2023 and interviews)

## 4.5 PROCESS

It all started with the "*Project Ontwikkeling Militaire Terreinen*" or the PROMT deal, which involved the sale of military areas by the Ministry of Defence. According to the former project manager for the PROMT deal at Dienst Landelijk Gebied, the sites were sold to the *Ministerie van Landbouw, Natuur en Voedselkwaliteit*, instead of the usual *Rijksvastgoedbedrijf* due to their ecological significance, (DLG, 2007). The ministry outsourced the task to the Dienst Landelijk Gebied (DLG). DLG, in collaboration with Rijksvastgoedbedrijf (RVB), tried to find a new interpretation for 53 former military sites, including Kamp Koningsweg Noord (DLG, 2007). DLG created a master plan called *Zichtbaar Verleden*, which included a *Publiek Programma van Eisen* (PVE) and a preliminary design (DLG, 2007). The PVE served as a framework for market parties interested in the redevelopment, ensuring compliance with regulations and the zoning plan.

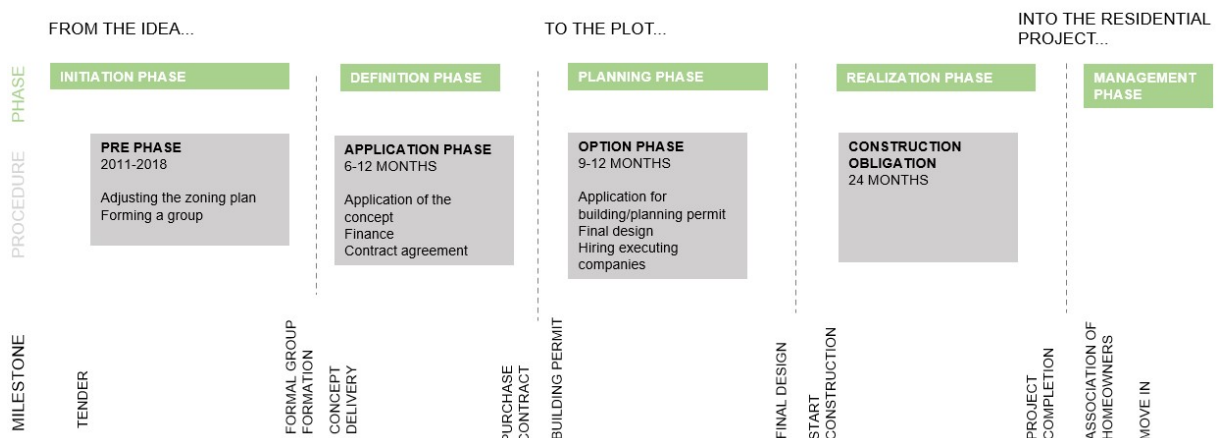
DLG (2007) proceeded with the sale and actual redevelopment, and in 2011, KondorWessels Projecten (KWP) and housing association Portaal became the sole buyers of Kamp Koningsweg Noord (DLG, 2007). Buro Harro and MVRDV collaborated on creating an *Inrichtings- en Beeldkwaliteitsplan*, which formed the basis for the development. According to the former project manager spatial planning at the Municipality of Arnhem, the municipality, KWP, and the first residents participated in consultations for the new zoning plan. The plan served as a steering instrument for maintaining the intended quality and assessing building permit applications for monumental buildings (Kompier, 2020).

The municipality of Arnhem embraced the spirit of the upcoming *Omgevingswet* (Environmental Act), which promotes a new relationship between citizens and the government (Kompier, 2020). However, during the crisis, the conviction arose that housing associations should primarily realize social housing. The redevelopment of monumental buildings did not fit with this conviction and eventually Portaal withdrew from the development. This delayed the preparation of the zoning plan for at least 2 years (Kompier, 2020). Portaal transferred its part of Buitenplaats Koningsweg, including KKN4/KKN5, back to KWP, who then passed it on to Niccon (Kompier, 2020). In 2018, the municipality adopted the zoning plan for Buitenplaats Koningsweg, marking the official start of the area's development. This was followed by open days organized by KWP, allowing visitors to explore the area and learn about the plans. Subsequently, several separate projects within the development were put up for sale (DLG, 2007).

1. The initiators and end-users of the CPO mention they were already familiar with the area as they have stayed in temporary homes at Kamp Koningsweg Noord between 2012 and 2017. A collective of some of these residents approached KWP and Niccon with a request to purchase a building and convert it into homes where they could both live and work. The specific building of interest was the former *Blitzmädels*, currently known as KKN4/KKN5. An end-user mentioned that Peter Groot, an architect and owner of Hoogte 2 Architecten, advised the residents to pursue the purchase through a CPO construction. Once the collective was formed, they went to a notary to officially establish the association, which marked the completion of the initiation phase.

2. The recruitment of the property took longer than expected due to changes in the zoning plan. The former project manager at the municipality of Arnhem mentions that the municipality wanted to ensure that all details were well-documented in the zoning plan to avoid surprises and unresolved issues. As KWP also had its own ideas, there were several back-and-forth discussions between the parties. However, this extended period provided the CPO with time to make plans with the architect and calculate finances with a financial advisor. Ultimately, the CPO purchased the building before the changes to the zoning plan were finalized. In retrospect, the purchase of the building marked the completion of the definition phase, although these phases are not strictly defined in practice.
3. In the planning phase, the CPO worked with executing companies to further develop the plans. Once the zoning plan was finalized, one of the initiators of the CPO mentions they applied for an environmental permit, which was assessed by the Omgevingsdienst Regio Arnhem (ODRA). The CPO obtained the environmental permit in less than a year. With the permit approval, the CPO progressed from the preliminary design to the final design stage. Additionally, the CPO sought executing companies, such as a constructor, to carry out the construction work.
4. The realization phase began with the start of construction. According to the end-users, executing companies removed asbestos, conducted demolition work, installed new facades, and performed construction work inside the building during this phase. This phase continued until the project was completed.
5. The management phase followed the realization phase. In this phase, the CPO transformed into a Vereniging van Eigenaren (vve), or an association of owners. This association was responsible for managing and maintaining the communal parts of the building, such as the roof or façade. This phase marked the end of the process.

**Figure 13. Process of the CPO in practice**



The end-users and initiators acknowledge, however, that they identify these phases in retrospect, but that they are not so tightly phased in practice. One of the end-users mentions that there was mainly organic development and that the different phases sometimes overlapped. In practice, therefore, the CPO does not seem to adhere to the phasing so strictly.



# 5. CASE-STUDY TÜBINGEN

THE FRENCH QUARTER AND  
LORETTO

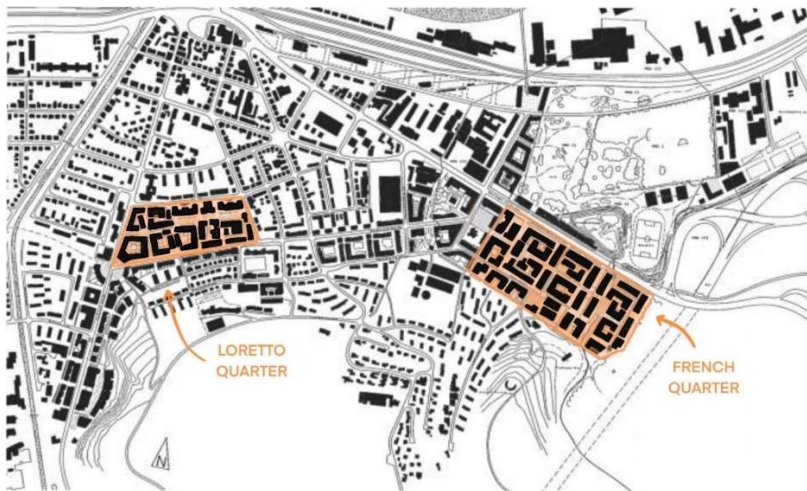


This chapter investigates findings of community-led military heritage redevelopment in Tübingen and provides information for the extent to which these findings can be used in such (future) redevelopments.

## 5.1 CASE DESCRIPTION

The city of Tübingen, located approximately 40 kilometers south of Stuttgart, is a university town with a population of around 90,000 inhabitants, including approximately 27,000 students (Crowhurst and Lennard, 2018). The city faces a high demand for housing, particularly for commuters, students, and young families, in order to retain them within the city (Crowhurst and Lennard, 2018). The focus of this thesis is on two specific areas in Tübingen: the Französisches Viertel and Loretto. These areas were former military barrack sites covering about 65 hectares and have a significant military history (Crowhurst and Lennard, 2018). Appendix 4 discusses the governmental institutions and regulations that deal with the protection of the monumental buildings

**Figure 14. Loretto quarter and the French quarter, Tübingen**



(Source: author, based on LEHENDrei Architektur Stadtplanung, n.d.)

The first barrack, Thiepval Kaserne, was built in 1873 near the main train station and completed in 1875 (Tübingen Universitätsstadt, 2023). The second barrack, Loretto Kaserne, was constructed in 1914 and finished in 1916. After World War I, the Thiepval Kaserne became civilian housing, while the Loretto Kaserne was used by the police and military (Tübingen Universitätsstadt, 2023). In the mid-1930s, the Thiepval Kaserne was repurposed for military use, and new military buildings were erected, including Burgholz-Kaserne and the military hospital (Tübingen Universitätsstadt, 2023). During WWII, the Thiepval-Kaserne housed the Navy Medical Academy and later became a reserve military hospital in 1944. After the war, the French Army occupied the three barracks until they finally left Tübingen in 1991.

After their departure, Tübingen faced housing shortages. The city bought the former barracks, including Loretto and French Quarter sites (figure 15), to create a new urban district (Crowhurst and Lennard, 2018). Germany favors self-organization over large market-based mass housing development (Dol, 2013) and the Baugruppe became the development model. This allowed groups to collectively build what they needed (Crowhurst and Lennard, 2018). Andreas Feldtkeller, a German planner played a

significant role in initiating this model. The city of Tübingen sold land to these groups at a low rate, with the condition that the ground floor of the buildings should serve society by providing commercial, social, business, or cultural spaces (Crowhurst and Lennard, 2018). The development of the French Quarter started in 1993, and around 2,400 people now live in its 13-hectare area, with the neighborhood providing jobs for 700 people (Crowhurst and Lennard, 2018), see figure 16. Similarly, the development of Loretto started in 1996 and took place in two phases: Loretto-Areal Ost and Loretto-Areal West (Schnur, Breitingner, and Natterer, 2013). Loretto covers approximately seven hectares and is home to around 1,000 inhabitants and 100 companies, providing employment for 500 people (Schnur, Breitingner, and Natterer, 2013). The historical military buildings in these areas were renovated and integrated into the new developments, maintaining a symbiosis of old and new (Schnur, Breitingner, and Natterer, 2013).

### **Figure 15. Redevelopment of the Französische Viertel**

Above the Hindenburg Kaserne (1991/2008) and below the Loretto-Kaserne (1921/2008)



(Source: Tübingen Universitätsstadt, 2023)

The planning framework for the developments ensured diversity and compatibility. Andreas Feldtkeller laid out the ground plan of the streets, specified the maximum building height, and required all buildings to be contiguous, while allowing the Baugruppen to determine the interpretation and design within this framework, resulting in a diverse streetscape (Crowhurst and Lennard, 2018). Overall, the development of the Französisches Viertel and Loretto in Tübingen follows a model of densification, mixed-use, urban diversity, and a combination of old and new buildings (Schnur, Breitingner and Natterer, 2013). The Baugruppe approach has been instrumental in creating a neighborhood with a mix of functions, promoting self-organization and self-initiative in urban development (Schnur, Breitingner and Natterer, 2013).

## **5.2 CHARACTERISTICS**

A Baugruppe has several key characteristics.

### *Control*

Firstly, control. The Baugruppe entails a lot of autonomy and design freedom (Architektenkammer Baden-Württemberg, 2007). There were no frameworks for the existing buildings in the quarters as

surprisingly, the two barracks in Tübingen are not protected by law. This makes it easier to make adjustments to the buildings. A participant of the symposium calls this architecture “Blud und Boden” Architecture, indicating that Germans are generally not proud of the architecture of that era, perhaps a reason for the non-existent monument status. The collective, aside from adhering to regulations, is responsible for the entire development process. All members actively participate in decision-making and concluding contracts (Kunert, Fricke, & Falkner, 2017). They jointly purchase the building or land and divide it among themselves. The group holds accountability for project costs, timelines, and quality (Kunert et al., 2017). The Baugruppe receives support from architects and project managers throughout the process (Tübingen Universitätsstadt, 2023). Sometimes the Baugruppe delegates some control to a third-party project manager (LEHEN drei Architekten Stadtplaner, 2005). However, even with the involvement of a project manager, the ultimate decision-making authority remains with the collective.

### *Customization*

Respondent 7, a project manager of Baugruppe in Tübingen, acknowledges that the Baugruppe is a development model which makes it possible to realize individual ideas and wishes. The Baugruppe can achieve different goals, from ecological construction methods to special forms of housing, mixed use to multi-generational forms of living (LEHEN drei Architekten Stadtplaner, 2005). The collective is able to realize housing types that usually do not exist or to a limited extent on the conventional housing market (LEHEN drei Architekten Stadtplaner, 2005).

### *Professional guidance*

LEHEN drei Architekten Stadtplaner (2005) distinguish two types of Baugruppen: freie private Baugemeinschaft and Betreute private Baugemeinschaft. In the freie private Baugemeinschaft, participants initiate the collective without involving commercial developers or brokers. End-users manage the Baugruppe and outsource work to experts. In contrast, the Betreute private Baugemeinschaft involves a third-party that (initiates), organizes, and manages the Baugruppe. This third-party takes care of tasks such as plot search, development framework, contract preparation, planning coordination, moderation, and cost breakdown. Both forms of Baugruppen rely on professional guidance from architects and other experts. However, the key difference is that the Betreute private Baugemeinschaft appoints an external project manager and delegates certain tasks to them. While professional guidance is not mandatory, it streamlines the process and reduces the time commitment for end-users. The project manager and respondent 8, an end-user acknowledge that without project management, the Baugruppe may face challenges in attracting participants due to the time-consuming work and discussions involved.

### *Urban development instrument*

The Baugruppe is as an urban development tool as it plays a significant role in spatial development in Tübingen (Bura et al., 2016; Tübingen Universitätsstadt, 2012). One important aspect of Baugruppe in Tübingen is the emphasis on small-scale development, leading to vibrant and diverse neighborhood structures (Bura et al., 2016). Each Baugruppe in Tübingen is unique in appearance, end-users,

functions, size, budget, and old or newly to be build (Tübingen Universitätsstadt, 2012). The end-users of Baugruppen can be families, single households, or even small companies (Tübingen Universitätsstadt, 2012). Tübingen promotes the mixing of functions at the building level to ensure a lively and diverse urban environment (Bura et al., 2016). The versatility of the Baugruppe model makes it accessible, attractive, and affordable for a wide range of users, contributing to diverse urban development (Bura et al., 2016).

### 5.3 ADVANTAGES AND DISADVANTAGES

A Baugruppe has several advantages, table 6 and several disadvantages, table 9.

**Table 9. Advantages of the Baugruppe**

Advantage	Explanation
<b>Community engagement</b>	The commitment of the individuals in the Baugruppe is relatively high as of their early involvement in the planning of a building or area. Participants of Baugruppe perceive community engagement as the biggest advantage of Baugruppe (LEHEN drei Architekten Stadtplaner, 2005). Germans also refer to the <i>Nachbarschaftsmodell</i> , a neighborhood model, if they talk about the Baugruppe due to the early involvement of end users (Architektenkammer Baden-Württemberg, 2007). According to respondent 7 and 8 neighbors get to know each other at an early stage, during the forming of an <i>Interessengemeinschaft</i> . Community formation is thus already during the pre-phase of preparation, concept development and planning. This leads to a higher user identification with the building and the location (Architektenkammer Baden-Württemberg, 2007). Respondents 7 and 8 emphasize that in the end of the process, end-users have a tight network that have gone through a lot of obstacles together. They learned to discuss and talk about their needs and problems.
<b>High quality</b>	The Baugruppe development model offers relatively lower costs compared to other models while maintaining high quality. This high quality is achieved by leveraging pooled resources and expertise of the involved actors (Architektenkammer Baden-Württemberg, 2007). Additionally, Baugruppen contribute to the creation of vibrant and diverse neighborhoods (Tübingen Universitätsstadt, 2012). The models flexibility and customization options contribute to its high quality rating (LEHEN drei Architekten Stadtplaner, 2005). Respondent 7 acknowledges that the Baugruppe model enables residents to realize their personal dreams, further enhancing its quality.

<p><b>Cost advantage</b></p>	<p>The Baugruppe offers financial advantages. Research by LEHEN drei Architekten Stadtplaner (2005) highlights that participants perceive this as one of the major benefits. There are price differences up to 20% compared to traditional development models (Architektenkammer Baden-Württemberg, 2007; Kunert et al., 2017; LEHEN drei Architekten Stadtplaner, 2005; Tübingen Universitätsstadt, 2012). Respondent 8 explains that this is partly due to tax savings. In Germany, individuals are subject to significant taxes when purchasing land and apartments. However, Baugruppen only pay tax on the land since they self-develop, resulting in potential savings of around €50,000 (Reglinksi, n.d.). Respondent 7 mentions that while cost advantages may be somewhat reduced during economic downturns, the overall advantage remains due to savings across various cost levels. Individual preferences can be included in the general tender, allowing for more favorable terms compared to traditional models (Architektenkammer Baden-Württemberg, 2007). Additionally, customized planning allows for efficient use of space, reducing costs associated with unused areas compared to standardized floor plans (Architektenkammer Baden-Württemberg, 2007). The option to self-perform work also contributes to lower costs. Baugruppe eliminate fees for developers, brokers, and intermediaries, resulting in significant cost reductions (Kunert et al., 2017). However, in Betreute private Baugemeinschaft, external project management fees need to be considered, giving freie private Baugemeinschaft a cost advantage. Moreover, houses developed through Baugruppen tend to have good resale value, selling at prices below the average market rate despite their high-quality features (Tübingen Universitätsstadt, 2023).</p>
------------------------------	---

However, alongside its advantages, there are also disadvantages to consider.

**Table 10. Disadvantages of the Baugruppe**

<i>Disadvantage</i>	<i>Explanation</i>
<p><b>Personal risk</b></p>	<p>The Baugruppe model has some perceived disadvantages. One is the personal risk involved, as end-users don't physically see what they are buying initially. Financial institutions and lenders may also be skeptical of this new development model and advise against it (LEHEN drei Architekten Stadtplaner, 2005). The lack of a fixed price structure, with costs based on actual expenses, can be seen as a deterrent (LEHEN drei Architekten Stadtplaner, 2005). Respondent 7 states that construction costs can increase unexpectedly due to economic downturns and participants in the Baugruppe share this risk. Additionally, some individuals may join with a profit motive rather than a focus on community and housing needs, potentially undermining the model's original purpose. To address this, a self-occupancy obligation could be considered.</p>

<p><b>Personal commitment and time-consuming</b></p>	<p>In addition to the personal risk, participating in a Baugruppe requires a significant personal commitment. Unlike traditional development models, where end-users wait for completion, Baugruppe participants actively engage and contribute to the project, which can be time-consuming. Respondent 8 shares that the process took about 3.5 years, while some individuals had been involved for up to 5 years. If project management is hired, participants may need to meet monthly, but without project management, the frequency of meetings may increase to once or twice a week. Rising costs can lead to new discussions, the development of new concepts, and the recruitment of additional participants. Compared to purchasing a ready-to-move-in apartment, moving into a Baugruppe-developed property takes considerably longer, with at least a year of planning and two years of building, potentially extending further due to various factors and obstacles (respondent 7).</p>
<p><b>Compromising</b></p>	<p>There is room for personal interpretation and individual preferences, but the process also involves compromises due to its collective nature (Architektenkammer Baden-Württemberg, 2007). As there are multiple end-users with their own desires, it may not always be feasible to fulfill all personal wishes within the Baugruppe. The decision-making process is typically based on majority agreement (respondent 8). According to respondent 7, the Baugruppe's goal is to collectively work towards the optimal outcome and minimize incorrect decisions. This requires participants to engage in discussions and reach compromises. While the academic left-wing of society is often willing to engage in this process, there are individuals who prioritize their personal needs over the collective effort, which can lead to lengthy discussions and delays (respondent 7). These prolonged processes can act as a deterrent for some individuals (LEHEN drei Architekten Stadtplaner, 2005).</p>

#### 5.4 ACTORS INVOLVED AND THE ROLE OF THE GOVERNMENT

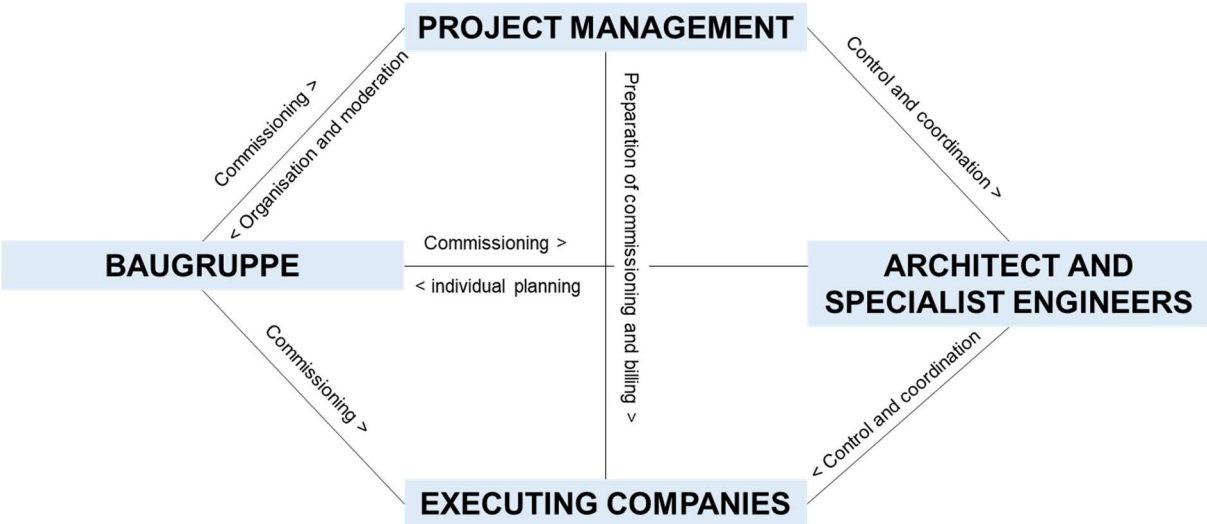
The Baugruppe construction process in Tübingen was facilitated by the city's urban renewal office, which owned and acquired brownfield areas, such as the former barrack site (Schnur, Breitingner and Natterer, 2013). The city of Tübingen supported Baugruppe by providing advice, handling urban planning, decontamination and legal plans (Simbriger and Willen, 2010). Interested parties could register for a Baugruppe through lists at the town hall, allowing for diversity and affordable housing opportunities for young families. The municipality provides infrastructure and guaranteed public space within the project. The city sold plots to Baugruppe but remained involved in project management and occasionally provided funding.

The Baugruppe is a collective of future residents who hire architects and specialist engineers (Tübingen Universitätsstadt, 2012). They receive plot options from the city, adhering to structural requirements

while maintaining architectural freedom. Baugruppe represent collective interests and design and create urban spaces and vibrant neighborhoods. Project management plays a crucial role in organizing, moderating, implementing, and overseeing the entire construction project (Tübingen Universitätsstadt, 2012). The project management team acts as a central point of contact and ensures transparency, budget adherence, quality standards and compliances with time schedules (Architektenkammer Baden-Württemberg, 2007). While they do not have decision-making power, the project manager acknowledges that external project management offers flexibility, specialized knowledge, and initial certainty for all parties involved.

The end-user notes “an industry of project management emerged that focuses on bringing people together in Baugruppe. They organize meetings for individuals seeking homes to participate in a Baugruppe”. However, it is still primarily individuals who initiate Baugruppe, although some specialized project management companies may team up with architects to identify new land opportunities for Baugruppe.

**Figure 16. Key actors and their role in the Baugruppe**



(Source: author, based on Architektenkammer Baden-Württemberg, 2007).

In a Baugruppe, the appointment of an architect is crucial. Architects are involved in various phases of the building process and play a significant role. They conduct planning and soil analysis, create preliminary designs and cost estimates, apply for building permits, develop detailed designs, assist in subcontractor hiring and supervise construction and executing companies (Architektenkammer Baden-Württemberg, 2007; Dol, 2013). Architects also provide advice to the Baugruppe. Specialist engineers are responsible for further development, such as electrical and sanitary facilities. The Baugruppe uses their expertise and network. A legal framework, typically a Gesellschaft Bürgerlichen Rechts (GbR), establishes a legal framework for the mutual relationships between these key actors. This ensures capturing the community's interests and establishes agreements regarding internal relations among the Baugruppe members. Figure 16 provides an overview of the key actors and their roles within the Baugruppe.

## 5.5 PROCESS

The Baugruppe development process opted in Loretto and the French Quarter had the following phases: (Feldtkeller, 2017). Figure 17 visualizes this process.

The Baugruppe process typically involves the following steps:

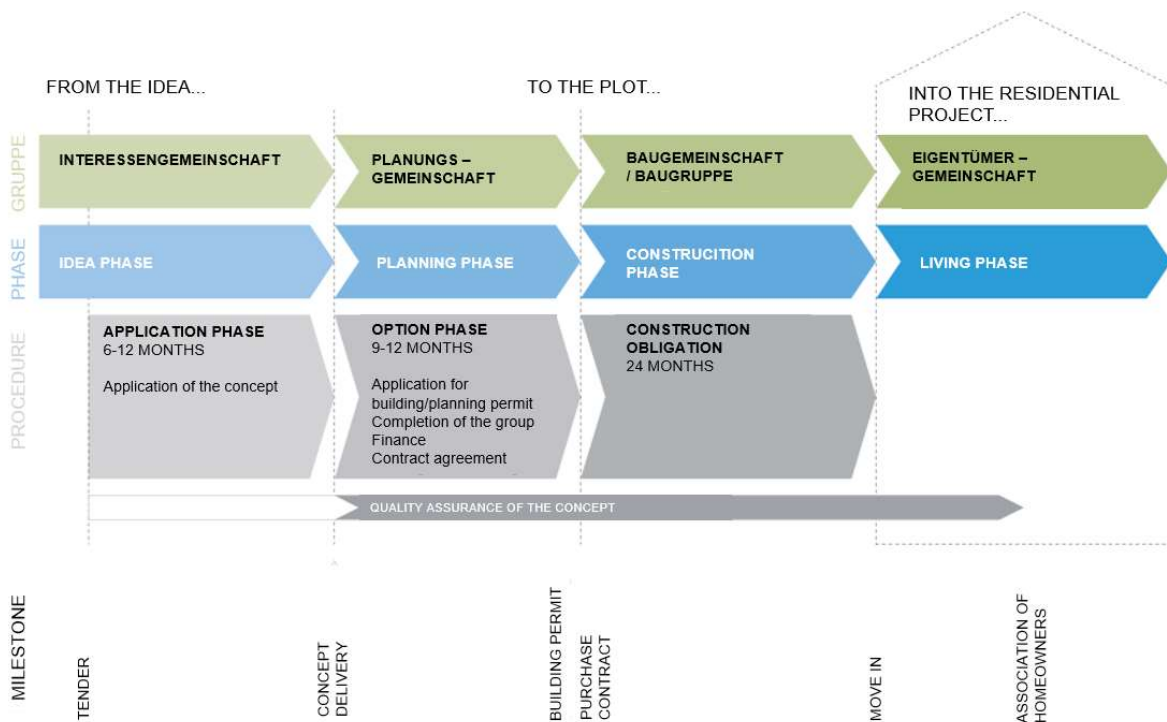
1. It starts with the development agent, in this case the Stadt-sanierungs-amtes der Stadt Tübingen. This agency markets potential development plots and attracts interested parties (Tübingen Universitätsstadt, 2012). In Tübingen, the selection criteria include social diversity and mix, the inclusion of a commercial function, and the feasibility of the project (Bura et al., 2016). Negotiations may take place if multiple collectives express interest, with the development agency identifying the most suitable group.
2. Initially, individuals form an Interessengemeinschaft, which is an interested cooperative. They work together to reconcile their goals and expectations. Membership in this collective is voluntary, and individuals can leave if their own ideas cannot align with the group's goals (Architektenkammer Baden-Württemberg, 2007). At the end of this phase, the Interessengemeinschaft receives an option for a plot (Tübingen Universitätsstadt, 2012).
3. Subsequently, the collective enters a new phase, the *Planungsgemeinschaft* (Architektenkammer Baden-Württemberg, 2007). An initial payment to finance the planning is usually associated with an entry in the *Planungsgemeinschaft* (LEHEN drei Architekten Stadtplaner, 2005). Each member is responsible for financing his/her share in the project. This can be equity capital, grants from financiers or external funds such as a loan from a bank (Kunert et al., 2017). Economic conditions of each participant must be known in mutual confidence and proven in due course so that if costs increase, it is clear whether participants can bear these costs (Kunert et al., 2017). However, participants can leave at any time in this stage. As the land is often already under option in this stage, the collective will look for professional support. The collective submits the building application after completion of the finances and the design (Architektenkammer Baden-Württemberg, 2007). The collective draws up a plan with outlines, including the proposal for a commercial function on the ground floor. A professional such as a project manager or architect coordinates this phase and submits the application for development.
4. A local authority steering committee then reviews the proposal and ultimately allocates a plot to the then called Baugruppe (Tübingen Universitätsstadt, 2012). With the purchase of the land or property, the *Planungsgemeinschaft* becomes a *Baugemeinschaft* or *Baugruppe* (Architektenkammer Baden-Württemberg, 2007). In this phase it is possible to leave the Baugruppe to a limited extent. In combination with an individual proof of financing, this guarantees the necessary continuity (LEHEN drei Architekten Stadtplaner, 2005). The Baugruppe is obliged to buy the plot and to start development. A committee of experts of the city of Tübingen determines the purchase price of the plot and bases this on the actual current



value plus associated costs. Therefore, it deviates from the speculative value under competitive market conditions. This means allocation of the land/building does not take place on the basis of the highest bid (Bura et al., 2016).

5. After, the Baugruppe starts, with support from professionals, with the preparation of a detailed design and a cost calculation. The Baugruppe contractually secures the commercial function, either for sale or for rent. At the beginning of the construction phase, the architect draws up an implementation plan. The architect and the contractor prepare the tender of construction work.
6. After completion of the construction phase, the Baugruppe formally ends when the residents move into the building. The end-users form an association of owners, *Eigentümergeinschaft*, or homeowners' community (Architektenkammer Baden-Württemberg, 2007; LEHEN drei Architekten Stadtplaner, 2005). This stipulates, among other things, that the sale of an apartment by the owner does not require a joint decision. Each owner has independent access to the home and has the same legal status as with the purchase of a "normal ready to move in" apartment (Kunert et al., 2017). The collective lays down the goals in the house rules.

**Figure 17. Process of the Baugruppe in practice**



(Source: author, based on Kunert et al., 2017)

# 6. THEORY AND PRACTICE: CROSS-CASE CONCLUSIONS



This chapter compares the results of the literature review with the results of the two case studies and thus summarizes the previous scientific and practical findings on the use of community-led development in the redevelopment of military heritage, research question 2. It becomes clear whether there is consensus about the characteristics, advantages, disadvantages, process and actors in practice and literature in different contexts.

### 6.1 CHARACTERISTICS

The literature review and case studies highlight several characteristics of community-led development. Firstly, control is a key aspect of this model, as the collective has the decision-making authority over the development process. However, the decisions made by the collective must still adhere to the frameworks set by entities such as the municipality or landowner. Secondly, community-led development allows the collective to customize the project to their specific needs and preferences. While there is freedom for customization, it is within certain limits to ensure that the project represents the collective's wishes as a whole. Professional guidance is another important characteristic. Hired professionals, such as executing companies or external project management, assist the collective in making decisions and provide expertise throughout the process. In the German context, it is common to hire external project management, which acts as a neutral mediator and representative for the participants. In the Dutch case, external project management is not present, and the collective has full control over the process.

Additionally, the case studies reveal that community-led development leads to the creation of unique concepts and buildings. Initiators of these projects often have a creative mindset, resulting in innovative, sustainable, and distinctive designs that differ from traditional project development. This uniqueness contributes to the reputation of Baugruppe as an urban development model and makes it an attractive and affordable option for a diverse range of users. Overall, community-led development offers control, customization, professional guidance, and the creation of unique concepts, making it a versatile and appealing model for urban development, see figure 18.

**Figure 18. Characteristics of community-led development**



### 6.2 ADVANTAGES

The case studies demonstrate that community-led development does offer cost advantages in practice, despite some skepticism among scholars. This is due to various factors such as tax savings (in Germany), economies of scale, subsidies, and the option of self-performed work. While the specific financial costs and benefits are unknown, community-led development is estimated to achieve cost savings of up to 20% compared to traditional project development. Furthermore, there is a consensus

in practice and literature that community-led development projects exhibit high quality. The ability for the collective to realize their personal preferences and aspirations results in a high level of satisfaction among end-users. The diversity of unique concepts and mixed functions also contributes to the overall quality rating of these projects. In terms of the price/quality ratio, community-led development is regarded favorably.

Another notable advantage of community-led development is the strong sense of community. Early involvement of end-users allows them to establish connections with their future neighbors even before occupying their homes. This sense of community enhances the overall experience and satisfaction of the residents. In summary, community-led development offers cost advantages, high quality, and community involvement, making it an attractive model with a good price/quality ratio. Figure 19 summarizes the advantages of community-led development.

**Figure 19. Advantages of community-led development**



**6.3 DISADVANTAGES**

Community-led development does have some disadvantages, as acknowledged by respondents and scholars. One disadvantage, not extensively discussed in the literature, is the time-consuming nature of community-led development. The process can be lengthy, with the collective often relying on framework-setting parties like the municipality for permits. Inexperience, differences in thinking, and decision-making can lead to frustrations and delays. The withdrawal of involved parties, as seen in the Dutch case, can further exacerbate these delays. Overall, community-led development requires significant personal effort and time investment.

Decision-making within the collective can also present challenges. The collective has the authority to make choices but is also mutual dependent. Clashing personalities, stress, other commitments and project uncertainties can lead to conflicts and lengthy discussions. Prioritizing individual egos over the collective goal hampers both the process and the sense of community. Hiring external project management can mitigate these issues as it serves as a mediator and ensures representation of all members in the final design. The involvement of external parties can significantly reduce the frequency of collective meetings and expedite decision-making. In the absence of such support, the burden falls on the collective, requiring frequent and time-consuming meetings.

Personal risk is another disadvantage perceived by individuals involved in community-led development. As a relatively new development model, there is an element of experimentation and uncertainty regarding the final outcome. The absence of fixed prices introduces financial risk borne collectively by the group. Construction costs can fluctuate, potentially leading to higher expenses during economic

downturns. However, costs can also work in favor of end-users. The lack of predictability regarding costs acts as a deterrent. However, specific figures on potential cost variations are not publicly available. Additionally, participants may have differing motives, such as viewing the project as an investment opportunity rather than focusing on community-building and affordable housing, contrasting with the underlying idea of community-led development.

In summary, the time-consuming nature, personal risk and effort and decision-making challenges are disadvantages of community-led development. External project management can help mitigate some of these challenges, but they still require careful consideration and management by the collective. Figure 20 below summarizes the disadvantages.

**Figure 20. Disadvantages of community-led development**



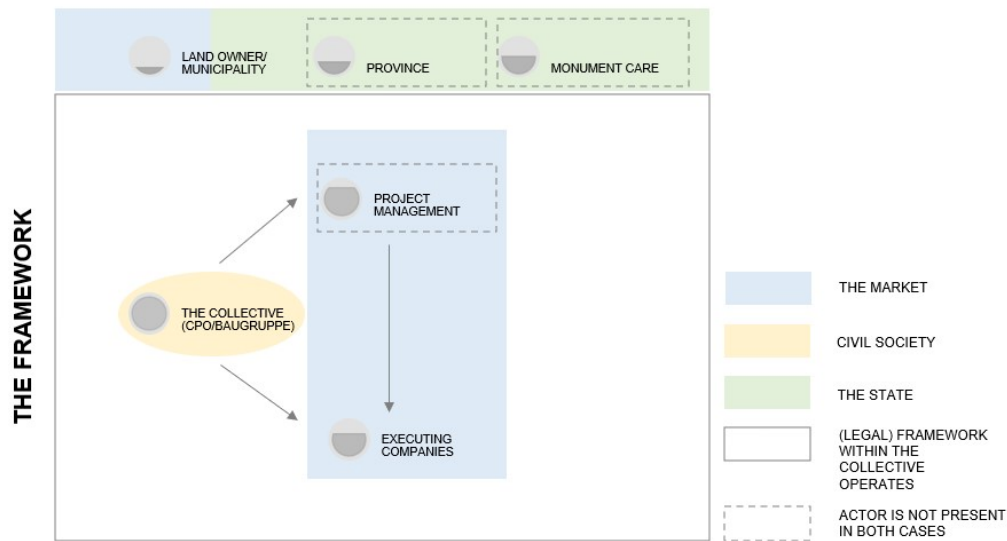
**6.4 ACTORS**

Community-led development, despite the term perhaps suggests otherwise, is a collaboration among three societal sectors: civil society, the market, and the state, see figure 21. Civil society, represented by the CPO or Baugruppe, plays a central role in this model. End-users have a direct relationship with each other and significant influence over the project. The project follows the concession model, previously discussed. Hired executing companies from the market sector are secondary stakeholders. They contribute by expertise and financial resources but are not authorized to make decisions.

The role of the government or state is limited in community-led developments. Instead, it supports the self-organizing capacity of society and has a framing (setting preconditions) and supervisory (approving permits) role. The government's relationship with other stakeholders is indirect, often of a legal or regulatory nature. However, the government ensures the legitimacy of the project, which is essential for community-led development to proceed.

The case study and literature review generally align in their findings. However, there are differences between the Tübingen and Schaarsbergen cases. Tübingen emphasizes the importance of external project management, while it has no explicit role in the Dutch case. In the Dutch case, multiple government entities such as the municipality, province, and monument care are involved, whereas in Tübingen, only the municipality plays a role. The landownership structure also differs, with the municipality being the landowner in Tübingen and Niccon in Schaarsbergen. The presence of the government as the landowner leads to more active involvement in the process. Additionally, the Baugruppe is more common and actively promoted in Tübingen compared to Schaarsbergen and the Netherlands as a whole. Germany has more experience with this form of development.

**Figure 21. Actors involved in community-led development**

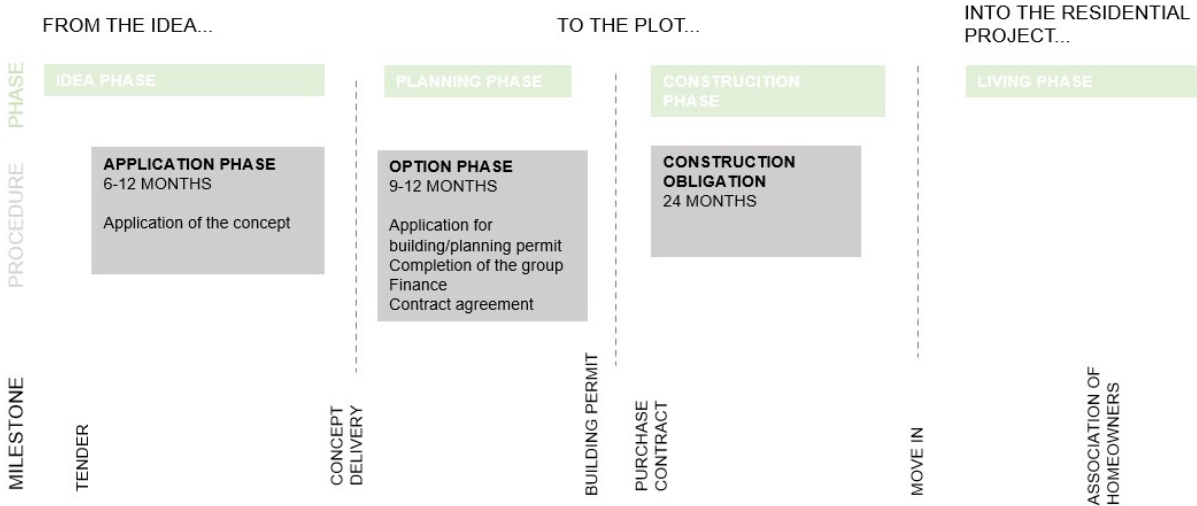


INITIATOR/ CLIENT	COLLECTIVE OF END-USERS
USER	CPO/ BAUGRUPPE
PROCESS SUPERVISOR	EXTERNAL PROCESS MANAGEMENT COORDINATING ARCHITECT
DESIGNER	ARCHITECT CONTRACTOR ENGINEER CONSTRUCTOR FINANCIAL EXPERT
BUILDER	CONTRACTOR SUPPLIER
REGULATOR (SETTING THE FRAMEWORK)	MUNICIPALITY PROVINCE CITY COUNCIL MONUMENT CARE
FACILITATOR	MUNICIPALITY PROVINCE
LAND OWNER	MUNICIPALITY PROJECT DEVELOPER

## 6.5 PROCESS

Figure 22 illustrates the overall process, procedures, and milestones, though it should be recognized that there may be more overlap between phases in practice. While the literature review defined specific phases of community-led development, the case studies show that these phases are not strictly delineated, particularly in the Dutch case. The CPO process in practice tends to be more organic, with overlapping and interconnected phases. In contrast, the German case allows for clearer distinction between phases as the collective assumes different forms throughout the process, starting with the Interessengemeinschaft and progressing to the Eigentumergemeinschaft. The names of the phases may differ slightly from those mentioned in the literature review, but their content remains essentially the same.

**Figure 22. The process, procedures and milestones in community-led developments**



(Source: author, based on Kunert et al., 2017)

**6.6 HYPOTHESIS**

The case study research has given no reason to reject the first expectation of the literature review. This leads to the following hypothesis.

*H1: The community-led development model has a cost-advantage over traditional project development.*

According to this study, community-led developments are financially beneficial compared to traditional project development. This is due to savings in taxes (Germany), economies of scale, subsidies and the possibility to (partially) do work yourself. However, this thesis has not had access to financial data that support this expectation with specific figures. Therefore, this expectation cannot be accepted with certainty. Moreover, the case study research has given no reason to reject the second expectation of the literature review. This leads to the following hypothesis.

*H2: The high degree of influence of the government and landlords and its performance influences the success of the community-led development process.*

The government has an important role in bringing about community-led development given its supervisory and framing role and providing its legitimacy. In other words, the government has a large degree of influence on community-led development. As long as there is no government support for community-led developments, this development model will not succeed. Creating public support for this innovative development model is therefore important.

# 7. CONCLUSION AND DISCUSSION





This chapter formulates an answer to the main research question. It discusses the contribution of the research to the field, policy recommendations, methodological implications, research recommendations and a reflection on community-led development: is it a niche market?

## 7.1 MAIN QUESTION

Hundreds of military (monumental) buildings will be accessible for new uses due to the new Dutch Real Estate Transform Programme. The shift from government to governance and the growing interest in community empowerment create favourable conditions for citizens' initiatives in spatial planning. The question remains: *"How can community-led development contribute to a varied interpretation of the required redevelopment of disused military heritage?"*.

The research shows that the community-led development model in the redevelopment of military heritage leads to varied and creative interpretations of the historic military buildings. As the initiators are the end-users, quality comes first and innovative and unique ideas arise that breathe new life into the former military buildings and the surrounding areas. The historical character of the buildings is an opportunity rather than an obstacle in community-led developments. It adds uniqueness to the residential properties. The Dutch CPO and the German Baugruppe are flexible models that give full autonomy to the collective to give its own interpretation to the military heritage. This translates into function mixing, synthesis of old and new, rejection of standardization (different layouts) and results in a creative hub as well as a strong sense of community. Creative people are the drivers of community-led developments and the reason for the unique character of the new interpretation of the military heritage and their environment. But how does a CPO or Baugruppe achieve such a final result?

The findings emphasize the importance of establishing frameworks for community-led redevelopment of military heritage. These frameworks consist of requirements and preconditions often set by governmental organizations. Frameworks can help prevent disagreements, limit the time horizon and ensure the preservation of the military heritage of the buildings, of particular importance in the Netherlands where historical character holds more significance compared to Germany's view on World War II architecture. As of the governments framing (setting preconditions) and supervisory (approving permits) role these developments depend heavily on government cooperation. The willingness of governmental organizations to support self-organization and self-initiative of end-users significantly influences community-led developments.

Research indicates that assigning a single party to oversee property acquisition and manage public law matters, such as permits and zoning plan modifications, can be advantageous. This party should consider organizational, financial, and architectural aspects in the initial phase. Later on, control can be transferred to the CPO or Baugruppe, under supervision of an architect. The involvement of the architect, as observed in the Tübingen case, is essential for the success of the Baugruppe. They provide professional guidance while empowering the CPO to make final decisions. However, active participation from the end-users themselves requires substantial personal effort and commitment.

To conclude, community-led development can contribute to a varied interpretation of the required redevelopment of disused military heritage. In order to do so, the superordinate levels and landowners should create frameworks to steer the redevelopment of the military heritage in the right and desired direction. Furthermore, community-led developments are in need of professionals such as executing companies, but also a project management or supervising architect. Involving creatives can furthermore create added value to the varied interpretation of the disused military heritage. A community-led creative collaboration between the state, market and society is the starting point for finding valuable and viable solutions for the re-use of the military heritage: let's join together!

**7.2 CONTRIBUTION TO SOCIETY AND POLICY RECOMMENDATIONS**

In conclusion, the findings of the literature review and case study research provide valuable insights for the future redevelopment of military heritage and the application of community-led developments. To return to Vrijland, mentioned in the introduction, appendix 5 will elaborate on this case and the associated policy recommendations. As military areas with (monumental) military buildings become available for repurposing, there is an opportunity to involve the community in the process. Germany, with its strong corporatist culture and experience in community-led developments, can serve as a source of knowledge and inspiration for future projects in the Netherlands. Lessons learned from the Baugruppe can be incorporated to guide and inform community-led military heritage redevelopment initiatives.

It is crucial for participants in community-led military heritage redevelopments to have comprehensive understandings of the organizational, financial, and architectural aspects involved. This thesis and existing literature can help increase awareness and familiarity with this alternative development model. By encouraging citizens' initiatives, creative and innovative ideas can emerge, benefiting society as a whole. However, it should be noted that findings are indicative rather than generalizable due to the specific administrative contexts. (Policy) recommendations to enhance community-led developments in repurposing (monumental) military heritage is what remains.

**Table 11. (Policy) recommendations**

Recommendation	Explanation
<b><i>Project management</i></b>	Hiring project management and assigning a key role to the architect are lessons learned from the German Baugruppe. It is advisable to let an external party arrange the purchase and a number of administrative matters prior to the community-led redevelopment of military heritage. The use of project management prior to the process prevents discussions and limits the risks and the total duration of the project, which are the potential pitfalls of community-led developments. All in all, it simplifies and smoothens the process.

<b>Set frameworks</b>	Setting some requirements or preconditions for community-led redevelopments of military heritage is advisable, even though it might not match with the open nature associated with these developments. In this way, superordinate levels, such as the Ministry of Defence, the <i>Rijkdienst voor het Cultureel Erfgoed</i> and the municipality, are able to keep up with developments and guarantee the preservation of the heritage. It is advisable to do so as the freedom of community-led developments sometimes leads to lengthy discussions, a longer time horizon and more risks, all of which ultimately prevent the project's advancement.
<b>Creatives as drivers</b>	Leaving the initiative to the community generally leads to more creative outcomes than when the government or the market take the lead. This form of development suits a certain type of person who wants to make a personal effort to shape his or her own home and its environment. They are often creatives with unique and innovative ideas who create added value for themselves and society. It is therefore advisable for the Ministry of Defence or other potential users of the community-led development model to involve the creative sector of society committed to heritage conservation in the redevelopment of military heritage.

In other words, community-led developments have a lot of potential and typically generate more novel ideas than traditional project development. The insights of this thesis may be useful for subsequent projects. However, each project is different in terms of the context of the country and also the environment. This means that these insights are indicative and can only be advice or policy recommendations for future users, the Ministry of Defence and Rijksvastgoedbedrijf. It is recommended to the Ministry of Defence and *Rijksvastgoedbedrijf* to just take a leap of faith on this different approach. Even if it is in an experimental form. Due to the relatively unknown terrain, the personal effort and the time-consuming process, it is quite a commitment to participate in community-led redevelopments of military heritage. If the superordinate levels permit, it can be beneficial to let society discuss potential new uses for military buildings. For now, the ball is in their court. Where there is a will there is a way.

### 7.3 CONTRIBUTION TO THE SCIENTIFIC FIELD

This thesis contributes to the scientific field as it studies a phenomenon that is fairly underexposed in the literature. To date, there is no scientific knowledge of community-led redevelopment of military heritage. This research emphasizes that community-led development is a suitable method for redeveloping (vacant) military sites and military heritage. In general, participation of society leads to more creativity and unique concepts. Buitenplaats Koningsweg, Loretto and the French Quarter are all three creative hubs that society praises for its diversity due to the mix of functions, synthesis of old and new, rejection of standardization and arrival of creatives

Moreover, this thesis started by emphasizing the underexposed role of superordinate levels and landlords. After all, community-led developments have a strong focus on the community. This thesis shows that despite the shift from government to governance, the superordinate levels do play an important role in community-led redevelopments of military heritage. It has a supervisory and framing role as governmental institution and sometimes as a landowner that steer these developments in the desired direction. Without the presence of this actor and its frameworks, these developments would not get off the ground due to the endless possibilities and resulting discussions. This thesis, moreover, confirms most of the results from the literature. The results show that community-led developments have a cost advantage. However, specific financial data on costs, benefits and risks has not been found to support this, follow-up research could investigate this. With absolute numbers, a comparison could have been made with traditional project development and the actual potential financial benefits. Furthermore, there is consensus in literature and practice about the characteristics, advantages and disadvantages of community-led developments.

#### 7.4 METHODOLOGICAL IMPLICATIONS

This thesis adopts a qualitative research approach and multiple case study design, offering opportunities and limitations.

It allows investigating community-led military heritage redevelopment in real-life contexts of two different countries with unique administrative environments. The limited number of cases allows for thorough analysis. The case study allows for triangulation in this thesis which enhances the validity of findings. This design enables exploring the relatively novel concept of community-led military heritage redevelopment, which is in need of scientific substantiation.

However, the case study design has limitations in terms of generalizability due to the cases' unique administrative and judicial contexts. While valuable insights are provided, the findings are context-specific and indicative rather than generalizable. Nonetheless, the design allows for critical reflection and falsification of expectations in this thesis. Methodologically, there were implications related to the interviews conducted in this research. The interviews were primarily conducted online using Microsoft Teams, with some respondents preferring email communication. This limited the observation of non-verbal communication and made it challenging to inquire about specific aspects. Increasing the number of interviews could have increased the findings' generalizability. The German case study, particularly, had only two interviews due to unwillingness and limited availability of actors. However, the Tübingen case partially compensated for this with substantial online information. In contrast, the Dutch case relied more on interviews due to limited online data availability.

#### 7.5 RESEARCH RECOMMENDATIONS

This research suggests several topics for future studies, discussed in table 12.

**Table 12. Research recommendations**

Research recommendation	Explanation
<b>Financial aspect</b>	This is a underexposed topic in literature and practice. This thesis gathered some information through literature reviews and desk research, but concrete financial figures are still unknown as they are not publicly available. To gain more insights, further research could focus on obtaining this financial data and examining the costs, benefits and risks of community-led developments.
<b>Architectural aspect</b>	This thesis primarily focused on the organizational aspects and project management of community-led developments. However, a respondent emphasized that considering the multiple facets of community-led developments, including the architectural dimension, is crucial before initiating the process. Future research could delve into the architectural discipline to explore this aspect in greater depth.
<b>Central and Eastern Europe</b>	The case selection already pointed it out, but there is more experience in Central and Eastern Europe with the repurposing of military heritage. These countries have been deliberately left out of consideration in this thesis due to the lack of English literature. It could be interesting to conduct further research and compare it to the German/Dutch context. Perhaps there could be lessons learned from Central and Eastern Europe.

## 7.6 REFLECTION: NICHE MARKET?

Community-led development is highly adaptable and can be applied to various projects, regardless of the heritage or function involved. The only essential condition is the community leading the development process. This flexibility allows for different forms, mix of functions and versatility in initiators, both residents and companies. The model is not limited to repurposing military heritage but can be used for other heritage types as well.

Community-led development can be an alternative to traditional project development in repurposing military heritage, with some adjustments to its current form. Lessons learned from Germany such as hiring external project management and a supervising architect should be introduced to mediate and handle permits and supervise. Hiring these parties is not standard practice in the Netherlands, making it a niche market today, but a possible alternative in the future.

## REFERENCES

- Architektenkammer Baden-Württemberg. (2007) *Planen – bauen – leben Baugemeinschaften in Tübingen*. Rottenburg: Maier Druckerei GmbH.
- Architektenkammer Nordrhein-Westfalen. (2014) *Denkmalschutz als Herausforderung und Chance*. Düsseldorf: Architektenkammer Nordrhein-Westfalen.
- Arfa, F.H., Zijlstra, H., Lubelli, B. and Quist, W. (2022) 'Adaptive Reuse of Heritage Buildings: From a Literature Review to a Model of Practice', *The Historic Environment: Policy & Practice*, 13(2), pp. 148-170.
- Baarveld, M., Smit, M. and Hoogerbrugge, M. (2014) *Bouwen aan herbestemming van cultureel erfgoed: Samenwerking en verevening in gebiedsontwikkeling*. Den Haag: Platform 31.
- Baisch+Fritz (2020). *Magazin*. Available at: <https://www.baisch-fritz.de/> (Accessed 4<sup>th</sup> of March 2023).
- Boelens, L. and Visser, A-J. (2011) 'Possible Futures of Self-construction Post-structural Reflections on Ten Years of Experimentation with (C)PC', In: L. Qu & E. Hasselaar (eds), *Making room for people: choice voice and liveability in residential places*. Amsterdam: Techne Press, pp. 1-196.
- Bossuyt, D., Salet, W. and Majoor, S. (2018) 'Commissioning as the cornerstone of self-build. Assessing the constraints and opportunities of self-build housing in the Netherlands', *Land use policy*, 77(8), pp. 524-533.
- Bouwen in Eigen Beheer [BIEB]. (2009) *Handboek Bouwen In Eigen Beheer: Samenbouwen in eigen beheer*. Eindhoven: BIEB.
- Bowen, G. A. (2009) 'Document analysis as a qualitative research method', *Qualitative research journal*, 9(2), pp. 27-40.
- Bregman, A. (2011) 'Nieuwe samenwerkingsvormen bij gebiedsontwikkeling', *Real Estate Research quarterly*, 10(2), pp. 7-12.
- Bryman, A. (2016) *Social research methods*. Oxford: Oxford University Press.
- Buitenplaats Koningsweg [BK] (2010). *Masterplan Buitenplaats Koningsweg*. Available at: <https://www.buitenplaatskoningsweg.nl/> (Accessed: 15 March 2023).
- Bura, J., Kasper, B., Markones, M. and Töllner, A. (2016) *Grundstücksvergabe für gemeinschaftliches Wohnen: Konzeptverfahren zur Förderung des sozialen Zusammenhalts, bezahlbaren*

*Wohnraums und lebendiger Quartiere, Praxisbeispiele aus Tübingen, Hamburg, München und Berlin.* Hannover: FORUM Gemeinschaftliches Wohnen e.V. Bundesvereinigung

Camerin, F., Camatti, N. and Gastaldi, F. (2021) 'Military Barracks as Cultural Heritage in Italy: A Comparison between before-1900-and 1900-to-1950-Built Barracks', *Sustainability*, 13(2), pp. 782- 807.

Community Led Homes (2018) *Community Led Housing: How to do it.* Available at: <https://www.communityledhomes.org.uk> (Accessed: 15 february 2023).

Creswell, J. W. (2013) *Qualitative inquiry and research design: choosing among five approaches.* Thousand Oaks: Sage.

Crowhurst, S. H. and Lennard, H. L. (2018) *Tübingen's Loretto and the French Quarter: the original city of short distances.* Available at: <https://livablecities.org> (Accessed: 13 March 2023).

Czischke, D. (2017) 'Collaborative housing and housing providers: towards an analytical framework of multi- stakeholder collaboration in housing co- production', *International Journal of Housing Policy*, 18(1), pp. 55-81.

Die Bundesregierung (2023). *Denkmalschutz.* Available at: <https://www.bundesregierung.de/> (Accessed: 3 April 2023).

Dienst Landelijk Gebied [DLG]. (2007) *Zichtbaar Verleden: Visie op de aanpak Kamp Koningsweg Noord – Zeven Provinciën.* Den Haag: Ministerie van Economische Zaken.

Doak, J. (1999). 'Planning for the Reuse of Redundant Defence Estate: Disposal Processes, Policy Frameworks and Development Impacts', *Planning Practice and Research*, 14(2), 211–224.

Dol, K. (2013) *Particulier opdrachtgeverschap bij de burens [conference paper].* Delft: TU Delft.

Drewes, F. and Vossen, E. van. (2004) *Een huis op maat... ook voor u? Handboek particulier opdrachtgeverschap voor (bijna) ieder inkomen.* Almere: Gemeente Almere.

Drost, E. (2011) 'Validity and Reliability in Social Science Research', *Education Research and Perspectives*, 38(1), pp. 105-124

Droste, C. (2015) 'German co-housing: An opportunity for municipalities to foster socially inclusive urban development?', *Journal of Urban Research and Practice*, 8(1), pp. 79-92

- Feldtkeller, A. (2001) *Staedtebau: Vielfalt und Integration. Neue Konzepte fuer den Umgang mit Stadtbrachen*. Stuttgart/München: Deutsche Verlags-Anstalt.
- Feldtkeller, A. (2017) 'Self-build neighbourhoods for living and working: a view from Tübingen, Germany', In: M. Beson and I. Hamiduddin (eds), *Self-Build homes: social discourse, experiences and directions*. London: University College London, pp. 6-46.
- Flick, U. (2004) 'Design and Process in Qualitative Research', In: U. Flick, E. von Kardoff and I. Steink (eds), *A companion to qualitative research*. London: Sage publications, pp. 146-152.
- Flick, U., Kardoff, E. von. & Steink, I. (2004) *A companion to qualitative research*. London: Sage publications.
- Freie und Hansestadt Hamburg. (2006) *Zusammenbauen lohnt sich Baugemeinschaften für Familien in Hamburg*. Hamburg: Freie und Hansestadt Hamburg
- Gatti, M. P. and Cacciaguerra, G. (2016) 'Military buildings: from being abandoned to reuse', In C. A. Brebbia, C.A. and Clark, C. (ed.), *Defence Sites II: Heritage and Future*. Southampton: WIT Press, pp. 17-27.
- Gemeente Amersfoort. (2009) *(Collectief) Particulier Opdrachtgeverschap in Amersfoort: Handboek (Collectief) Particulier Opdrachtgeverschap*. Amersfoort: Gemeente Amersfoort.
- Gemeente Arnhem. (2018a) *Bestemmingsplan Buitenplaats Koningsweg*. Arnhem: Gemeente Arnhem.
- Gemeente Arnhem. (2018b) *Vaststellen bestemmingsplan 'Buitenplaats Koningsweg' en het beeldkwaliteitplan 'Buitenplaats Koningsweg*. Arnhem: Gemeente Arnhem.
- Gephart, H. (2013) *Gruppendynamik in Baugemeinschaften*. Köln: Fakultät für angewandte Sozialwissenschaften
- Gibbert, M., Ruigrok, W., & Wicki, B. (2008) 'What passes as a rigorous case study?', *Management Journal*, 29(13), 1465-1474.
- Hamiduddin, I. and Gallent, N. (2016) 'Self-build communities: the rationale and experiences of group-build (Baugruppen) housing development in Germany', *Housing Studies*, 31(4), 365-383.
- Hansen, A. (2015) *Leitfaden für Baugemeinschaften*. Hamburg: Stadtentwicklung und Wohnen Amt für Wohnen, Stadterneuerung und Bodenordnung



- Healey, P. (2006) *Collaborative Planning: Shaping Places in Fragmented Societies*. London: Macmillan
- Hill, C. (2000) 'Measuring Success in the Redevelopment of Former Military Bases: Evidence from a Case Study of the Truman Annex in Key West, Florida', *Economic Development Quarterly*, 14(3), pp. 267-277.
- Informatiepunt Leefomgeving [IPLo]. (2023) *Rijksregels voor rijksmonumenten*. Available at: <https://iplo.nl> (Accessed: 22 february 2023).
- Innes, J.E. and Booher, D.E. (2004) 'Reframing Public Participation: Strategies for the 21st Century', *Planning Theory and Practice*, 5(4), pp. 419-436.
- Inspectie Overheidsinformatie en Erfgoed. (2023) *Wie houdt er toezicht op rijksmonumenten?* Available at: <https://www.inspectie-oe.nl/> (Accessed: 28 february 2023).
- Janssen, J., Luiten, E., Renes, H. and Rouwendal, J. (2014) 'Heritage planning and spatial development in the Netherlands: changing policies and perspectives', *International Journal of Heritage Studies*, 20(1), pp. 1-21.
- Jarvis, H. (2015) 'Community-led housing and 'Slow' opposition to corporate development: Citizen participation as common ground?', *Geography Compass*, 9(4), pp. 202–213.
- Kapedani, E. (2013). *Skip the developer: collective private commissioning as a model for sustainable redevelopment of Canadian suburbs*. Master Thesis. Delft: Technische Universiteit Delft.
- Kloos, S. and Veen, S. van den. (2019) *Blitzmädel en bijzondere collectiestukken in de bunker*. Available at: <https://www.maandvandegegeschiedenis.nl/> (Accessed: 14 March 2023).
- Kompier, V. (2020) 'Buitenplaats Koningsweg: van vermomd vliegveld tot kunstenaarskolonie', *Architectuur Lokaal*, 98(1), pp. 16-19.
- Kowal, S. and O'Connell, D. C. (2004). 'Analysis, Interpretation and Presentation: the transcription of conversations', In: U. Flick, E. von Kardoff and I. Steink (eds), *A companion to qualitative research*. London: Sage publications, pp. 249-252.
- Kunert, M., Fricke, A. and Falkner, C. (2017) *Gemeinsam Planen Bauen Wohnen: Leitfaden Baugemeinschaft in Stuttgart*. Stuttgart: Landeshauptstadt Stuttgart Amt für Stadtplanung und Stadterneuerung.

- Kvale, S. & Brinkmann, S. (2009) *Interviews: Learning the craft of qualitative research interviewing*. London: Sage Publications.
- Lambert, B. and Bliss, N. (2020) *Guidance: the options for community led housing*. Oldham: Community Led Homes.
- Landenberger, L. and Gütschow, M. (2019) 'Project Management for Building Groups: Lessons Baugemeinschaft Practice', *Built Environment*, 45(3), pp. 296-307.
- LEHENdrei Architektur und Stadtplanung. (n.d.) *Stuttgarter Straße / Französisches Viertel in Tübingen*. Available at: <https://www.lehendrei.de/> (Accessed: 22 March 2023).
- LEHEN drei Architekten Stadtplaner (2005) *Beiträge zur Stadtentwicklung: Neues urbanes Wohnen in Baugemeinschaften*. Stuttgart: Landeshauptstadt Stuttgart, Amt für Stadtplanung und Stadterneuerung
- Margerum, R. D. (2002) 'Collaborative Planning: Building Consensus and Building a Distinct Model for Practice', *Journal of Planning Education and Research*, 21(3), pp. 237–253.
- Merkens, H. (2004) 'Selection procedures, sampling, case construction', In: U. Flick, E. von Kardoff and I. Steink (eds), *A companion to qualitative research*. London: Sage publications, pp. 165-170.
- Meurs, P. and Steenhuis, M. (2020) *Reuse, Redevelop and Design: How the Dutch Deal with Heritage*. 2<sup>nd</sup> ed. Rotterdam: nai010 uitgevers.
- Mil, L. van. (2021) *Het Collectief Particulier Opdrachtgeverschap als ontwikkelingsoptie op de woningmarkt*. Master Thesis. Radboud University Nijmegen.
- Ministerie van Onderwijs, Cultuur en Wetenschap. (2021) *Erfgoedwet*. Available at: <https://wetten.overheid.nl> (Accessed 27 March 2023).
- Ministerie van Defensie, Ministerie van Binnenlandse Zaken en Ministerie van Financiën. (2021) *Toekomstvast – goedbeheerd: Interdepartementaal beleidsonderzoek naar een toekomstbestendige vastgoedportefeuille voor Defensie*. Den Haag: IBO Vastgoed Defensie.
- MVRDV, Buro Harro and KondorWessels Projecten. (2017) *Beeldkwaliteitsplan Buitenplaats Koningsweg: culturele enclave op de veluwe in Arnhem*. Rijsen: KondorWesselsProjecten.
- Niccon. (N.d.) *Buitenplaats Koningsweg*. Accessible at: <https://www.niccon.nl/> (Accessed 15 March 2023).

- Nijkamp, P., Rodenburg, C. A. & Vreeker, R. (2003) *The Economics of Multifunctional Land Use*. Maastricht: Shaker Publishers.
- Nozeman, E. and Vlist, A. van der. (2014) 'Institutions and performance of European metropolitan commercial real estate market', *Real Estate Research Quarterly*, 13(4), pp. 5-12.
- Onwuegbuzie, A. J., Leech, N. L., & Collins, K. M. (2012) 'Qualitative analysis techniques for the review of the literature', *The qualitative report*, 17(28), pp. 1.
- Ponzinia, D. and Vani, M. (2014) 'Planning for military real estate conversion: collaborative practices and urban redevelopment projects in two Italian cities', *Urban Research and Practice*, 63(14), pp. 1-18.
- Provincie Gelderland. (2023) *Collectieve wooninitiatieven*. Available at: <https://www.gelderland.nl> (Accessed 4 May 2023).
- PPPLab Food and Water. (2014) *Public-Private Partnerships: A Brief Introduction*. Den Haag: Rijksdienst voor Ondernemend Nederland.
- Priya, A. (2020) 'Case Study Methodology of Qualitative Research: Key Attributes and Navigating the Conundrums in Its Application', *Sociological Society*, 70(1), pp. 94-110.
- Purbani, K. (2017) 'Collaborative planning for city development: A perspective from a city planner', *Scientific Review Engineering and Environmental Sciences*, 26(1), pp. 136-147.
- Rauws, W. (2016) 'Civic initiatives in urban development: self-governance versus self-organisation in planning practice', *Town Planning Review*, 87(3), pp. 339-361.
- Rechtsinformationssystem des Bundes [RIS]. (2023) *Bundesrecht konsolidiert: Gesamte Rechtsvorschrift für Denkmalschutzgesetz, Fassung vom 30.03.2023*. Available at: <https://www.ris.bka.gv.at/> (Accessed: 30 March 2023).
- Reglinski, G. (n.d.) *Baugruppe: Bauen in der Baugemeinschaft*. Available at: <https://www.drklein.de/> (Accessed: 7 June 2023).
- Reich, J. A. (2021) 'Power, positionality and the ethic of care in qualitative research', *Qualitative sociology*, 44(2), pp. 575-581.
- RIGO Research en Advies. (1999) *Particulier Opdrachtgeverschap in de woningbouw*. Amsterdam: RIGO Research en Advies BV.

- RIGO. (2010) *Collectief Particulier Opdrachtgeverschap: markt voor bouwers*. Amsterdam: Rigo Research en Advies BV
- Rijksdienst voor het Cultureel Erfgoed. (2022) *Erfgoedparticipatie Faro*. Available at: <https://www.cultureelerfgoed.nl> (Accessed: 29 November 2022).
- Rijksdienst voor Cultureel Erfgoed. (2023) *Omgevingsvergunning en advies herbestemming*. Available at: <https://www.cultureelerfgoed.nl> (Accessed: 22 February 2023).
- Rijksdienst voor Ondernemend Nederland. (2014) *Collectief particulier opdrachtgeverschap: Expertteam Eigenbouw in opdracht van het ministerie van Binnenlandse Zaken en Koninkrijksrelaties*. Den Haag: Rijksdienst voor Ondernemend Nederland.
- Rijksoverheid. (2023) *Wat is de rijksoverheid*. Available at: <https://www.werkenvoornederland.nl> (Accessed: 28 february 2023).
- Rijksvastgoedbedrijf. (2021) *Gebiedsverkenning Cluster Schaarsbergen: Een historische kans*. Den Haag: Rijksvastgoedbedrijf.
- Rucks-Ahidiana, Z. and Bierbaum, A. H. (2017) 'Qualitative Spaces: Integrating Spatial Analysis for a Mixed Methods Approach', *Internal Journal of Qualitative Methods*, 14(2), pp. 92-103.
- Schaller, S.F. (2021) 'Public-private synergies: Reconceiving urban redevelopment in Tübingen, Germany', *Journal of Urban Affairs*, 43(2), pp. 288-307.
- Scheller, D. and Thörn, H. (2018) 'Governing sustainable urban development through self-build groups and co-housing: the cases of Hamburg and Gothenburg', *International Journal of Urban Regional Research*, 18(3), pp. 1-20.
- Schmidt, C. (2004) 'The analysis of semi-structured interviews', In: U. Flick, E. von Kardoff and I. Steink (eds), *A companion to qualitative research*. London: Sage publications, pp. 253-258.
- Schnur, O., Breitingner, F. and Natterer, B. (2013) *Wohnen und Nachbarschaften in Tübingen: Analyse der Wohnsituation und Nachbarschaften in ausgewählten Tübinger Quartieren*. Tübingen: Universität Tübingen.
- Schwandt, T. A. (2007) *The Sage dictionary of qualitative inquiry*. London: Sage Publications.
- Sdg21. (2016) *French Quartier Tübingen*. Available at: <https://sdg21.eu> (Accessed: 13 March 2023)

- Seemann, A., Jahed, C. and Lindenmeier, J. (2019) 'Joint building ventures as a new instrument for urban development: a qualitative analysis of Baugruppen in Freiburg, Germany', *Housing Studies*, 34(9), pp. 445-464
- SEV. (2006) *Bewoners aan zet: vijf jaar experimenteren met particulier opdrachtgeverschap*. Rotterdam: SEV Rotterdam.
- Shaw, R. M., Howe, J., Bezer, J. and Carr, T. (2019) 'Ethics and positionality in qualitative research with vulnerable and marginal groups', *Qualitative research*, 0(00), pp. 1-17.
- Simbriger, A. and Willen, L. (2010) *Baugruppen und Wohngruppenprojekte: Ein Handbuch für Kommunen*. Düsseldorf: Ministerium für Wirtschaft, Energie, Bauen, Wohnen und Verkehr des Landes Nordrhein-Westfalen (MWEBWV NRW).
- Stichting Experimenteren met Volkshuisvesting. (2010) *Zelf bouwen in Nederland: tien jaar experimenteren*. Rotterdam: Stichting Experimenten Volkshuisvesting.
- STAWON. (2006) *Leidraad Bouwen met je burens voor Collectief Particulier Opdrachtgeverschap*. Amsterdam: STAWON.
- Steinke, I. (2004) 'Quality Criteria in Qualitative Research', In: U. Flick, E. von Kardoff and I. Steink (eds), *A companion to qualitative research*. London: Sage publications, pp. 184-190.
- Tübingen Universitätsstadt. (2012) *Municipality-led development with extensive user participation: The Tübingen development strategy by private building cooperatives*. Tübingen: Tübingen Universitätsstadt
- Tübingen Universitätsstadt. (2023) *Places of interest*. Available at: <https://www.tuebingen.de> (Accessed: 13 March 2023)
- Tulder, R. van. and Pfisterer, S. (2013) 'Creating the partnering space: exploring the right fit for sustainable development partnerships', In: M. M. Seitanidi & A. Crane (eds), *Social Partnerships and Responsible Business: A Research Handbook*. London: Routledge, pp. 1-448.
- Tummers, L. (2017) *Learning from co-housing initiatives: Between Passivhaus engineers and active in habitants*. PhD. Delft: Technische Universiteit Delft.
- UU/TNO, Utrecht University, TNO. (2010) *Zelfbouw in reflectie: Evaluatie SEV-experimenten (C)PO/MO*. Rotterdam: SEV.

Veldpaus, L., Fava, F. and Brodowicz, D. (2021) *Mapping of current heritage re-use policies and regulations in Europe: Complex policy overview of adaptive heritage re-use*. Brussels: European project OpenHeritage.

Williams, J. (2008) 'Predicting an American future for cohousing', *Futures* 40(8), pp. 268–286

Yin, R. K. (2017) *Case study research and applications: design and methods*. Thousand Oaks: SAGE.

Yin, R. K. (2018) *Case Study Research in Application*. Thousand Oaks: SAGE.

## LIST OF FIGURES AND TABLES

### FIGURES

- Figure 1. The 27 cluster locations up for the Real Estate Transformation Programme
- Figure 2. Current literature and knowledge gap
- Figure 3. Different forms of collaborative planning
- Figure 4. Different development models of PPP
- Figure 5: Distinctive characteristics community-led development
- Figure 6. Concluding process
- Figure 7. Case study protocol
- Figure 8. Coding
- Figure 9. Ethics and positionality in this research
- Figure 10. Military boundaries Schaarsbergen
- Figure 11. Projects of Buitenplaats Koningsweg
- Figure 12. KKN4 and KKN5 before and after redevelopment by CPO
- Figure 13. Process of the CPO in practice
- Figure 14. Loretto quarter and the French quarter, Tübingen
- Figure 15. Redevelopment of the Französische Viertel
- Figure 16. Key actors and their role in the Baugruppe
- Figure 17. Process of the Baugruppe in practice
- Figure 18. Characteristics of community-led development
- Figure 19. Advantages of community-led development
- Figure 20. Disadvantages of community-led development
- Figure 21. Actors involved in community-led development
- Figure 22. The process, procedures and milestones in community-led developments

### TABLES

- Table 1. Five land exploitations of public-private partnerships in area development.
- Table 2. Operationalisation CPO
- Table 3. Operationalisation Baugruppe
- Table 4. Advantages and disadvantages of community-led development
- Table 5. Stakeholder community-led development
- Table 6. Role of actors involved
- Table 7. Framework that regulate the redevelopment of Buitenplaats Koningsweg
- Table 8. Overview of the actors involved
- Table 9. Advantages of the Baugruppe
- Table 10. Disadvantages of the Baugruppe
- Table 11. (Policy) recommendations
- Table 12. Research recommendations

## APPENDIX

### Appendix 1: Conducting the interviews and list of respondents

The interviews have been carried out online via Microsoft Teams and some via e-mail, according to their preference. This led to a total of eight interviews, of which six for the Schaarsbergen case and two for the Tübingen case. Despite various efforts to reach German respondents by e-mail and telephone, there was, in most cases, no response. Respondents were first approached by e-mail, followed by a reminder e-mail if necessary. If their telephone number was public, the next step was to contact the respondents by telephone. If that led to no responses, the researcher left a voicemail. If there was still no response, the respondents were then again, for the last time, contacted by telephone. The municipality of Tübingen responded by e-mail that it had no capacity to help with the completion of this thesis. After several attempts by e-mail and telephone, there was no response of the architect of Baugruppe Magazin and *Denkmalschutzbehörde Baden-Württemberg*. One of the German respondents kindly asked her connections (an end-users and the municipality) to help with the completion of this thesis. That resulted in one additional interview with an end-user.

Compared to the Dutch case much more could be found online for the case study in Tübingen, which somewhat compensates for the lack of additional interviews. In the Dutch case, hardly any information could be found online about the entire process and the actors involved. The interviews are therefore the primary source that provided insight into this and the reason the researcher conducted more Dutch interviews. Prior to the interviews, the researcher asked the respondents if they agreed with recording the interview and using the insights for this thesis. That was not a problem for any of the respondents. The interviews took place between the end of April and May.

Respondent	Occupation	Case
<b>Respondent 1</b>	(Former) project manager spatial development at the Municipality of Arnhem	Schaarsbergen
<b>Respondent 2</b>	Project leader for the PROMT Deal at <i>Dienst Landelijk Gebied</i>	Schaarsbergen
<b>Respondent 3</b>	CPO	Schaarsbergen
<b>Respondent 4</b>	Development manager Kondor Wessels Projecten	Schaarsbergen
<b>Respondent 5</b>	CPO	Schaarsbergen
<b>Respondent 6</b>	Former landowner and current project manager NICCON B.V.	Schaarsbergen
<b>Respondent 7</b>	Baugruppe and projectmanager	Tübingen
<b>Respondent 8</b>	Baugruppe	Tübingen



## Appendix 2: Code-tree community-led development in redeveloping military heritage

CHARACTERISTICS	ADVANTAGES	DISADVANTAGES	ACTORS	PROCESS
<input type="checkbox"/> Control <input type="checkbox"/> Customization <input type="checkbox"/> Professional guidance <input type="checkbox"/> Creativity as a driver (S) <input type="checkbox"/> Urban development model (T)	<input type="checkbox"/> Cost advantage <input type="checkbox"/> High quality <input type="checkbox"/> Community engagement	<input type="checkbox"/> Time consuming <input type="checkbox"/> Personal risk and effort <input type="checkbox"/> Compromising and disagreeing	<input type="checkbox"/> <b>Society</b> (the CPO/ Baugruppe) <input type="checkbox"/> <b>Market parties</b> •Architect •Contractor •Enigneer •Constructor •Financial expert) <input type="checkbox"/> <b>The Government</b> •Province •Facilitator/ regulator •Municipality •Facilitator/ regulator •Monument care (S) •Regulator	<input type="checkbox"/> <b>Idea phase</b> •Application concept <input type="checkbox"/> <b>Planning phase</b> •Application permit •Completion of the group and finance •Contract agreement <input type="checkbox"/> <b>Construction phase</b> •Purchase contract <input type="checkbox"/> <b>Living phase</b> •Move in •Association of homewoners

### Appendix 3: Operationalization of research questions

#### *RQ1: What is the position of community-led development amidst the broad area of options in public-private partnerships?*

- What is collaborative planning?
- What are public-private partnerships?
- What different forms of public-private partnerships exist? What is the difference between these form?
- How do community-led development and public-private partnerships relate to collaborative planning?
- What are the characteristics of community-led development?
- What are the advantages and disadvantages of community-led development?
- What does the process of community-led development look like?
- Who are the actors involved in community-led development?
- When is real estate monumental?
- What are the regulations regarding redeveloping heritage?

#### *RQ2: What are findings of community-led military heritage redevelopment in Tübingen and Schaarsbergen?*

- What are the characteristics of Baugruppe/CPO?
- What are the advantages and disadvantages of Baugruppe/ CPO?
- What does the process of Baugruppe/ CPO look like?
- What does the monument status of the building mean for the development?
- Who are the actors involved in the process of the Baugruppe/ CPO?
- What is the government's role in the process of the Baugruppe/ CPO?
- Which levels of government are involved in the process of the Baugruppe/ CPO?
- What is the role of the landowner in the process of the Baugruppe/ CPO?
- What regulations must be taken into account during the process of the ?
- How do respondents experience these regulations?
- What does the financing of the project look like?
- What are the financial costs, benefits and risks of community-led development?
- Who bears what costs?
- Do respondents keep separate time and cost records?
- Is there public data available on the financing of the project?

*RQ3: To what extent are findings of community-led military heritage redevelopment in Tübingen and Schaarsbergen useful for such (future) redevelopments?*

- Is community-led development more favorable in terms of costs/benefits (such as hours worked, expenses by parties, satisfaction with the end result) than other forms of collaboration? Why/why not?
- Does community-led development lead to a higher real estate value for monuments compared to developer-led projects? Or does it only lead to a higher residential satisfaction of the user?
- Is community-led development a suitable development model for developing military monuments? Why/ why not?
- Are there any recommendations for future redevelopment of military heritage by means of the community-led development model?

## Appendix 4: Governmental institutions and regulations for protecting monuments

### REGULATIONS IN THE NETHERLANDS

The Dutch government protects national monuments with general rules that prohibit the damage, destruction and neglect of national monuments (IPLO, 2023). Regulations concerning heritage and national monuments are laid down in the *Erfgoedwet*, or the Heritage Act. This act determines who is responsible for the protection and management of Dutch heritage and which rules apply to dealing with monuments (Ministerie van Onderwijs, Cultuur en Wetenschap [OCW], 2021). The forementioned law stimulates the use and public accessibility of heritage in the Netherlands. Moreover, this act determines by its rules and regulations about repurposing and reusing heritage (Ministerie van OCW, 2021). For example, Article 4.1 of the Heritage Act states that development or other *rijksactiviteiten* related to national monuments are only allowed with a permit. Rijksactiviteiten or state activities, comprise any activity involving the demolition, disruption, relocation or alteration of a national monument (IPLO, 2023). In addition to the Heritage Act, there are also local regulations that may apply. These regulations are zoning ordinances and municipal ordinances.

Furthermore, there are national policies, provincial policies and municipal policies regarding cultural history and archaeology (Gemeente Arnhem, 2018a). The *Besluit ruimtelijke ordening* (Bro) states that the national government must firmly anchor cultural history in zoning plans. This not only entails mapping out the cultural-historical values, but also an appreciation of them and advice on future interaction and interpretation. The programs '*Gelderland Cultuur Provincie*' (2013-2016) and '*Beleef het!*' (2017-2020) establish the importance of heritage and culture for the Gelderland society (Gemeente Arnhem, 2018a). The municipal policy, *Erfgoednota 'Panorama Arnhem'*, shifts the emphasis from conservation through protection to conservation through development (Gemeente Arnhem, 2018a). According to this policy, cultural history is a development opportunity. The *structuurvisie Arnhem* (2011) emphasizes to build on the characteristics of the historically developed city.

### GOVERNMENT AGENCIES IN THE NETHERLANDS

The municipality is the institution that decides on the permit application. The *Rijksdienst voor Cultureel Erfgoed* (RCE) will monitor the process and provide advice to the municipality (RCE, 2023). It bases its advice on the heritage value of the monument and the importance of the proposed re-use of the building. The municipality may only grant the permit if the initiator takes the importance of the national monument into account. The municipality must take a variety of principles into account (IPLO, 2023, p. 2).

- Preventing defacement, damage or demolition of monuments
- Preventing moving monument or part thereof, unless this is urgent for preservation
- Promoting the use of monuments, if necessary, by modifying those monuments but with regard to the monumental values.

The municipality is responsible for the quality of monument care (Inspectie Overheidsinformatie en Erfgoed, 2023). The provinces ensure that municipalities do not neglect its task. The municipality can take administrative or legal action if the responsible actor does not properly care for the monument. Since 2012, the state, in this case the *Inspectie Overheidsinformatie en Erfgoed*, no longer supervises

how municipalities care for national monuments (Inspectie Overheidsinformatie en Erfgoed, 2023). However, from 1 January 2017, the inspectorate supervises professional organizations for monument preservation. These are private organizations that care for more than 20 national monuments and maintain them in a professional manner (Inspectie Overheidsinformatie en Erfgoed, 2023).

The Ministry involves the RCE in the development of legislation and regulations on heritage (Informatiepunt Leefomgeving [IPLO], 2023). The RCE would like to be involved in preliminary consultations about activities that can have consequences for national monuments. Such as, reconstruction of a (important) part of a monument or alteration for a change of use that has a major impact on the monumental value (IPLO, 2023). The RCE encourages the train of thought of the Treaty of Faro, in which it encourages participation of society (RCE, 2023). The government service wants active involvement of society. However, defence land is often in possession of the Ministry of Defence. Therefore, the ministry is a major player in determining what happens to the land and the national monuments on it (Rijksvastgoedbedrijf, 2021). As a result, the two national agencies of the RCE and the Ministry of Defence intertwine. However, the RCE has a less decisive role. The RCE implements policy, provides advice and develops knowledge (RCE, 2023). It is responsible for the care of Dutch heritage and is concerned with heritage in relation to our living environment. The Ministry of Defence is landowner and has therefor a more decisive role. The table below provides an overview of all the actors involved with military national monuments.

MINISTRY OF DEFENCE	RIJKSDIENST VOOR CULTUREEL ERFGOED (RCE)	MUNICIPALITY	NATIONAL GOVERNMENT
<ul style="list-style-type: none"> <li>Landowner</li> </ul>	<ul style="list-style-type: none"> <li>Implements policy</li> <li>Provides advice</li> <li>Develops knowledge</li> </ul>	<ul style="list-style-type: none"> <li>Responsible for the quality of monument care</li> <li>Approves building permit applications</li> </ul>	<ul style="list-style-type: none"> <li>Decides upon monument status by the Erfgoedwet</li> <li>Protects monuments by legislation</li> </ul>

(Source: based on IPLO, 2023; RCE, 2023)

**REGULATIONS IN GERMANY**

Germany also consists of national monuments, which the Germans call *Denkmals*. These are designated on the basis of the *Denkmalshutzgesetz* (DSchG) by the central authority in the field of monument preservation, the *Deutsche Nationalkomitee für Denkmalschutz* (DNK) (Rechtsinformationssystem des Bundes [RIS], 2023). Each Bundesland has its own *Denkmalshutzgesetz* (DSchG) and is individually responsible for the monuments in its territory. The criteria for designating monuments are comparable to the criteria in the Netherlands.

In general, the *Denkmalschutzgesetz* states that the owner of a monument is obliged to preserve and maintain national monuments (RIS, 2023). Preserving and maintaining national monuments does, however, not mean nothing may be changed in a building (Architektenkammer Nordrhein-Westfalen, 2014). Monuments may be changed to use them more wisely. The aim should always be to preserve as much of the historic substance as possible. Changes must be recognizable and they should not significantly affect the appearance of the monument (Architektenkammer Nordrhein-Westfalen, 2014).

Experts such as an architect should always help with these modifications. If actors want to make changes to the monument, they must contact the responsible lower monument authorities (*Denkmal(schutz)behörde*) and request permission for the measures (Architektenkammer Nordrhein-Westfalen, 2014). Ultimately, these authorities take the decision on the application. In addition to monument legislation, there are also other regulations that are relevant for protection. This is, for example, the law on spatial planning (*Baugesetzbuch*) and the law on the protection of nature (*Bundesnaturschutzgesetz*).

#### GOVERNMENT AGENCIES IN GERMANY

Different government agencies at various government levels are involved with national monuments in Germany. However, monument care in Germany is predominantly a task of the Bundesländer, each of which has a separate *Denkmalshutzgesetz* (DSchG) (RIS, 2023). It is responsible for the protection and preservation of the monuments. Local authorities in the cities, referred to as the *Denkmal(schutz)behörde*, are usually responsible for the monument care on site (RIS, 2023). It approves or refuses architectural interventions or financing options and issues permits. Each Bundesland has different monument authorities with different tasks. Take Nordrhein-Westfalen as an example. The *Oberste Denkmalbehörde* (highest monument authority) is the "*Ministerium für Bauen, Wohnen, Stadtentwicklung und Verkehr*" (Architektenkammer Nordrhein-Westfalen, 2014). *Obere Denkmalbehörde* are the five district councils for the urban districts (Architektenkammer Nordrhein-Westfalen, 2014). The municipality and the city are the *Untere Denkmalbehörde* (Architektenkammer Nordrhein-Westfalen, 2014). Monument care agencies advise and support the *Denkmalbehörde*. The Bundesland advises the lower monument authorities. It is involved in decision-making processes regarding monuments and has the power to establish frameworks (RIS, 2023).

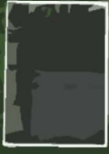
Monument care is thus mainly the task of the individual Bundesländer. However, the federal government supports and advises the Bundesländer with the *Deutsche Nationalkomitee für Denkmalschutz (DNK)* (RIS, 2023). This organization also manages the national monuments list. The "*Staatsministerin für Kultur und Medien*" supports the protection and renovation of monuments through various programs for which the federal government makes significant funds available (die Bundesregierung, 2023). An example of this is the *Denkmalpflegeprogramm "National wertvolle Kulturdenkmäler"*. The responsible ministries supervise and mediate if there are differences of opinion. Moreover, private foundations, civic associations and committed builders are just as important for the preservation of cultural heritage. The various government departments work together to ensure the protection and preservation of national monuments in Germany.

## Appendix 5. Vrijland

To return to Vrijland, mentioned in the introduction. Is community-led development a suitable way to redevelop this area and its military monuments? Not in the current form of *collectief particulier opdrachtgeverschap*. For the time being, the Ministry of Defence does not intend to transfer ownership, as it did at the time with Kamp Koningsweg Noord in the context of the PROMT deal. Normally, a transfer of ownership does take place in the CPO or Baugruppe process. This means the Ministry of Defence will play a prominent role in determining new functions in Vrijland. The area needs a new interpretation, while it should remain suitable for some activities of the Ministry of Defence and its employees. That somewhat limits the freedom and creativity of a CPO. Not all functions go together with the existing functions in the service of the Ministry of Defence. The limitations in functions and the specific situation of ownerships should be established in the framework for the area. The CPO development model will therefore have to take on a different form to make it suitable for Vrijland.

Ground lease could offer a solution. This is a limited right where ownership remains in the hands of the original owner, in this case the Ministry of Defence. In short, it is a right that gives the leaseholder the authority to keep and use the property of the owner, including building and inhabiting it. However, it is not possible to change the use of the land without the permission of the owner. This is an advantage for the Ministry of Defence because it allows them to prevent conflicts with defence functions and to determine for themselves what is possible and could be a match with the current functions. For example, it may opt for functions that serve the Ministry of Defence and its employees. That could be, for example, a hotel that offers housing for soldiers during the week and recreation of ordinary citizens in the weekend. After all, enough people will find it interesting to spend the night on military sites. It could also be catering establishments and or creative hubs. In other words, within the frameworks set by the Ministry of Defence, the CPO has the creativity and freedom to give substance.

The next page shows a map of Vrijland and its landmarks, some of which are specifically highlighted. The following page displays several potential concepts for interpretation of Vrijland. It is crucial to maintain the area's intriguing and mysterious quality. This implies that not all functions will be compatible right away. Its distinctiveness and historical significance should be emphasized more. Many people in the Netherlands still have no idea of the preservation of the enormous historical cluster. The RCE will strongly advocate the need to preserve the distinctive character and treat all buildings with care. Community-led developments could be a solution to (partially) redevelop Vrijland. Especially since this can lead to creative and innovative ideas that can breathe new life into the area. There will be plenty of people who will find the mixed military-civilian use interesting. Frameworks for development of the Ministry of Defence, the RCE and the municipality are just as with the other two cases advisable. The preservation of the buildings and restriction of certain activities in the region are important in order to preserve the character of the area. It is of added value to open up the area for civilian use, while keeping the emphasis on military activities. The area can provide space for creative people with a strong interest in history and heritage preservation.



AIRPLANE HANGAR



WAREHOUSE



WAREHOUSE



CHURCH





**RECREATION**



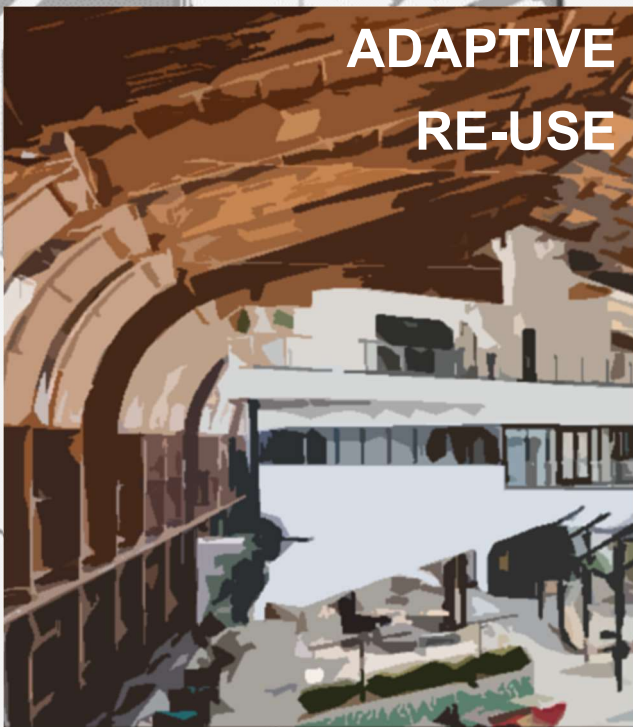
**HOSPITALITY  
BUSINESS**

**CREATIVE HUB**



**HERITAGE  
CONSERVATION**

**PRESERVE MYSTERY**



**ADAPTIVE  
RE-USE**



**WORKING**

**NATURE**

**MIX OF FUNCTIONS**

**MUSEUM**



**HISTORICAL  
AWARENESS**