

CONSULTATION DRAFT

**PARAMARIBO WORLD HERITAGE SITE
MANAGEMENT PLAN
2011 – 2015**

**Providing an instrument for the conservation and enhancement of
the outstanding universal values of Paramaribo**

MAY 2011

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Foreword

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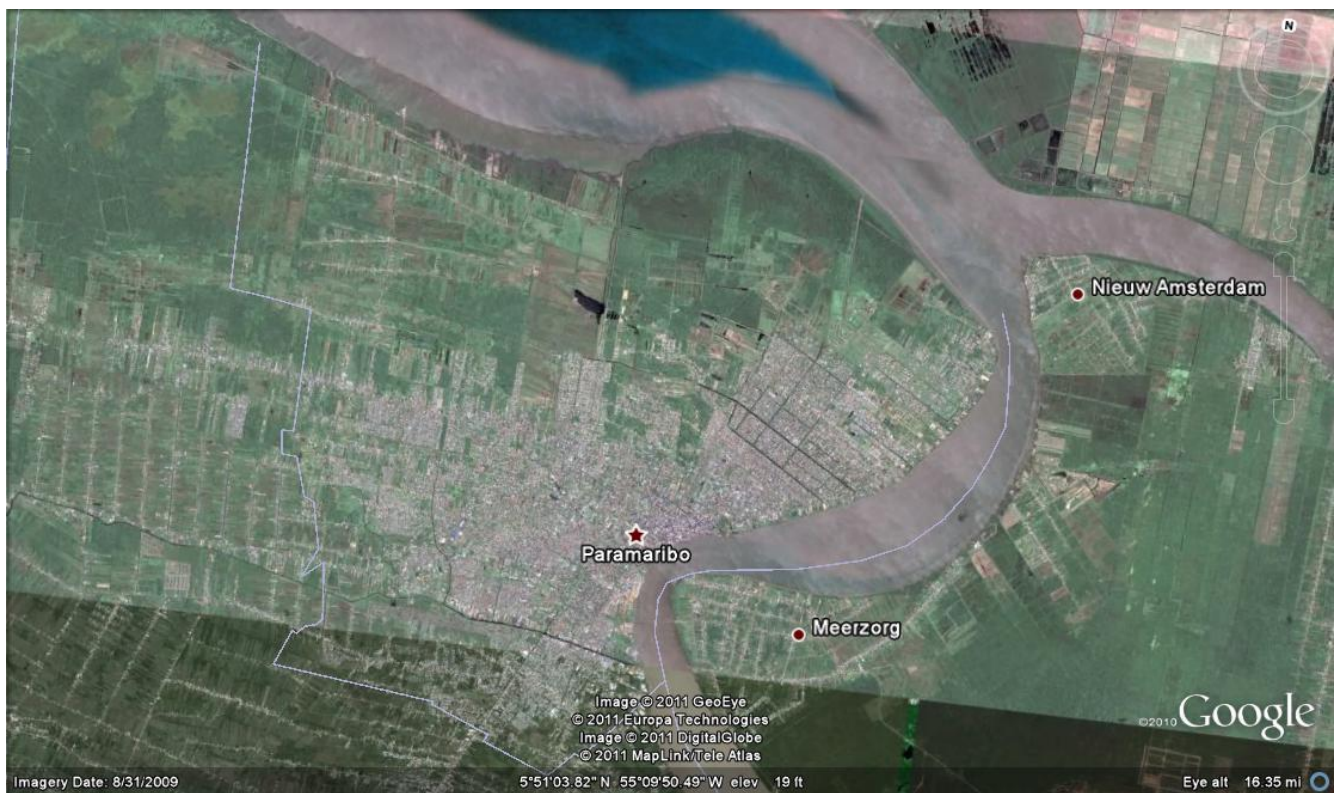
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Executive Summary

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1. Introduction

Paramaribo is the Capital city of Suriname. It is a so-called primate city of Suriname that we are very proud of. More than an average Caribbean colonial town, it is shaped by people from various parts of the globe. Europeans, Africans, Asians and Indigenous Americans created this unique mosaic voluntarily, semi-forced and forced, but today their descendants harmoniously value and enjoy their heritage. This introductory chapter draws attention to the backgrounds, approaches, preparations and objectives of the PWHS Management Plan.

1.1 World Heritage Sites and UNESCO

World Heritage Sites are recognized by the United Nations Educational, Scientific and Cultural Organization (UNESCO) through the 1972 World Heritage Convention, which was accepted by Suriname in 1997. The World Heritage system is managed by the UNESCO World Heritage Committee which consists of 21 representatives from the 187 State Parties who have ratified the Convention. The World Heritage List includes at present 911 properties of natural, cultural and mixed heritage sites which are considered by the World Heritage Committee to have outstanding universal value.

UNESCO's central mission for world heritage is to encourage countries to ensure the protection of their natural and cultural heritage through signing the World Heritage Convention and to support them in safeguarding their properties by providing technical assistance and professional training.

There are several criteria for inclusion on the World Heritage List state in the Operational Guidelines for the Implementation of the World Heritage Convention (WHC 99/2, March 1999, paragraph 24), but central is the term *Outstanding Universal Value (OUV)*. Only sites meeting this condition can qualify as a UNESCO World Heritage Site. OUV means: "*cultural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity. As such, the permanent protection of this heritage is the highest importance to the international community as a whole*".

The relevant criteria for the World Heritage Committee to consider Paramaribo as having Universal Outstanding Value were:

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

(iv) Be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history.

1.2 The Inscription of Paramaribo World Heritage Site

The Historic Inner City of Paramaribo was inscribed on the UNESCO World Heritage List on the 29th of June 2002 during the 26th session of the World Heritage Committee. The proposal for

this nomination was presented some years before, in June 1998, by the Government of the Republic of Suriname, after three decades of preliminary work in the field of urban heritage conservation and inscription on the tentative list.

About eight months after the submission of the nomination file of Paramaribo an ICOMOS evaluation mission visited and assessed the site in February 1999. Although convinced of the cultural importance of the Historic Inner City of Paramaribo the ICOMOS mission ought to make six recommendations to the Surinamese Government on the legal protection and conservation of the historic inner city. Based on the mission report of ICOMOS the World Heritage Committee decided to defer the nomination of Paramaribo in order to give the Government the opportunity to work on the recommendations. In this regard several actions were undertaken between 1999 and 2001 under the responsibility and coordination of SGES, the Suriname Built Heritage Foundation, established in 1997. This process contributed to the strengthening of SGES, which was assigned to condition the nomination of Paramaribo and the implementation of specific legislation to protect and manage the site.

Convinced of the important steps made with regard to the implementation of the ICOMOS recommendations, the Surinamese Government decided to re-submit the nomination of the Historic Inner City of Paramaribo in 2001. In June 2002 the World Heritage Committee awarded Suriname with the decision to inscribe the Historic Inner City of Paramaribo to UNESCO's World Heritage List. The decision was based on the cultural criteria (ii) and (iv), as recommended by the ICOMOS report in 2001:

Criterion (a - ii): Paramaribo is an exceptional example of the gradual fusion of European architecture and construction techniques with indigenous South America materials and crafts to create a new architectural idiom.

Criterion (a - iv): Paramaribo is a unique example of the contact between the European culture of the Netherlands and the indigenous cultures and environment of South America in the years of intensive colonization of this region in the 16th and 17th centuries

In addition to these criteria, also **Assurances of Authenticity (b - i) and Legal protection (b - ii)** were important principles for nomination.

The Cultural Property encloses the oldest part (18th century) of the Historic Inner City of Paramaribo, (a designated Conservation Zone under strict control of a Special Advisory Committee on buildings), two Buffer Zones (being the 18th/19th century urban extensions) also under strict control of the Special Advisory Committee, and a number of Essential Listed Monuments (Map....)

1.2.1 Backgrounds to the nomination of the Site

On 5 October 1993 a Surinamese Delegation to UNESCO's 27th General Assembly submitted a resolution whereby the importance of the Historic Inner City of Paramaribo for the World Heritage was stressed. Furthermore the UNESCO was asked for financial support to preserve

the unique historic city centre of Paramaribo. The Director General of the UNESCO supported this resolution. However, it was important that Suriname should ratify the World Heritage Convention. This important resolution actually marked the beginning of the process of nominating the Site.

Paramaribo's historic inner city represents a former Dutch colonial town from the 17th and 18th centuries and is composed of predominantly wooden buildings with a plain and symmetrical architectural style, the cross-over of different European and North American influences and Creole craftsmanship. The historic urban structure is the scenery for hundreds of monuments, authentic in design, material and craftsmanship. The inner city has been nominated, as the nomination dossier points out, because of four aspects:

1. Its pattern and street plan, which has remained unchanged for the past 300 years;
2. Its ensembles (connected monumental buildings). Demarcation of the part of the city centre up for nomination now has been justified by the occurrence of ensembles; there are few or no ensembles outside the area selected and therefore there is no reason to fear violation;
3. Its wooden architecture. Of the 244 formally protected monuments of Paramaribo about 50% (including the most important ones) is located inside the designated Conservation Zone and about 15% inside the two designated Buffer Zones. Outside the designated Conservation Zone and Buffer Zones there are still a relatively great number of historical buildings, some of them formally protected (about 35%), others not. These buildings guarantee the continuation of a wooden city outside the nominated area;
4. Finally, Paramaribo's time honored functions: trade, harbor, residential area and seat of the Government. Since the Government of the Republic of Suriname has undertaken significant measures regarding the protection and management of the historic inner city, radical changes are not to be expected in the cultural historic values for which Paramaribo is being nominated.

1.2.2 Vision for the Paramaribo World Heritage Site

The Historic Inner City of Paramaribo is valued as a vital part of Suriname's heritage. In order to protect this exceptional heritage, the stakeholders assembled in a specially conducted summit have discussed the value of this heritage and affirmed that careful management of the changes required for modern life is essential. This vision encapsulates to:

- a. Protect and enhance the Outstanding Universal Value of the Site, while promoting its harmonious adaptation to the needs of today's life in a modern city;
- b. Ensure that Paramaribo becomes a thriving, living and contemporary city with balanced services and facilities which meet the needs of its users, while maintaining its historical and cultural significance;
- c. Make certain that its unique qualities and its global significance are understood with the intention of to conserve the inherited historical and cultural assets;

- d. Build strong partnerships with local, regional and international communities and organizations in order to transmit the vision;
- e. Foster awareness, pride and understanding, and make it accessible for all;
- f. Develop Paramaribo to become a model in the region for urban heritage management and conservation, using the highest standards of design and materials.

Suriname has internationally expressed the commitment and dedication to sustain Paramaribo’s historic inner city and its OUV. Under all circumstances the efforts will be centered to conserve the unique historical, socio-economic and cultural values. Exclusion from the World Heritage List should never come to mind, as this would mean an inexcusable loss of global prestige. Establishing institutional conditions to involve stakeholders and enhance responsibilities for conservation, revitalization and management should be one of the prime goals.

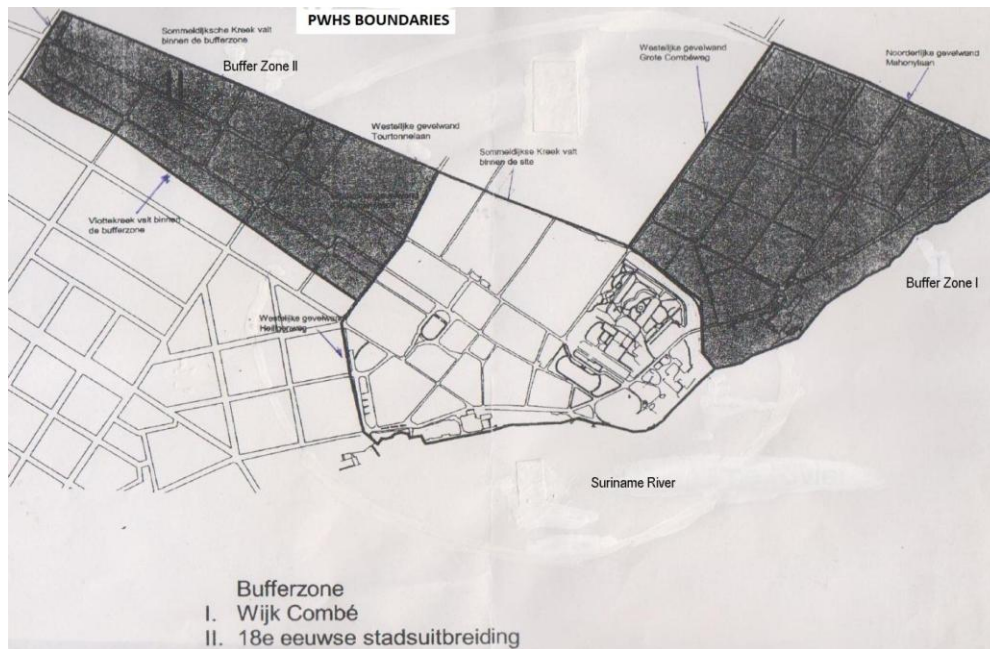


Fig...PWHS boundaries

1.3 The Management Plan

The Management Plan describes the Paramaribo World Heritage Site, its Outstanding Universal Value and other socio-economic and cultural values, as well as its significance. It represents a collective vision for the site and is supported by a wide range of stakeholders that have been engaged in its development. The PWHSMP also analyzes its strengths and weaknesses related to its conservation and management and outlines vision, principles as well as opportunities to ensure a sustainable development.

Every five years the plan will be reviewed and revised. The Action Plan though, will be evaluated and adjusted yearly. The effectiveness of the plan is highest when it is integrated

with other community development plans and is coordinated with other policies regarding transportation, housing, tourism etc.

1.3.1 The need for a Management Plan

The World Heritage Convention of 1972 requires in the articles 108 and 118 of the Operational Guidelines that UNESCO world heritage sites need to have a conservation management plan. The development of a management plan for the Historic Inner City of Paramaribo is a great necessity and will generally serve to strengthen effective partnerships, technical capacities and efficient governance.

At the time of the nomination of the Historic Inner City of Paramaribo there did not really exist a management plan for the proposed cultural property. In 1998 SGES produced an integrated conservation and development scheme titled *Plan for the Inner City of Paramaribo*, which was not actually a management plan, but for the time being served to fill a gap. The scheme aimed at creating favorable conditions for the development of the historic urban center and the conservation and reuse of the protected monuments, while at the same time an Urban Conservation Limited (Stadsbeheer Paramaribo NV) would be established, aiming at the development of the city and functioning as an intermediary between the various planning bodies.

Historically the management and control of Paramaribo's inner city is formally administered by the department of the Ministry of Regional Affairs concerned with local governance of all districts. Responsibilities for infrastructure, traffic, construction control and maintenance of buildings are positioned at the Ministry of Public Works, but the Department of Culture is responsible for the conservation of monuments in the city. Furthermore, the Ministry of Transport Communication and Tourism carries responsibilities for public transportation and tourism development, and until some months ago, the Ministry of Internal Affairs was responsible for waste management and urban green spaces. Weak supervising authority, poor coordination and communication between responsible agencies, plus lacking management guidelines have hindered accurate management a great deal. The first recommendation of the ICOMOS evaluation mission report in 1999 was the creation of a central governmental body responsible for the protection and presentation of the historic heritage.

This Paramaribo World Heritage Management Plan (PWHMP) will fulfill the needed guidance and provide a framework for the conservation of cultural heritage and the protection of the OUV of the Site, and the challenges to be faced in the future by identifying risks and key opportunities. It provides policies and proposals that are needed to preserve and sustain the WHS. The Plan also covers issues to enhance the architectural and urban landscape, natural assets and their setting, interpretation, public awareness and can be useful as an educational resource.

1.3.2 Development Approach

The process of developing this Plan has involved a great deal of research, surveys, stakeholder meetings and consultations. The Site requires multiple management objectives in order to meet

the needs of various interests and stakeholders. A variety of users and activities are involved which makes it necessary to develop a site management plan using an integrated approach to direct and guide protection, conservation and sustainable use.

The approach in the development process is firstly conservation-driven and value-based, taking in account the heritage values, the diversity of interest groups and stakeholders and the recognition of other values, historic, social, economic and cultural (tangible and intangible). The association of intangible and tangible assets is vital in an integrated and holistic approach, creating a smooth continuum between them. It is encouraged in a good heritage conservation strategy in which not only the elements are considered but also the interrelated aspects.

The development of the area is conservation centered. The first principle is that the OUV of the Site has to be conserved as a collective property. Therefore all the interventions of leaders and citizens should be based on the recognition and enhancement on the built and natural heritage and to ensure the long-term protection of the core and buffer zone. The approach integrates conservation and development.

In preparing this plan the preference was given to a value-based approach, indicating that a coordinated and structured operation of the Site is favored in order to protect the significance as defined by designated government authorities, owners, experts, business sector and other individuals with legitimate interest in the protected area.

1.3.3 Preparation of the Management Plan

The development of the Management Plan was a complex process. Conceptually it was announced in an early stage, though it was not until 2007 when with support of the UNESCO World Heritage Centre, the *Netherlands Funds-in-Trust* of UNESCO and TU Delft a mission was executed to assist the Surinamese authorities in the development of a management framework.

Three main steps were applied in the methodology to produce this Management Plan:

1. Identification and description of interests and data;
2. Assessments and analysis related to significance, conditions and identification of key management issues;
3. Decision-making in order to determine management goals and objectives.

The first stage in the management planning process resulted in a PWHSMP-Outline, which was prepared by Dr. Cristina Iamandi, Conservation Architect for the Delft University of Technology and consisted of:

- Preliminary research, including reviews of relevant existing documentation;
- Participation in the stakeholder meeting;
- Consultations with key stakeholders and conservation professionals;
- Field work, including numerous site visits and site surveys; specific topic based surveys and subsequent mapping.

In the second stage a core Planning Team was formed to oversee, guide and ensure the continuity of the process. Fully supported by SGES (Mr. Fokké) and the Planning Team, the author continued and finalized assessments as well as stakeholder workshops. The following actions were undertaken in this regard:

- Review existing documents, projects and programs;
- Complete field work and mapping of the Site;
- Built forth on the “Outline” developed in the first stage and draft the PWHSMP, including an Action Plan;
- Organize stakeholder workshops to discuss the contents of the Draft PWHSMP;
- Finalize the PWHSMP and present to relevant authorities.

1.3.4 The aims and key objectives of the Management Plan

The general aims of heritage site management are firstly, to identify and define the values of a site. Secondly, to ensure the implementation of land management and controlled development practices that enhance the conservation of the heritage assets and mitigate negative impacts or destruction of the site and its connected components. In the third place, a sustainable conservation of the site by means of legal and physical actions is an aim; and fourthly, visitor interpretation and management are aimed at.

The Management Plan follows the principles of qualitative planning and its key objectives as formulated by the stakeholders are to:

- Conserve the site’s significance by promoting sustainable management;
- Facilitate the coordination of all actions by all parties involved in the protection and enhancement of the Site;
- Improve general awareness of the unique heritage of Paramaribo’s historic inner city, and involve citizens in its preservation;
- Improve interpretation and access, encouraging all residents and visitors to understand and enjoy the Site.

1.3.5 The structure of the Management Plan

The Paramaribo World Heritage Management Plan is structured on a regular basis, much in line with UNESCO guidelines, as chapters are dealing firstly with issues in unraveling the essential backgrounds of the Site, understanding the Site and describing its significance, history, physical condition and community use (Chapters 1 – 4). The chapters that follow (5-6) are centered around management, governance, policies, objectives and strategies, while the last chapter (7) focuses on actions, implementation, responsibilities, monitoring and evaluation.

1.3.6 The Stakeholders

The development of a management plan based upon values is fundamentally unfeasible without close participation of all stakeholders and commitment of key gatekeepers. In the planning process it is therefore important to bring the right people and organizations together

around the same issues and focused on the key objectives. Wide consultations were involved of local residents, businesses, property owners, architects, tourism operators, religious groups, public entities etc.etc.

Starting in 2007, several meetings and 1-day stakeholder workshops were organized, to:

- Obtain clear understanding of the management planning process for World Heritage Sites and its methodology;
- Examine the feasibility and discuss and define the aims of the PWHSMP;
- Establish a committed stakeholder group consisting of representatives of public and private sector, NGO's, ADEK University and local conservation authorities;
- Discuss specific issues related to strengths, weaknesses, opportunities and threats of the Paramaribo Inner City;
- Discuss matters related to new constructions, traffic, legislation and urban tourism;
- Refine ideas related to site management and coordination.

The participants consisted of public sector leaders and coordinators, of which the Minister of Transportation, Communication and Tourism, private sector representatives, inner city residents and NGO's.

Considering the specific needs of Paramaribo and the requirements of the Operational Guidelines, participants to stakeholder workshops made crucial suggestions for a long term vision for the management of the World Heritage Site:

- Promote sustainable management of the Paramaribo World Heritage Site which conserves, sustains and reveals its the outstanding value;
- Ensure that the unique qualities and the OUV of the WHS are defined and recognized;
- Increase public awareness and interest in the WHS, and improve educational and cultural values of the historic area;
- Improve the surroundings, access and interpretation, encouraging all visitors to enjoy and understand the WHS;

1.4 The Management Plan and the Action Plan

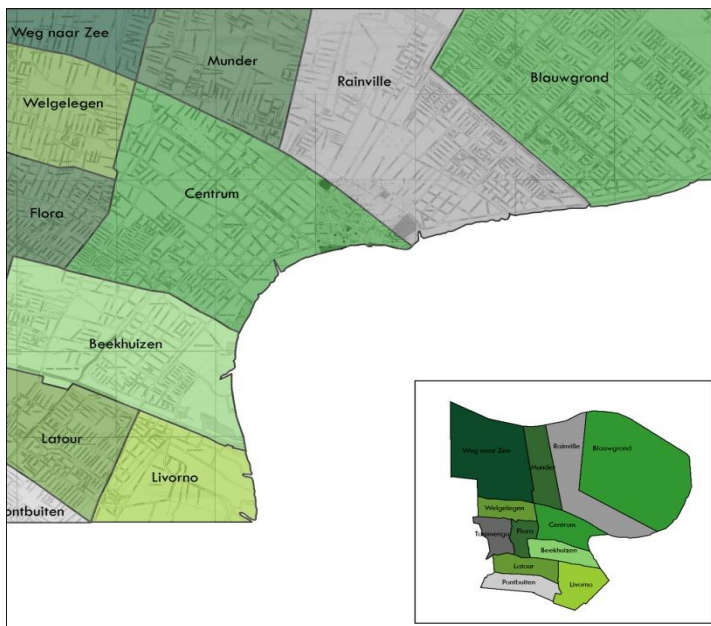
The Management Plan aims to develop a strategic toolbox in order to conserve the Site's OUV and requires a wide range of actions. An important element in this document is the Action Plan that determines and sums all necessary actions to be undertaken in the given period in order to reach maximum outcome and to meet the objectives stated in the Management Plan. The Action Plan is the outcome of numerous meetings with stakeholders and reviews of many sources, and is created to guide policy officials and managers as much as possible.

The Action Plan is prepared to provide positive guidance to city managers, prospective developers and the community in general, to channel essential actions in relation to the development opportunities and improvements planned in the historic city. The action plan was first published in draft and then discussed with stakeholders in a stakeholder meeting specially designed for the PWHSMP.

2. Description and History of the Site

2.1 Location

The Historical Inner City is located in the District of Paramaribo, situated on the Left bank of the Suriname River, around 23 kilometers from the Atlantic Ocean, in the Republic of Suriname, South America. Its coordinates are, Latitude North: 5 degrees 49', Longitude West: 55 degrees 09'. The Paramaribo District covers an area of around 183 km², but the Historical Inner City has an area of only 48ha (core zone) and adding the current Buffer Zones, around 159ha, about 0.8% of the district's area (map...).



The Core Zone is enclosed by a) the Sommelsdijckse Kreek b) Tourtonnelaan c) Klipstenenstraat, d) Heiligenweg e) Suriname River bank along the Waterfront f) Fort Zeelandia and surroundings. Buffer Zone I (Wijk Combé) is enclosed by Grote Combéweg, Mahonylaan and the Suriname River bank.

Buffer Zone II (18th century urban extension) is enclosed by Sommelsdijckse Kreek, Oud Charlesburgweg, Wanicastraat and Viottekreek. (map...).



Fig...PWHS, monuments and open lots

2.2 History

2.2.1 The origins of the settlement

Paramaribo's foundation starts basically in the year 1613, when two Dutch settlers established a trading post near the Indigenous settlement named Parmubo or Permerba, located at the Paramari Creek, currently named Sommelsdijckse Creek on the left bank of the Suriname River. The first map of 1615 shows the village Permerba in the first bend in the Suriname River coming from the Atlantic (map...). The first settlers built a simple wooden palisade to protect themselves and their goods as conflicts between them and the local inhabitants raised. Finally the Indigenous drove them out. The Amerindians kept on trading with several Europeans. The name of the city is derived from the village and the adjacent creek.

Around 1640 the French tried to colonize the country and built the first fortress that later was named Fort Willoughby, after the Englishman Sir Francis Willoughby Lord of Parham, who managed to establish a colony in 1651 with 300 planters from Barbados. At that time the capital of Suriname was Thorarica, some 50 kilometers upstream from Paramaribo. The fortress was built with 'shell stones' and there was no settlement attached, so it was only meant for the defense of the colony.

The Dutch 'Zeelanders' under command of Abraham Crijnsen conquered the colony in 1667 and enlarged and re-named the fortress, giving it the current name Zeelandia and shifted the power center of the colony from Thorarica to Paramaribo. They also attempted to change the name of Paramaribo into New-Middelburg, but for unclear reasons this was not successful. Suriname would stay largely under Dutch rule for the next 300 years and was exploited as a slavery-based plantation colony, with around 700 plantations producing sugar, coffee, cocoa, timber, cotton, indigo and tobacco. The surveyor Mogge made a map in 1671 that indicated a small quarter that emerged around that time. (ill...)



Paramaribo in 1671, Mogge, KDV

Suriname's colonial and plantation history has strongly influenced the development of Paramaribo. Several circumstances contributed to the fast decline of Thorarica, aside from the fact that Paramaribo became the administrative center of the country. Steady attacks from Indigenous Caribs, emigrations of English colonists to Jamaica, Jewish colonists moving further upstream to the Cassipora creek and a strange plague in the 1670's de-populated this town completely when the last residents moved to Paramaribo.

The choice for Paramaribo was also based on other reasons: the physical-geographical conditions for its defense, transport infrastructure – the outside bend of the river ensured enough depth for ships to moor - and settlement development since the shell ridges were close to the river at this location.

The growth of Paramaribo was rather slow from the 1660's to 1873 and was mainly connected to migrations caused by different conditions. Around 1680 there were some 50-60 wooden houses, mostly around Fort Zeelandia which gave some protection. Starting at Fort Zeelandia, that was built on a somewhat protruding point on the left bank, the city grew systematically to the west. The first street patterns followed the broad shell ridges. These first streets were Gravenstraat (to date Henck Arronstraat) , Heerenstraat, Keizerstaat and Waterfront. The open

space around Fort Zeelandia was used as military drill ground. Paramaribo's first buildings stood on the perimeter of this open space, but they were no more than wooden huts and barracks which mainly housed sailors, merchants, bars and other 'houses of pleasure'. The fort was called 'foto' in the local creole language. Foto was in Paramaribo, so this word became the Creole word for city.

2.2.2 Paramaribo in the 18th century

In the 18th century a growing number of plantation owners migrated to Paramaribo, leaving the management of the plantation to an appointed administrator. This trend caused some decline of plantations, but the town grew gradually with many spacious residential dwellings appearing along streets aligned with trees. Many of these 'new' residents of Paramaribo were Sephardic Jews who were planters, mostly of sugar estates upstream of the Suriname River. Their migration to Paramaribo was pushed due to declining harvests, financial problems and threats of Maroons who regularly attacked the plantations. The Maroon threats contributed in another way as well to the urban growth. A specially formed military corps called 'redi musu' (Negro hunters) consisting of former slaves settled after their duties in Paramaribo, in a quarter, known today as *Frimangron* (free man's land). This quarter was set out in 1781.

In 1712 there were already some 500 houses in Paramaribo that was enclosed by Knuffelsgracht, Klipstenenstraat, Gravenstraat, Fort Zeelandia and the Waterfront. The initial town size was too small and there was urgent need for expansion, also of the harbor, because business was booming. At that time the first extension was realized (Domineestraat, Maagdenstraat and Waterfront). This expansion was not executed by continuing the existing head grid, but a new grid was created parallel to the river, in contrary to the urban planning concepts of that time. Probably this grid already existed at this location which was the former plantation Adelsburg, right beside Paramaribo. Illustration.... on the 1737 map of Lavaux shows the first extension of Paramaribo. The town expansions of later dates were again executed with the first head grid.

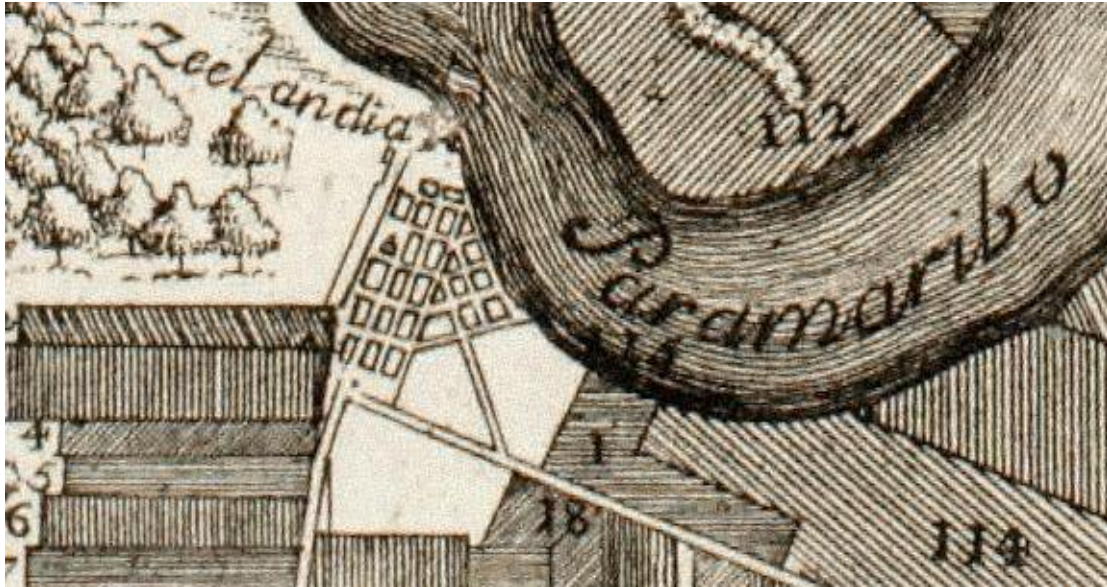


Fig.... Detail of Paramaribo's extension, Lavaux 1737, (KDV Architects)

In 1729 a start was made with the following town expansion program of Paramaribo by Governor-General De Cheusses. Around 1760 the new city boundaries were: Waterfront, Steenbakkersgracht, Zwartenhovenbrugstraat, Stoelmanstraat and Gravenstraat. The area between Gravenstraat and Keizerstraat was also laid out in western direction (Buffer Zone II). In 1772 Paramaribo was extended alongside the river in southern direction to Drambrandersgracht, and 1800 up to Molenpad, connecting it with the Frimangron quarter of the free blacks. In the north the city was extended with the suburb Combé (Buffer Zone I) which was more or less the quarter for civil workers and military. In 1772 Paramaribo counted 867 "houses". The definition of a "house" was different than today due to the purpose of the count, the rentable value, for only the houses at street side were considered and all other constructions in the backyard were added to this "street side house".

By the time John Gabriel Stedman (1796) came to Suriname as mercenary to fight against revolting African slaves and described Paramaribo, he estimated the length above a mile and a half, and its breadth about half as much. The town was characterized by him as *"...a very lively space, with streets crowded with planters, sailors, Jews, Indians and Negroes, while the river swarms with canoes, barges, yawls, ships, boats etc, constantly going and coming from different estates, and crossing and passing each other like the wherries on the Thames, and mostly accompanied with bands of music"*.

2.2.3 Paramaribo in the 19th century

The original 17th & 18th century street plan was with a small "dutch" street profile. In the 19th century some minor alterations were made as a result of the city fire of 1821. At the

Heiligenweg, the northern row of houses was permanently removed and the same happened with the block of houses at the area currently called Vaillantsplein. The intention was purely functional : to create a barrier in order to prevent a city fire to cross to another block. But the result is much more than that: two very nice city squares have emerged.

Dispersed over the historic inner city several brick water wells can be found, mostly out of sight, located at the back yards. The Built Heritage Foundation Suriname started an inventory in 2005 on 'forgotten and hidden monuments', indicating brick wells, cellars and ovens (article 'forgotten and hidden monuments' in 'Monuments', jaargang 27 nr. 7/8 juli/augustus 2006). Other historic infrastructure for instance include the remains of a brick sewer that can be found in the backyard of the office of SGES. Furthermore brick steps (stoepen) are the only evidence of many disappeared historical houses.

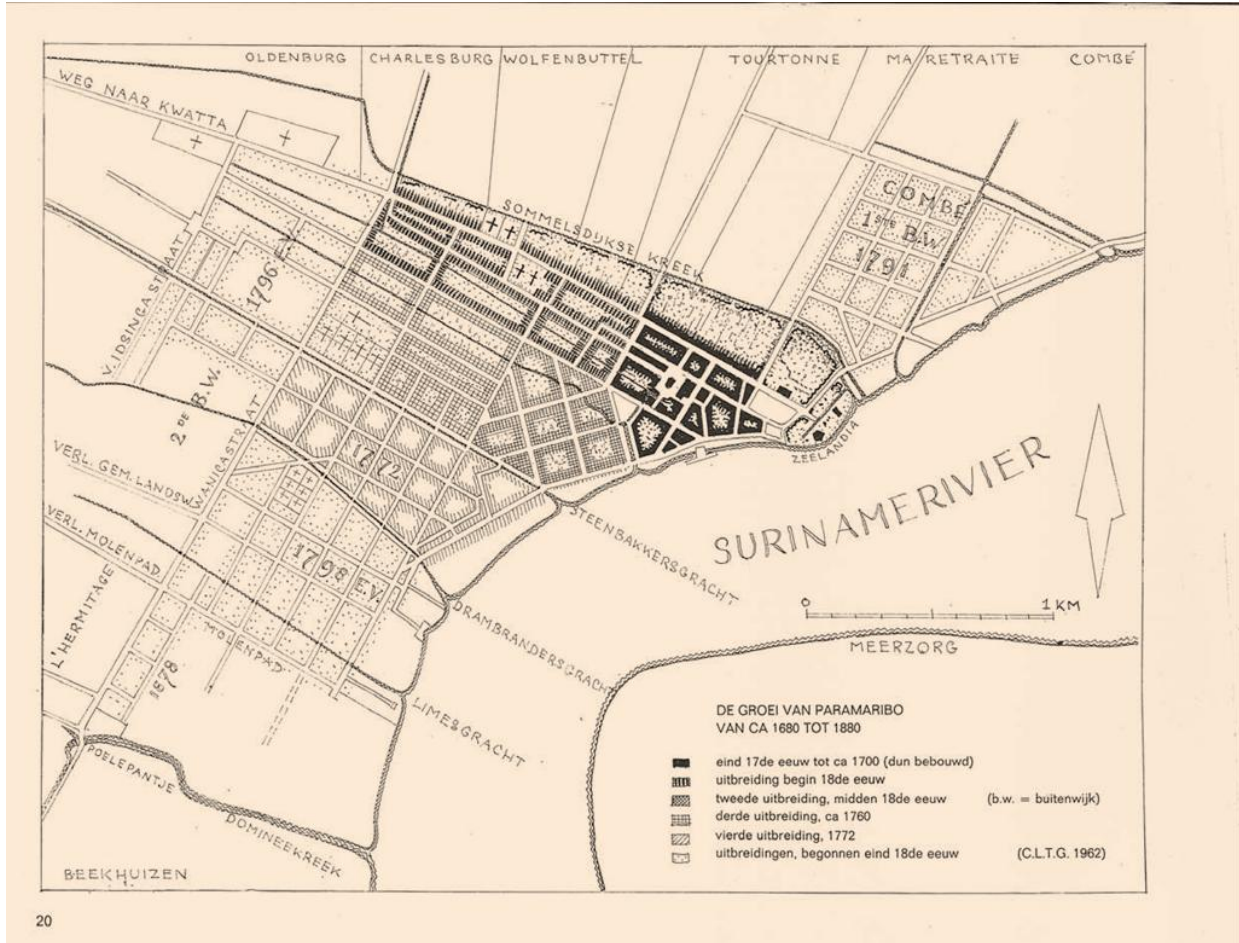
Around 1800 the number of buildings in Paramaribo was about one thousand four hundred and the urban population comprised some 600 Sephardic Jews, 400 Ashkenazi, around 1000 non-Jewish Europeans, some 650 free and 7000 enslaved blacks. Also in the 19th century, most visitors wrote about Paramaribo's charms. John Augustine Waller, noted the following in his *Voyage to the West Indies*: *"On landing at the usual landing-place, I was surprised to find myself on a pleasant green, such I have often noticed in some of the retired villages of England, embellished with rows of lofty trees and spacious walks underneath them. I could hardly fancy myself in a spacious city, such I expected to find Paramaribo; and I was still more surprised, on crossing the green, to find myself in an extensive street filled with noble buildings, and at the same time presenting the appearance of gardens and the country. The principal streets are very broad, and planted with double rows of orange and lemon trees, thickly covered with fruit, and forming an agreeable shade over the walks beneath them. The whole town resembles an immense garden, abounding with fruit, considerably more than could be consumed by the inhabitants, and affording the passenger a most grateful perfume and refreshing shade.*

Planters, administrators and directors often needed to go to Paramaribo, because all exports of products took place from Paramaribo, were they had to be weighed. As such the city was not only the administrative center, but also the economic center, while after the abolition of slavery, it also became a multi-religious center, with two Synagogues (Sephardic and Ashkenazi), the Reformed, Lutheran and Moravian churches, and the Roman Catholic church. .

The abolition of slavery in 1863 (effectively in 1873) brought another flow of people to Paramaribo. Less than a hundred plantations were still in business and more people moved to the city, including former slaves. As a consequence Paramaribo expanded rapidly. In order to find cheap labor for the plantations indentured laborers were attracted from China, East India

and Indonesia. During the years 1873 – 1939 a total of 34,000 Hindustani and 33,000 Javanese were brought to Suriname, adding more color to the country’s mosaic.

FigureGrowth of Paramaribo from 1660 – 1960 by Temminck Groll



2.3 Archeological significance

Archeological research in Suriname is predominantly focused on the pre-Columbian period. There is almost no urban archeological research of the post-Columbian or Colonial period. Paramaribo and vicinity only hosts a few of the four hundred pre-Columbian archeological sites found in Suriname. The only location in the WHS is at Waterkant, the other locations are around Kwatta, Charlesburg and Blauwgrond, some 5 to 10 kilometers from the inner city.

Archeology of the colonial period is mainly practiced by amateur archeologists. Urban archeology can be found especially at construction sites within the historic inner city and

consists mostly of clay pipes, different types of bottles, coins, brick foundations, brick water cellars. A governmental archeological agency or department is non-existent.

The site has archeological potential regarding for instance the first inhabitants of Paramaribo, the Indigenous (Permerba, map....1615) settlement near the Palm Garden (map1615).

Archeological evidence preserved within standing historic structures are for instance, the remains of a fountain or pound under the floor of the St. Peter and Paul Cathedral which dates back to the Jewish Theater building 'The Resurrected Phoenix' (see photo), brick foundation of an earlier building constructed at Grote Combéweg # 2 (foto A. Tjin A Die), brick foundations of houses destroyed during the great city fires of 1821 and 1832 (for instance Waterkant 12).

Dispersed over the site several brick wells can be found, mostly located in the back yards near the slave quarters. The SGES has inventoried the 'forgotten and hidden monuments' during past years, bringing to the attention several brick wells, cellars and ovens (Monuments, 2006).

Action: revitalize archeology department and integrate colonial archeological program (Director Culture/ADEK University)

2.4 Demographic features

Suriname's population is to as large extent the result of immigrations, voluntarily, forced and semi-forced. Only the Indigenous people were in the country for 3000 years already. Most entered the country before the early twentieth century, a period in which plantations marked the society. The immigrant came from all corners of the world: Western Europe, West Africa, China, India, Indonesia, Lebanon and recently Brazil. These groups came from very different cultural and religious backgrounds; Christianity, Judaism, Hinduism, Islam and Animism, all have their place, not only culturally but spatially as well. In Paramaribo one can find a mosque next to a synagogue, an old Protestant church being transformed into a Hindu temple and an Independent square that assembles all in delight. Globalization, one might say has shaped Paramaribo since its foundation (De Bruijne, 2008).

In the early stages of Paramaribo, it was not more than a colonial town. Gradually it transformed to a multi-ethnic urban cultural environment. The early colonial period reflected the ideals of a race-based slave society, in which a strict division between black slaves (including indigenous) and free whites was maintained on the plantations as well as in Paramaribo. Until the early twentieth century individual development perspectives were mainly determined by the color of the skin. Every skin color tone had a name.

Yet, the town center did not consist of only high-grade properties. There has never been a 'cordon sanitaire', as was common in African colonial cities. Paramaribo was mixed. Slaves were

forced to live at the back of the houses of wealthier groups, often in row one-room sheds (some of them still recognizable in Paramaribo). The slave owner's main house was located in the same yard as his slaves' sheds. The center of the city was also inhabited by free blacks, whose lower-status jobs were linked to key urban economic activities and who generally did not own slaves. They occupied low-grade houses in the smaller streets. The heterogeneous character of Paramaribo was notable already in the 18th century as Stedman wrote in 1777: *"The streets of Paramaribo are crowded with Planters, Sailors, Soldiers, Jews, Indians and Negroes"*, while a Dutch colonial officer Lammens, described Paramaribo as 'a night right out The Arabian Nights' (De Bruijne 2008, Vink, 2010).

The balance of power changed and so did the socio-cultural development of Paramaribo. This were very well reflected in the country's parliament (Staten van Suriname) that was founded in 1866. Until 1901 the members were appointed by the Governor and after that period they were chosen according to the census voting rights (census suffrage). Only in 1948 general voting rights were introduced, which changed the power base gradually from a dominantly European-Jewish and white administration to a colored one. A reflection of these transitions is also visible in residential patterns of Paramaribo, the political and economic center, and the only city of importance in Suriname.

Paramaribo had become a 'Creole' city around 1920, with this group making up 81% of the population. Today Paramaribo is a beyond doubt the most multi ethnical Caribbean city. Several studies show, that residential patterns were mainly based on socio-economic position than on ethnicity, reason why the city is extremely mixed, which is different from other Caribbean cities that are very segregated. This does not mean that ethnical or cultural concentrations did or do not occur. There was a pattern of Jewish settlement in Paramaribo (XVIII) for instance, that resulted in a strong concentration of Jewish homes in certain streets like Jodenbredenstraat, Costerstraat and Heerenstraat.

Paramaribo's population grew increasingly during the past hundred and fifty years, from 16,000 halfway of the 19th century, to 32,000 at the beginning of XX, to 55,000 in 1940, to 74,000 in 1950 and 170,000 in 1980. Suriname's population was 487,024 in 2004, of which 242,946 lived in the district of Paramaribo and possibly more than 325,000 in greater Paramaribo.

Like many other cities, Paramaribo's inner city shows a decline in resident population. It is hard to give an accurate answer as research data are lacking, it is though likely that trends of sub-urbanization at one side and commercialization of the inner city (including increasing real estate values) at the other side, have contributed to this decline. The exact amount of residents in the core conservation area by November 2010 listed at the registry office (CBB) was 417. It is assumed that these are for a great deal owners and shopkeepers. The shrinking residential significance of the inner city has been a wide debated topic in stakeholder meetings and needs

further study. The Combé Buffer Zone had 1,925 persons registered, while Buffer Zone II counted 981 residents. Both have a higher population density than the core zone. These statistics are not 100% reliable, for many residents move without informing the registry office.

2.5 The wooden inner city with many smiles?

Mainly in the tourism sector environments of Suriname, debates were remarkable some years ago regarding the branding of Paramaribo. The Tourism Board launched the slogan: *Paramaribo, city of smiles*, while many would like to accentuate the *unique white wooden city*. Both touch on essential values of Paramaribo. It is no doubt that Surinamese are happy people, is it although a serious question to what extent the wooden city really has reasons to smile. This management plan might give some tools to make this happen.

2.5.1 Historic city plan

The premises of Fort Zeelandia are the oldest part of the city. The historic layout of 17th century Paramaribo is showed in Illustration.... The planning of Paramaribo was not different from European towns; many elements of urban design according to the 17th century town-planner Stevin's were applied: the orthogonal design, the rectangular division of the land, the drainage canals, the central square with public functions and the defense by a fortress wall. The center of 17th century Paramaribo was the square (current Kerkplein) and the streets in a rectangular grid around it (Ill...). Contrary to other towns the square in front of the town hall/reformed church was used as cemetery "Old Oranjetuin". The Zeelandia fortress was considered to be the first defense line of the town, but a defense wall as follow up was never built in Paramaribo.



Figure...The center of Paramaribo in 1760; a reconstruction by KDV Architects

2.5.2 Architectural characteristics

Paramaribo's architecture is the leading motivation for its nomination. In "The Architecture of Suriname", the authors Temminck Groll and Arthur Tjin A Djie (1970), provide the following introductory remarks indicating the reason for preserving the historic city:

Over the centuries Suriname has been exposed to a series of influences, starting with the first Europeans to arrive, the English settlers whose traditions are still to be seen in both wood construction and brickwork. There are particularly striking points of agreement with the south-eastern part of England. The next contribution came from the Netherlands and then from France (many Huguenot refugees reached Suriname via the low countries, which may have coincided with the development of the strict sense of symmetry. The last of the group of influences came via the Moravian Brethren, from Germany: the typical Paramaribo dormer with two windows and a semicircular window at the top is of German origin.

The successive European influences were modified in a highly individual manner by the Creole craftsmen, who adapted them to local conditions and combined them into an extremely logical, harmonious style of construction. As early as XVII many buildings, including the large private houses, must have been not only executed but also designed by Creole builders.

In the course of XVIII the ornamentation shows, as in the Netherlands, the influences of the French 'Louis' styles. Early in XIX there was increasing contact with the Southern part of the United States, whose colonnaded porticos were soon seen in Suriname. In the course of the century this element developed into the decorative but highly practical wooden galleries so characteristic for Suriname. The 'Neo'- styles which were popular in Europe and other parts of America at the end of the XIX barely penetrated Suriname; the Cathedral remained an exception, and even then the style was completely adapted. Some examples of wrought-iron work represent the 'Jugendstil' of the 'Art Nouveau' of around 1900, and the Amsterdam School of 1920-1930 was drawn on by the architect Sniphout in developing his own style. It was only after this period that an end gradually came to an architectural tradition which has given the country a special character, which does so to a high degree, and which deserves to be preserved by restoration, conservation and vigilant maintenance.



Traditionally 1 or 2-story wooden buildings were constructed, built on a brick basement, generally with a wooden gallery at the front and the back, painted white, with green windows, and red basement. Another characteristic, often mentioned refers to the peculiar custom of placing the gable-ends toward the streets. This picture of Paramaribo has basically remained unchanged. Regrettably a vast amount of wooden buildings has been destroyed, mainly by fire, but also by neglect.

Exceptional public buildings are: De Waag, Zeelandia fortress, Presidential Palace, the former town hall, court of justice, the Central Reformed Church, the Roman Catholic cathedral and the Neve Shalom synagogue. All buildings with architectural or characteristic significance are listed as monument (Annex...).

2.5.3 Streetscape

Although the fact that the Inner City's street pattern has remained unchanged in the past 300 years, the streetscape has changed definitely. Originally, all streets were lined with trees and were covered with shells, with drainage by means of open gutters and canals. This street view remained more or less unchanged until the second quarter of the twentieth century, when gradually drains were enclosed and streets paved with asphalt. In the last quarter of the twentieth century, as a result of increased car traffic, most trees were cut for parking which transformed the streetscape to large extent. (ill...).

Several XIX writers praised Paramaribo being one of most charming towns of the Caribbean. The famous painter Pierre Benoit typified Paramaribo as 'elegant and rich' and the city was characterized by the German immigrant Kappler as followed:

"The town itself is on a hundred steps from the fort's barrier, but is not enclosed by a wall. Its mainly broad streets, however unpaved, with shell sand are even with the heaviest rain shower, within some hours dry; most of them are adorned by orange trees at both sides. At the river side streets and others connected to them, the houses are close to each other and are seldom isolated by their gardens. With the exception of some brick houses, all are made of wood. In reality there are neither walking paths nor public gardens, though the nice wideness and mansions hidden midst the most attractive plants and tropical breeze, offer the most amazing outlook".

An often debated issue during the past decennia has been the conservation of the city tree-lining. The trees have been historically an intimate and important part of the streetscape. This has changed dramatically, mostly under pressures of modernization and traffic needs. In some instances they were replaced by other healthy and native species, but in some cases there was no replacement as they were sacrificed for parking spaces. (ill...) Despite protests and requests for alternative solutions by SGES regarding series of trees at Sophie Redmondstraat, were a new bus terminal was projected, about twenty 200-year old Tamarind trees were cut in 2009.

Street lighting of XIX Paramaribo, consisted of cast iron gas lighting posts which still can be found in the Palace Garden and partly in the Palm garden. Paramaribo's streetscape is currently seriously disturbed by electricity poles and wires. The electricity company has a program in preparation to bring all wiring underground, but funding is not ready.

There is also a tendency of increasing signage and advertising clutter in the historic inner city. These are not only placed illegally, but also their poor designs and size impacts the streetscape negatively.

Central in the modernization of Paramaribo's streetscape are automobiles that have colonized the city, resulting in air pollution, visual pollution, noise and daily traffic jams. Although most streets are broad, their utilization is unbalanced and it seems that automobiles receive all attention, ignoring cyclists and pedestrians. The recent establishment of the 'road authority' (TAS) is an important step forward and is expected to contribute positively to the enhancement of the inner city's streetscape. The once 'elegant' town is not attractive any longer and misses coherency.

2.5.4 Color scheme

Paramaribo has a distinctive, sober, refined color scheme of white and green, which confers unity to the historic center and a unique esthetic (sanity and simplicity). The white wooden walls and planks, the red bricks and the dark green (*lanti grun*) doors and windows are sober though elegant. In the literature there is often referred to Paramaribo as the 'white wooden city'. The site is very different from other Dutch colonial cities in the region like Willemstad (Curacao) and neighboring Georgetown and Cayenne. Until now no color research has been done within the Site. Presently there is a proposal (Van 't Klooster) to do a pilot study on some identified historical buildings (interior and exterior). It is no custom to carry out color research as part of the restoration of a historical building.

The brick colors show different variations of ancient clay brick: dark red, brown and violet. Originally bricks were used as 'ballast' by incoming sailing ships and reused as building material afterwards. In a later period brick stones were locally produced, but they were of lower quality. Brick substructures are painted red.

Due to the use of different ancient roofing material, the roofing colors in the past were predominantly red (brick tiles) and gray (slates). At the beginning of the 20th century corrugated iron was introduced, which changed the roofing color landscape. Overall the roofing color at present is red corrugated iron. (ill...).

2.5.5 Public space: squares, landmarks, monuments and statues

For many centuries writers and visitors approaching Paramaribo by the Suriname River and being confronted with the area between Fort Zeelandia and the majestic Waterfront mansions, have noted down the beauty of the green space in the middle, with at its back the white Palace

and at its left the pretty houses at the Waterfront. Cynthia McLeod (2007), the well-known novelist described this experience “.....as if we entered a fairy tale”. The green square in front of the palace is probably the most significant part of the country and is together with Fort Zeelandia the most historic spot of the Site. The square has changed names several times and became the main square after 1821, when the first townhall at Kerkplein had burned down. Its current name is Independence Square. (Ill....). At the very beginning of Paramaribo, the Kerkplein (then: Oranjetuin) was intended as the central city square. It was then only square of the old town, bordered by important public buildings (Ill...).

The Waterfront was until mid 20th century the general harbor of Paramaribo. Apart of that, The Heiligenweg square and the Vaillant square were created in 1822, as a protection against fire. The Zeelandia fortress area is nowadays a park, but was until 1960 not open to the public, as well as the Palm Garden, formerly the governor’s garden, which was opened to the public in the 1950’s. An overview of important landmarks and zones is provided in Annex...



Fig... The Weighing House (Waag) at the Waterfront

The Site has a relatively high concentration of commemorative monuments and statues (Map...). In close vicinity of each other are numerous historical monuments and statues. The earliest monuments within the site are commemorative trees, such as the *Mahogany tree* planted at the Independence Square, remembering the access to the throne by Queen Wilhelmina in 1898.

One of the first memorial stones in the Site was placed with the fiftieth commemoration of abolition of slavery in 1913. It is placed at the gable of the ‘tower building’ at the Independence square. Many Memorial Trees were planted in the inner city during the past centuries. The

most well-known is the 'Statute Tree' planted in 1954, opposite of the old parliament building at Gravenstraat 4 and remembering Suriname entering the Statute period. This popular greenheart tree (*Tabebuia serratifolia*) is called 'Mama Bon' (Mother Tree). In former days this location was often used by activists to protest against the administration or social-economical issues (Ill....).

Commemorating the arrival of East-Indian and Javanese indentured workers, a memorial 'Neem Tree' was planted at the Independence square and remembering that same event, a bust of *Barnett Lyon* at the west-side of the Presidential Palace was unveiled in 1908. In 1994 the statue of *Baba and Mai* was unveiled located between the President's office and the Sommelsdijckse kreek, also remembering the arrival of East-Indian people. Just beside this statue is the harmony monument named 'Mama Sranan' (Mother Suriname) of 1965. At Heiligenweg the *Mahatma Ghandi* statue of 1960 is located, close to the *Codjo, Mentor and Present Square*, which was unveiled in 2000.

At the Waterfront, close to Fort Zeelandia, the ones who died in the 2nd World War are remembered with the monument of the Fallen. Another War Monument in close vicinity of the other one was erected in 2008 in commemoration of Surinamese Veterans who fought during the Korean War. The monument was a gift from the People of South Korea to the Surinamese People. In the Fort Zeelandia Area the bust of *Eddy Snijders* the popular composer and flutist is presented. The World Heritage Monument at the entrance of the Fort Zeelandia Area was erected in 2002 to commemorate the inscription of the Historic Inner City of Paramaribo on UNESCO's World Heritage List. The monument symbolizes a gate through which goods and people entered Paramaribo.

In the center of the Site close to the historic Old Oranjetuin is the monument in remembrance of the great musician *Johan Helstone*, who was born in slavery at Berg en Dal. Opposite this monument is the *Reformed Church* of which the base is mainly constructed with gravestones of the Old Oranjetuin that was located at this spot. The infamous *Suzanna Du Plessis* was buried here. South of the Reformed Church is the statue of *Simon Bolivar*, the liberator of South America, which was granted to Suriname in 1955 by the Venezuelan government. The *Central Bank* at the Waterfront unveiled a monument in 1987 in memory of its 30th anniversary. In front of 'De Surinaamsche Bank' at Gravenstraat there is also a monument in memory of its 125th anniversary.

Some statues in the inner city commemorate important former authorities and historical moments. The earliest is the bust of *Governor Asch van Wijk*, unveiled in 1904 and situated near the entrance of Fort Zeelandia. De statue of *Queen Wilhelmina*, first placed in 1923 at the Government's Square (Independence Square), is re-located at Fort Zeelandia, overlooking the Suriname River. There is also a bust of *Queen Wilhelmina* at the Embassy of the Netherlands. The *Johan Adolf Pengel* statue (1974), the popular Prime Minister, is at the Independence square in front of the Ministry of Finance and at his right hand the statue of *Jaggernath Lachmon* the well-known an influential 20th century politician and lawyer. At the west-side of the so-called 'Du Plessis building' (Secretarie) is the statue of Prime Minister *J.C. de Miranda*, which was unveiled in 1961. At Vaillants Square the 'Statenmonument' was unveiled in 1966

remembering 100 years Colonial Counsel and at the same location is a carillon which was granted to Suriname by the Netherlands in 1975 on the occasion of Independence Day. The *Revolution Monument*, unveiled in 1981, is located at the Waterfront in commemoration of the Military Coup of 1980. The police headquarters that stood at this location, was a monumental building that burned down during the violence. Its remaining pillars were incorporated in the monument. A recently revealed monument stands at the entrance of the Palm Garden and is in memory of the former Prime Minister *Henck Arron*, who encouraged Suriname's independency. The Palm Garden has some other commemorative monuments, such as the statue '*The Little Boy*' of 1963, the grave of *Mrs Tonckens* who died in 1896 and the monument remembering the Indigenous village of *Parmurbo*.(ill...)

In the buffer zones some important public squares and monuments can be found. A popular square that is not a formal one, but especially for tourists, is '*t Vat*', located in the Combé suburb, close to *Sommelsdijkse kreek*. In the same zone is the *Rietberg* square near Hotel Torarica.

In the Western buffer zone is the only and oldest cemetery of the Site, *Nieuwe Oranjetuin* (the New Orange Garden). It is located in a block enclosed by *Gravenstraat*, *Swalmbergstraat* and *Nassylaan*. This 18th century cemetery was preceded by the Old Oranjetuin in the center. The *Maroon* monument at the corner of *Wanicastraat* and *Gravenstraat* was unveiled on October 10, 2006 in commemoration of the first peace treaty between Maroons and the colonial Government. The most recent monument in this buffer zone is the bust of the famous Surinamese poetress *Johanna Schouten-Elsenhout*, which was erected in 2011 and is located along the *Henck Arronstraat* (in front of the Cultural Centre Suriname, CCS).

Just outside the Conservation Zone at the corner of the *Tourtonnelaan* and *Koninginnestraat* a monument was erected in 1971 in commemoration of Dr. MacDonald. For years now the head is missing.

With the one hundredth celebration of slavery's abolition, the *Kwakoe* statue was unveiled at the *Sophie Redmondstaat* (former *Steenbakkersgracht*) and near it is the monument of *Abaisa*, who was killed during labor union protests in 1973. In the same area we find the *Siva square*, with the *Gratitude Monument*, which was presented to the Surinamese community in 1955 by the Netherlands, in gratitude for the support during WWII.

Currently a maintenance project is being executed by the Directorate of Culture in cooperation with the *Stichting Arbeidsmobilisatie en Ontwikkeling (SAO)* and *Stichting Herstelling*, aiming at preservation and maintenance of several commemorative monuments.

2.5.6 Green spaces

In Paramaribo of the XVIII and XIX streets were fully lined with trees of oranges, shaddock, tamarinds, lemons and palms.

The historical Palm Garden is an integral part of the city's lay-out and urban composition. It is the only public park within the historic inner city. Historically it was the Governor's Palace

garden intended for leisure and rest breaks. It has been a dilapidated condition for some years due to lacking rejuvenation of the more than 1000 Royal palm trees (*Roystonea regia*) and the failing drainage system. Only recently it has been rehabilitated through funding of the Flemish Funds-in-trust at UNESCO. Historic pictures reveal a somewhat different lay-out with smaller paths and much more vegetation. (photo)

The vicinity of the Palm Garden, the area of the palace and Fort Zeelandia, still has some immemorial Mahogany (*Swietenia mahogany*) and Tamarind (*Tamarindus indica*). These trees are centuries old and are regarded monuments themselves. Until forty years ago, Paramaribo was still characterized by beautiful rows of palm trees and mahoganies. The Wagenwegstraat and Nassylaan in buffer zone II still have the original planting. Many have been cut down as a consequence of traffic and building claims. Other trees of dominantly native species are sometimes replacing the old ones. SGEN has undertaken an inventory of street planting in 1998, which was included in the Inner City Plan (1998).

Traditional home gardens in the back yards have decreased a good deal in the inner city, due to development pressures, de-population, commercial use of buildings and the increasing need of parking spaces. The buffer zones, although with smaller parcels, still have many home gardens, which prove the transitions in the core zone, from residential district to commercial and service-oriented zone.

Although not in the WHS, but important as a green area within the urban zone, is the so-called "Cultuurtuin" only one km North from Buffer Zone II (map 3), which was originally an agricultural experimental garden, where exotic plants and trees were cultivated. Paramaribo Zoo is also located in this area which is much visited by bird watchers.

Special mention is awarded to the small mangrove bushes located at Sommeldijck creek's mouth that give shelter to a mixed bird breeding colony of hundreds of herons and egrets. (ill...)

2.6 The Buffer Zones

For the purpose of effective protection of a World Heritage Site, the *Operational Guidelines* define that whenever necessary, a property needs to have buffer zones. These are areas surrounding the protected property, or core zone, which have complementary legal and customary restrictions placed on its uses and development in order to give an added layer of protection to the property. Two Buffer Zones have been designated (figure...) next to the conservation zone. They are neither adequate nor effective.

2.6.1 Buffer Zone I (BZI)

Buffer Zone I, 'Wijk' Combé (Combé quarter), is enclosed by Grote Combéweg, Mahonylaan and the left bank of the Suriname River. The Combé Buffer Zone covers an area of around 73 ha. The main roads are projected North-South, such as Grote Combéweg, Wichersstraat, Crommelinstraat, Mauriciusstraat, Wilhelminastraat and Cornelis Jongbawstraat. The last two

are mayor streets in regard to traffic flows from North Paramaribo (together with Tourtonnelaan). Of the cross streets, Mahonylaan is a main road. The total length of roads in BZI is about 7.7 kms.

The Combé suburb, also referred to as Zeelandia suburb, was created in 1791 to accommodate civil workers and military personnel. The street pattern has remained unchanged and shows a rigid grid between Grote Combéweg, Mahonylaan, Wilhelminastraat and Sommelsdijckstraat, resulting in 12 parallelogram-like building blocks with a surface of about 2 ha each. The parcels in every block were 'deep' (60-70M), but narrow at the front (12 -15M).

The Combé Buffer Zone can be characterized as a growing tourist and recreational area, mainly due to developments in the Eastern section adjacent the Suriname River bank. There are around 20 hotels and guest houses, as well as some dozen restaurants and dancings in the zone, mostly between the Sommelsdijckse kreek and Jongbawstraat. An NGO called SUPS (Foundation Entertainment Paramaribo), a partnership of all involved tourist and recreation businesses in the zone, manages the area and gives attention to safety issues and waste management. Big events, such as the 'Owru Yari' (end-of-the-year) festival, are also joint projects that attract huge crowds, residents and visitors.

In contrast with the inner city, much garden greenery has survived. However, more and more commercialization is observable in the suburb, altering the green areas which were mainly in the backyards of the parcels. (ill...) There are seven monuments in BZI officially registered in the Monuments List.

The area is for some years already a point of concern with regard to the social cohesion and as such it reveals striking contrasts between the emerging tourism sector and its leisurely facilities and the conditions of the underprivileged. Mainly caused by undivided estate issues, the suburb has become a depressed area, with many houses left unmaintained or in dilapidated condition. This zone has the most dwellings and shacks in decay (55), compared to the Core Zone and BZII. As a consequence, it has attracted much socially deprived groups resulting unfortunately in many crime-related activities. Many times police actions have been executed regarding drugs trafficking and prostitution. Especially for the adjacent tourism-oriented businesses, but also for residents in the neighborhood, this is an often discussed topic which needs in-depth study and effective solutions.

2.6.2 Buffer Zone II (BZII)

Buffer Zone II, the first 18th century extension of Paramaribo (quarters B and C) is enclosed by Sommelsdijckse Kreek, Wanicastraat and Viottekreek. This BZ covers an area of around 38 ha and is enclosed in the North and South by two creeks or canals. The main roads in this zone are Gravenstraat, Heerenstraat (partly), Wagenwegstraat and Nassyiaan, all with an East-West direction, between the two canals, which demonstrates how this area was drained. The other streets are connecting the main roads or canals to large degree. These are: Malebatrumstraat, Zwartenhovenbrugstraat, Prinsessenstraat, Stoelmanstraat, Gongrijpstraat, Swalmbergstraat, Cultuurtuinlaan, F.Derbystraat (Rust en Vredestraat), Anniestraat, Oud Charlesburg and Wanicastraat (J.A. Pengelstraat). The total length of the streets is about 3.6 kms.

The zone can be divided in two sections; one highly compressed and commercial section between Rust en Vredestraat and Klipstenenstraat, and a more authentic Nassyiaan with partly one of the last non-asphalt/shell-sand streets in Paramaribo. Nassyiaan also holds the highest concentration of old Mahogany trees (60) in Paramaribo, conserving more than 90% of the trees (ill...). A total of 35 buildings in the zone are included in the official Monument List and it is evident that some sections of this buffer zone contribute importantly to Paramaribo's authentic townscape. Exemplary is the section at Gravenstraat, but also the already mentioned Nassyiaan should be preserved in order to protect its authenticity. In the original nomination file submitted in 1998 this buffer zone was part of the 'nominated cultural property', but after the ICOMOS evaluation mission in 1999 it was suggested to decrease the size of the property and mark the 18th century urban extension as a buffer zone.

One of the oldest buildings of Paramaribo, which was not destroyed by fire (to some extent modernized), is the former Military Hospital. This first hospital in the colony is an important landmark in the buffer zone (ill.)

An important asset of the zone is the old Oranjetuin (Reformed Church) cemetery, which is managed by a special foundation. A random sample in both buffer zone communities showed that many residents are not aware of the Buffer Zones and their effects on urban development issues. Up to date little attention was given to buffer zone management.

The current buffer zones should be re-considered, modified or expanded. In the Action Plan some recommendations are included to study the expansion with a third buffer zone, enclosed by Viottekreek, Zwartenhovenbrugstraat, Sophie Redmondstraat and the Suriname River, West of the core zone. The proposed new buffer zone has 37 enlisted buildings on the monuments

list (ill...) and some streets and sections have important historic and cultural values that should be conserved (App...). An extension of Buffer Zone I to the West, including Louiselaan, Julianastraat, Prins Hendrikstraat, Koninginnestraat and Costerstraat, should also be studied.



Fig....The Military Hospital of 1760 at Gravenstraat (SSM)

3. Significance of the Site

*'k Wil Paramaribo ook in mijn lied gedenken
Een stad, een vlek, een oord, wat naam men u wil schenken,*

*Gij zijt de parel van het grootse Amerika
Wie u heeft gezien vindt in het westen geen wederga*

*Zoo zinderlijk zo net, zoo sierlijk gelegen
Zoo treffelijk uitgebreid met nieuwe buitenwegen*

*Zoo heerlijk omzoomd door Suriname's vloed
P.F. Roos*

*I want to remember Paramaribo in my song also
A city, a town, a site, what name you want can go*

*You are the pearl of great America the best
Who has seen you will not find another in the West*

*So neat, so clean, so elegantly placed
So distinctly laid out with new ways*

*So gorgeously bestowed by Surinam's flood
P.F. Roos*

3.1 Statement of Significance

The historical inner city of Paramaribo represents a former Dutch colonial town from the 17th and 18th century with an original town plan. It is mainly composed of wooden buildings with a plain and symmetrical architectural style, the cross-over of different European and North American influences and Creole craftsmanship. The historic urban structure is the setting for some 240 monuments, which are authentic in design, material and craftsmanship.

Supporting the nomination was an integrated conservation and development scheme, *Plan for the Inner City of Paramaribo*, as a part of the overall planning legislation of Paramaribo. This scheme created some favorable conditions for the development of the historic urban centre and the conservation and reuse of the listed monuments.

The significance of Paramaribo is accentuated by *cultural criteria ii and iv*:

Criterion ii: Paramaribo is an exceptional example of the gradual fusion of European architecture and construction techniques with Indigenous South American materials and crafts to create a new architectural idiom.

Criterion iv: Paramaribo is a unique example of the contact between the European culture of the Netherlands and the Indigenous cultures and environment of South America in the years of intensive colonization of this region in the 17th and 18th century.

In addition to the 'formal' criteria, the Site has multiple national and local values that have to be taken in account. They add importantly to understanding the significance of Paramaribo.

3.2 Statement of Outstanding Universal Value

Paramaribo's historic inner city represents a former Dutch colonial town from the 17th and 18th centuries and is composed of dominantly wooden buildings with a plain and symmetrical architectural style, the cross-over of different European and North American influences and Creole craftsmanship. The historic urban structure is the scenery for hundreds of monuments,

authentic in design, material and craftsmanship. The inner city has been nominated, as the nomination dossier points out, because of four aspects:

1. Its pattern and street plan, which has remained unchanged for the past 300 years;
2. Its ensembles (connected monumental buildings). Demarcation of the part of the city centre up for nomination now has been justified by the occurrence of ensembles; there are few or no ensembles outside the area selected and therefore there is no reason to fear violation;
3. Its wooden architecture. Of the 244 formally protected monuments of Paramaribo about 50% (including the most important ones) is located inside the designated Conservation Zone and about 15% inside the two designated Buffer Zones. Outside the designated Conservation Zone and Buffer Zones there are still a relatively great number of historical buildings, some of them formally protected (about 35%), others not. These buildings guarantee the continuation of a wooden city outside the nominated area;
4. Finally, Paramaribo's time honored functions: trade, harbor, residential area and seat of the Government. Since the Government of the Republic of Suriname has undertaken significant measures regarding the protection and management of the historic inner city, radical changes are not to be expected in the cultural historic values for which Paramaribo is being nominated.

The full version of the Statement of Outstanding Universal Value is in Annex

3.3 Authenticity and Integrity

Most of the urban structure of the period between 1680 and 1800 still exists, mainly due to low economic growth in the recent decennia. The original urban pattern is authentic in relation to its historical built environment, because no major changes in infrastructure have taken place. Building lines have not been altered and no high-rising buildings have been built in the inner city.

About 226 listed monuments exist in Paramaribo and it is striking that during the past decades just a few have disappeared to favor new developments. Public support for built heritage is reasonable, but should be enhanced. The conservation and maintenance of wooden buildings are still executed with traditional techniques using tropical hardwoods. But as a vivid city it bears its marks, resulting from continuity of socio-economic functions and vulnerability of wooden structures to fire. Mainly the old quarters at the Waterfront show physical and functional decay. Revitalization of the urban scene will be effected by an integrated conservation program, based upon a multi-year urban development scheme for the entire historic inner city, and by legal protection of the historic buildings and townscape.

The meaning of authenticity should go beyond material authenticity (building materials) but also to patterns of urban form, urban location, design, techniques, use and spirit. The use of timber only in rehabilitation works, for instance, is not enough to satisfy the criterion of authenticity.

The promotion of good contemporary design which takes into consideration and understands its surroundings, is important in ensuring continuity with the past, a harmonious environment, and in enriching the city with a valuable addition which would become heritage in the future. This issue is important for every city, but it becomes imperative in Paramaribo, the moment new developments are threatening the Site's authenticity.

The inscription of Paramaribo as WHS does not prevent the city to develop, but it is insuring the conservation of its historic environment and its Outstanding Universal Values. In every decision about its future the authenticity and integrity of the Site should seriously be considered. Surinamese authorities and key stakeholders of Paramaribo are aware of the honor to be part of the World Heritage community and relate much pride to their city, that's excellent, but an integral approach to conservation policy in which the concerns for authenticity and integrity have priority is essential.

Up till now, the integrity of the street layout, a key defining factor in preserving the historic character of Paramaribo is ensured. This should remain so and enhanced in the future.

3.4 Cultural Heritage values

For Paramaribo, similar to other sites, multi-valence of its heritage is clearly verifiable. Especially for an area with such a multi-cultural population, a multitude of use values will be noticed. It is fundamental to understand that Paramaribo has much more assets than those considers as OUV. To mention some:

- the landscape setting of Paramaribo at the river, which provides a constant flow of fresh air;
- the east-west streets, designed on the natural shell ridges;
- the townscape with its diverse neighborhoods;
- the discreet overlaying of architectural styles;
- the streetscape with tropical trees;
- the airy urban fabric and well-ventilated houses;
- the natural environment with open green space, tropical trees, birds, primates and Palm Garden;
- the modest houses of former free blacks and slave quarters;
- the historic infrastructure with brick wells and back yard ovens;
- the historic entrance gate to the back yard, called '*Nengre doro*', negro door.

Chandra van Binnendijk (1992) notes in her article *So many different Paramaribo's*, how the cultural blend of Paramaribo is marvelously unique and distinguishes it from other cities. In this chapter an overall picture will be provided based on several studies conducted during the past decades and contributions from stakeholders.

A survey with residents conducted by students of Delft University of Technology (Netherlands) under guidance of their lecturers in 2007, identified the following values: Historical, Identity,

Aesthetic, Technical, Commemorative and Symbolic, Economic, Educational. Other mentioned key qualities and characteristics were: Diversity, Accessibility, Historic buildings and Proximity to the river.

3.4.1 Intangible values

It should be highlighted that our city is not only valued for its tangible characteristics, but also the intangible values are indisputably part of the uniqueness of the PWHS and highly appreciated by residents and visitors. Artistic and culinary expressions are among the many intangible features that are confounded with the people and the urban characteristics.

3.4.2 Historical value

With the exception of the early years, Paramaribo is since its foundation in the 17th century, the political and economic center of control and mediation of the country. Everything of importance was directed in and from Paramaribo. The only two settlements with smaller scaled impacts in the 17th century were Thorarica until 1680's and Jodensavanne that was until the 1760's the small but important autonomous settlement (with OUV) of the Sephardic Jews. No other towns have ever reached the level of importance of Paramaribo, not even the 19th century towns of New Nickerie, established by the English, and Albina (Marowijne River), established by Kappler.

The Waterfront was for centuries witness of entering ships as well with goods, as with people. The city was central in the transit and export of products that came from plantations; even so it was the site for trade and auction in slaves. 'De Waag' was an essential spot in the colony's economy. In a later period other products were traded in the site, such as balata (natural rubber) and timber.

Paramaribo was also the center of order and justice for all citizens, also for Indigenous and Maroon forest people, and slaves and immigrants from plantations, who could complain about their problems and maltreatments, in order to find support and justice. In Paramaribo many decisions were taken regarding battles against Maroons, or suppression of slave and contract workers' riots and revolts.

The city was as well a podium of numerous political tensions and fights between Government and colonists that sometimes escalated and resulted in calling back Governors to Holland, or deportation of residents. The inner city (Independence square) was - and still is - the stage for peoples protests and labor union actions, not seldom ending with violence and even death, such as the protests when *Anton de Kom* was jailed in 1933 and two protesters were killed. Perhaps the most cruel spot of the inner city with unparalleled historical value is Fort Zeelandia, where harsh executions took place since its initiation.

But, Paramaribo was also the location of leisure. Especially in the XIX, when the rich rather choose to live in the city, while leaving the management of their properties to administrators and directors. A leisure class came into being, with much extravaganza and squandering. Many societies were established for theater, literature and arts, and in that period Paramaribo counted eight Free Masonry lodges of which some gathered in Governor Nepveu's mansion at Gravenstraat 6. But leisure was not only for the wealthy class. Herlein, who lived in Suriname from 1685 to 1718, wrote: *The slaves of Paramaribo go on Sundays to the Waterfront to do a sort of dance they call Baljaren*. And Teenstra visited a 'DOE' dance party of free blacks in Paramaribo in 1832 at the Viotte bridge in the garden of Heuvelman and was astonished of the lyrical improvisations of the participants.

Special mention should be made with regard to visitors who stayed in Paramaribo for a period of time, such as the world famous German artist and naturalist *Maria Sybilla Merian*, whose first work was devoted to Suriname: *Metamorphus Insectorum Surinamensium*. Not less important is the role Paramaribo played in World War II, as the prime producer of aluminum, needed for the allied forces. The city was crowded with American soldiers, who stayed in the building at Noorderkerkstraat, where EBS is currently located, across the Reformed Church in the middle of the site. *Dixie bar* at the Independence Square was named in that period, as Dixieland music became the popular genre of Paramaribo. In this era the German ship *Goslar* was deliberately scuttled by its crew, impacting Paramaribo's vista forever.



3.4.3 Identity values

Paramaribo is extremely important to the multi-diverse community regarding identity-building. In a study, carried out by Rijkers (2006) who researched the public support for preservation of the historical inner city of Paramaribo, she argues that a majority of Paramaribo citizens value Paramaribo for its contribution to their identity. The diversity is highly valued and a key element in the civic pride of the city. This connotation forms the crucial foundation for conservation awareness building. Also Veen (2007) concludes that Paramaribo contributes importantly to the national identity, as it represents the binding colonial heritage of all ethnic and cultural groups. It is however imperative that more public awareness is targeted in order to enhance general conservation understanding and support.

3.4.4 Commemorative and symbolic values

As demonstrated in paragraph 2.5.5, the Site has numerous spots that are commemorative and symbolic to the community. It is not overstated to denote that most squares of the historic inner city primarily have a commemorative and symbolic value, instead of a recreational. Annually various commemorating events are held in the WHS, such as the annual procession in commemoration of Codjo, Mentor and Present, who were accused of setting Paramaribo to fire and were burned alive, the arrival of the Lala Rookh, the ship that brought the first Hindustani indentured workers to Suriname, and the abolition of slavery in which the 'Mamakerki' of the Moravian Church played a central role. Also the commemoration of the Fallen Surinamese Soldiers of World War II on May 4 is a yearly event.

3.5 Contemporary values: Harmony in Diversity

'Harmony in Diversity' is apparently the best way to characterize the use of the inner city and specifically the Independence Square. As already noticed, historically people gather on the square - initially for military drills and parades - for all possible reasons: emotional, joyful, heartbreaking, political, religious, recreational and commemorative. The Independence Square and the Zeelandia Fortress are spots that strongly represent the history of the country. The illustrious history of the square is also revealed by the names it was given: exercise square, government's square, orange square, unity square and currently, independence square.

There are many significant elements that are applauded by community members and other users. There are however some aspects that seriously limit full enjoyment of the Site. In several surveys, respondents have forcefully complained about lacking amenities and attention for management issues in the inner city: litter, lack of garbage cans, street urinating, broken pathways, lacking street furniture etc.

3.5.1 The living city

Paramaribo is a Caribbean city without borderlines and this is clearly portrayed, for it is a living city that, except for its rich heritage, is the arena for all modern bustles of this globalized world. Economic, commercial, administrative, social, cultural, educational and recreational activities are all realized in Paramaribo. A clear evidence for the centrality of the inner city, are the public transportation routes; they are all directed from outside Paramaribo - short, medium and long distance – to the center. None of them connects suburbs, settlements or districts, without first heading to Paramaribo. The state and role of transportation will be addressed in the following chapter, but it is evident that it plays a vital role in the appreciation and use of inner city facilities. The absence of a structure urban plan is clearly obstructing sustainable development issues in the city. The direction of the Ministry of Public Works is aware of this lack and has it high on the priority list.

3.5.2 Economic and commercial significance

The presence of all banking and insurance companies in the inner city already reveals the economic and commercial value of Paramaribo which has not changed since its initiation. Some economic activities have been driven out of the center, such as the harbor and manufacturing facilities. There is also a diminishing significance observable with regard to the fresh markets and clothing trade, which have moved more and more since the last decades towards the suburbs. A central management challenge is to guide the regeneration requirements essential to maintaining the economic growth without compromising the OUV of the site.

This is also apparent for the Waterfront (see next chapter) that is in a stage of serious neglect. The area seems the most awful disorganized spot in the WHS. There is no real promenade or boulevard, but it is of importance for many people, such as commuters coming from the Commewijne district (ill...). They arrive with small river boats (ferry boats) from the other side of the Suriname River (Meerzorg) to advance to work or school. Daily about an estimated 6,000 persons make use of some 35 small ferry boats, without any safety precautions. Most commuters don't feel comfortable with this daily trip, though, it is cheap and relatively easy to reach the center were public transportation is nearby, (some travel with their own bike) in order to continue the daily travel. In the past there was a 'real' ferry boat for cars and people, but since the Wijdenbosch Bridge was constructed, this was no longer necessary. It is of eminent importance to re-organize this area including the mooring facilities for the ferry boats, fishing boats and 'Brazilian' schooners. The current chaotic environment and circumstances should not exist in a WHS. (Ill...). Gladly to remark that the present administration has rehabilitated a part of the Waterfront, adjacent to the Revolution Square, which was also

reconditioned, but this was again ad hoc and not based on an integrated approach on urban management. Public transportation will receive some further thought in this chapter.

3.5.3 Socio-cultural values

It is concluded through many surveys, reports and accounts, that the inner city with its colonial monuments is widely appreciated by the local population and observed as national Surinamese heritage, which contributes to the identity of the people.

The city has always attracted domestic and international visitors for shopping and recreation, but also as the meeting place, to socialize and to do business. Special significance is allocated to the Waterfront, Independence Square and Palm Garden. Historically these spots are crowded overwhelmingly on national holidays such as 1st of July, Old year's eve and Independence Day. There is a rising trend for massive partying on Indigenous Day and Maroon Day in the inner city. Understandably, the Waterfront and Independence Square have never been part of Trade Union commemorative activities; the *Kwakoe* and *Abaisa* Square represent labor struggles much more. In contrast Independence Square has increasingly won the attention for religious manifestations. Starting decades ago as location for massive community celebrations of Christmas eve, the square is quite some years also the spot for Islamic Id-UI-Fitre and Id-UI-Ada ceremonies, Hindu manifestations around Holi Phagwa and Divali, and African-based Winti rituals on the 30th of June and 'End of the year'. (Ill...)

Here is also an enormous challenge for the Site Management in order to address safety and risk management issues and to deal carefully with groups that make use of the site, without impacting the structure and historic meaning of it, and at the same time without depriving the community's interest. This can only be achieved in constant partnership and communication with all stakeholders.

3.5.4 Educational value

Generally, Paramaribo is valued as the center of all education. For centuries already, the only means of true education was the city, but for many families this was Holland, Amsterdam, for Paramaribo was for them just a stepping stone. This notion is not strange for ex-colonies, but it has changed noticeably, since the Netherlands have made it extremely difficult for Surinamese immigrants, even for educational reasons. The inner city itself has a diminishing role in formal educational structures. Several schools have been relocated during recent years, and debates are active regarding the relocation of the last active schools in the center. At Wulfingstraat there are still three schools belonging to the Roman Catholic system. An argument to keep them is that parents have jobs in the inner city.

For informal education objectives, the historic inner city is a crucial location due to plenty and very important heritage assets. There is a constant stream of mainly primary school groups touring the inner city with educational goals. Apart from museums and the urban statues, Palm Garden and the Waterfront are places of interest. (Annex...) SGES and other organizations have initiated and implemented several education tool kits to support schools in heritage education. It is rather an ad hoc approach, while efforts should be made to develop a methodology for cultural heritage education which should be integrated in the primary and secondary education systems. Field research confirmed that tour leaders and teachers seldom accentuate the townscape and the ensemble of buildings, but mostly point on esthetics of individual buildings.

3.5.5 Recreational value

To date the popularity of the Paramaribo's inner city to lounge and saunter has seemingly diminished. It was (specifically Waterfront) the most important area to showcase and a gathering place for friends and lovers (ill...). Many songs and poems of the former generation recall this value. Some functions have decreased with the establishment of gigantic multipurpose shopping malls in the suburbs of Paramaribo. At the other hand some other attractions and venues have replaced the traditional ones. Annex.... provides an overview of all important culture and arts spots within the inner city.

Tourism is an evolving sector in Suriname. However there is a master plan missing and essential legislation is not yet in place for a sustainable tourism development, there is growing interest from local and international tourism organizations for the inner city and its rich heritage. Paramaribo is an important tourist asset and receives growing attention in marketing strategy. The Integrated Tourism Development Plan of 2004 gave some indications for tourism planning related to Paramaribo and its heritage, but there is a strong need for an Urban Tourism Development Strategy which should be integrated in the overall management planning of the city.

Again in this context mention is made of the central role of the Independence Square, for also many recreational values are connected to it, such as the start of popular marathon running events, triathlon, car rallies (Savannah Rally) and other sport events. The bird song contest, a dominantly male sport, is perhaps the most unique use of the WHS at the Independent Square. Hundreds of bird song lovers gather on the Sunday mornings with their local song birds, such as *rowti* (*Sporophila minuta*), *pikolet* (*Oryzoborus angolensis*) and *twatwa* (*Oryzoborus crassirostris*) to compete which bird is the best singer. Paramaribo is the only WHS with a regular bird song contest in the middle of the site. Most likely introduced by the Chinese indentured workers some 150 years ago, this sport is now practiced by all cultural groups in Suriname in every corner of the country, making it a national sport and heritage.

4. Physical condition of the Site

An assessment of the physical conditions of the WHS is an important part of any management plan. The condition of the historic inner city is examined by undertaking a condition survey by observing and documenting problems, and discussing these with stakeholders in order to understand clearly what forces are physically affecting the site. Both natural and human impacts need to be assessed. In Annex a complete overview of facts and figures of the Core Zone is presented.

4.1 Climate, land and water conditions

Suriname is particularly vulnerable to the negative impacts of climate change due to its low-lying coastal zone where we find Suriname's most fertile land, with a concentration of the main economic activities and the majority of the population. Sea-level rise may inundate large parts of this coastal zone. The impact will be significant and could even be catastrophic for the country and Paramaribo. Hence, Suriname's major concern is the vulnerability of the coastal zone. When a relative sea-level rise of 1M takes place, the mean high water at Paramaribo will also increase. Assuming that the tidal pattern will shift uniformly upward, the mean high water will also increase with 1M. The current mean tidal high water is 1.20M above NSP. Consequently the mean tidal high water will be 2.20M NSP when a sea level rise of 1M occurs. This means that on average 50 % of the time tidal high water will exceed 2.20 m NSP and since we daily have two tidal cycles in Paramaribo, daily the water level of 2.20M NSP will be exceeded. Currently around 8-10 days a month, the high water can be observed flowing over the Waterfront's deck (ill....). Also the eroding effects are clear at the Waterfront (ill...).

It is obvious that protecting Paramaribo's integrity as well includes protecting its Suriname River waterfront. The city is an important part which is greatly under pressure due to the expected sea-level rise and except that, it receives an average of 2210 mm of rainfall per year, or an average of 184 mm per month. In the next paragraph the drainage issue will be addressed.

The awareness of the community for the inundation and drainage problems needs to be improved as well as the awareness for climate change and sea level rise. Due to the increase in problems regarding these issues it will not be attractive for people to live in low lying areas and probably they will migrate spontaneously and gradually to the higher lying areas.

4.2 Drainage

As pointed on before, the city was essentially laid out using the natural shell ridges that were situated in the area. In order to drain the swampy areas between the shell ridges, several drainage canals were dug for the plantations. These canals were very practical as they could be

broadened easily when needed. The structure of these waterways is still visible in the structure of the city, as all the canals head from West to East, directly draining in the Suriname River (map...). This pattern has changed during the past 60 years. Though many of these drainage canals are still present in the inner city, almost all are (semi)covered, such as Viottekreek, Steenbakkersgracht, Knuffelsgracht, Drambrandersgracht and Picornikreek. Not only for practical, but also esthetical reasons, is covering of the canals often critiqued, for it has effected Paramaribo's drainage capability negatively. The regular flooding of the inner city during the rainy season is a consequence of these closed canals, combined with unsound community attitudes regarding plastic waste, resulting in choking drainage systems. Only one creek is still clearly visible in the structure of the inner city: the Sommelsdijckse kreek. This is the oldest creek of Paramaribo, which was channelized by Governor Van Sommelsdijck in the late 17th century. It still functions as an open drainage just as 300 years ago, and should be maintained as historic monument.

The capacity to drain Paramaribo with the existing canal system based on gravity drainage is history for some time already. The Ministry of Public Works recently constructed 5 pumping stations in Paramaribo, which was part of the recommendations included in the Masterplan Study Urban Drainage Paramaribo. A second phase to construct additional pumping stations for urban drainage is in preparation. Since the water level in the sea and river will continuously be higher than the ground level when a 1M sea-level rise occurs, seepage from the sea and river will occur which will require higher pumping capacity. The drainage system is reconditioned systematically in Paramaribo and more pumping stations will be established in the future. The annual maintenance of the Drainage Department of the Ministry of Public Works includes 125km primary drainage systems of Paramaribo and districts. It is important to stress that a shift in community attitude regarding trash disposal is necessary.

4.3 Land use and development issues

Land use has not changed noticeably in the conservation zone during the past decades and there are no regional and local development plans that may impact the site. At the moment there are no land use regulations, but a system of economic parameters which could work, provided that the site manager is entitled to advise the minister of Trade and Industry. The Integrated Coastal Zone Management Plan of 2009 foresees that river dikes should be raised, but no actual solutions were given with regard to the Waterfront of Paramaribo.

Issues regarding land developments in the Core Zone mainly concerned individual buildings, already constructed or under construction, such as the *Congresgebouw*, the *SMS Building* and *Tao Restaurant* at the Waterfront (inappropriate architecture). It is however appropriate to point on the developments in the heart of the Core Zone, around the Reformed Church, which

request attention and concern, as some important changes in the townscape are happening at this historic spot. The construction of a *Burger King*, the too high executed “reconditioning” of the *Glans Building*, the newly built office of *Waldo’s* and the reconditioned *EBS Building*, have a major impact on this area.

A development issue that has generated many debates in the community, is the *Riverside Harbor Village* proposal that aims at rehabilitation of the Waterfront, construction of yacht wharf and cruise terminal, underwater parking space, shopping and entertainment facilities, and other public spaces, including a promenade (ill....). Firstly, a brief analysis of the Waterfront is suitable in this regard. The Suriname River bank of the WHS can be divided in three sections and assessed on several grounds, including social, esthetical, community use, townscape, monumental value etc. The three sections are: A) between the mouth of the *Sommelsdijckse kreek* and *Fort Zeelandia*, B) from the Fort to the *Waag* building, and C) from the *Waag* to *Heiligenweg*. (Map...). The A and B sections have the most historic, esthetical, panoramic and monumental appeal. The sections A and B should never be excluded from these values that clearly contribute to the OUV of the Site. In contrast, the C section is the most deprived, depressed and chaotic area as described in the previous chapter. This section is however also actively used for water traffic from *Meerzorg*, fishing boats and Brazilian vessels and is in great need of rehabilitation.

It is very understandable that the government is fascinated by this proposal, as it could contribute in resolving numerous issues: rehabilitation of the waterfront, creating parking space, re-organization of the harbor facilities (including for small ferry boats), upgrading of the Waterfront’s deck and protecting the inner city from overflows of the River. Except for these benefits, the financial conditions are positive, for it is a totally private investment. Nevertheless its beneficial appearance, the project should be assessed with regard to the OUV of the WHS, which means that the development should not negatively affect the integrity of the inner city. In short, it should be designed and designated as such that it fits in the townscape and enhances the values of the city. An environmental and socio-cultural impact assessment should guide the decision-making process.

4.4 Building conditions

The Core Zone of the conservation area included 495 buildings by March 1, 2011. A majority of the buildings, 454 (91%) is in medium to good condition. The amount of buildings has diminished since 2004, when the fire prevention survey was performed. This is probably due to the fact that in many buildings in the building blocks have been removed to create space for cars to park, but this phenomena has to be researched. It should be noticed that only a few ‘backyard’ buildings have been maintained and are still in use. Maybe the last 8 to 10 are still in

use and observable in the Core Zone. It is important that in the urban conservation policy, these former 'yard houses' are also conserved.

There are many empty spaces in the inner city. It is relevant to arrange them in two groups: A) open spaces at the 'streetside' where previously buildings were positioned and have been pulled down for some reason and B) open spaces 'inside' or in the backyards, where previously slave shelters or gardens were located. This arrangement is important for the planning and rehabilitation of the inner city (ill...). In total 45 open plots were listed, of which 35 A and 10 B. Most empty plots are used as parking lots, one is a garbage dump and some, such as Gravenstraat 2,4 and 6 still have remnants of previous constructions. There are 6 empty buildings which are in serious state of decay.

Of the 495 buildings about 60 (12%) only are used for residential purposes. Shops are also very limited in the Core Zone, counting 57 (11%) shops, including restaurants and other food handlers. About 30 shops are also used as residence. The largest greatest part of the buildings is used for government offices and public services (70%).maps....

In contrast with the 18th century open structure of the building blocks, where all gardens were connected and only plants or hedges formed the border between them, currently in almost all blocks the parcels are divided by fences. In the Core Zone, only blocks containing Government or public buildings are more or less unfenced. The structure of the city is not only determined by monumental buildings, but also by many smaller houses of the historic lower middle class and former slave quarters in the smaller streets and inside the yards.

4.4.1 State of conservation

The general state of conservation is positive, above medium, though there are some serious concerns related to control and enforcement, which put pressures on the overall integrity of the monuments, the infrastructure and the use of the Site.

Some important monumental buildings and landmarks have been reconditioned during the past nine years. The most recent restoration of the St. Peter and Paul Cathedral is definitely a milestone and represents a strong asset in the World Heritage Site. In the same period, renovations of the Presidential Palace, the 'Duplessis'- building, the Ministry of Natural Resources, De Waag, the Roman Catholic Monastery and the Guard House were completed. The reconstruction of the Cantonal Court at Grote Combeweg as well as the YWCA buildings at Heerenstraat, were important for the inner city coherence, but lack authenticity. A number of other buildings were renovated and conserved, but at the other hand serious examples of deliberate neglect were observed, together with unrestrained 'modern' constructions that impacted the integrity of the Site negatively. There is sometimes resistance from property

owners to conservation policies. This is the typical example of the owner who neglects on purpose his property in order to get a demolition permit when the decay is irreversible (demolition by neglect). The government could carry out repairs on behalf of the owner, but does not have the funds to execute it (Ill...).

The uneven condition of buildings shows the lack of rehabilitation and maintenance programs. Many of them are in poor physical condition; some are ruined, while some are abandoned and instead of restoring, reconstructing or re-integrating the missing parts, the buildings are demolished or replaced by new contemporary ones. Losing more and more historic buildings (with the limited scale of the Core Zone) would lead to losing the historic character of the site, and consequently its World heritage status. The decision with respect to the restorations of the three prestigious monumental buildings ruined and demolished following a fire, Gebouw 1790, Gravenstraat 2-4 and Gravenstraat 6 (well-documented in Temminck Groll, 1970), will be crucial for the authenticity and integrity of the Paramaribo WHS.

The general trend in most interventions on existing buildings in Paramaribo, is the pragmatic practice of recycling and re-use, rather than conservation and restoration. A number of these interventions are insufficiently based on a conservation philosophy embedded in deep understanding of the building's values. For the conservation of existing buildings, different approaches should be considered: for prestigious public buildings with a symbolic value, commercial buildings and residential architecture.

4.4.2 Historic monuments

Generally the historic monuments in the PWHS, including the buffer zones, are in good shape. The formal definition of a monument, as described in the Monuments Act 2002, indicates all immovable objects or part of them, exceeding the age of fifty years, which have common interest because of esthetical and artistic values, or scientific, archeological, anthropological, historical or architectural significance for Suriname. These monuments are inscribed in the public Monuments Register.

The most recent Monuments Committee report (2009) gives a complete picture of the 269 monumental objects on the monuments list, of which 22 buildings did not exist any longer, due to legal or illegal demolition, fires or modernization. One recent illegal demolition was not yet included, making the non-existent buildings 23. Officially, the monuments list (2009) includes 247 monuments; some monuments comprise more objects (Nw.Amsterdam, Frederiksdorp). A total of 168 monuments (almost 70%) are located in the conservation area, of which 126 (75%) in the core zone and 42 (25%) in the buffer zones.

In this regard, it is important to note that since its WH-status in June 2002, the Site has lost five monuments: 3 by demolition and 2 by rebuilding. The other losses happened before 2002 or are outside the conservation zone.

The report indicates that 202 monumental objects are in a reasonable to good condition, while 42 are in poor to very bad condition. Three missing monumental objects in this report (on the premises of the Presidential Palace) were also inspected and assessed as reasonable, which totals 205 (83%) monumental objects in reasonable to good condition and 42 (17%) in poor to dilapidated condition (de facto 41). Of these 41 objects in bad condition, 20 (almost 50%) are located in the Site (including buffer zones). Noteworthy to mention, that six dilapidated buildings in the conservation zone are currently under renovation. Also interesting in this regard is to identify that 38 (15%) monuments are located in the recommended buffer zones.

The 2009 report of the Monuments Committee also presented an assessment of the costs to recover arrear maintenance of the monuments, which totaled Srd 40 million (US\$ 12 million), while the regular yearly preservation costs were estimated around Srd 5.5 million (US\$ 1.6 million). An important observation is that all monument owners except one gave full support to the survey. With regard to incentives for improvement of preservation and maintenance of monuments the following recommendations were given to the Government in the report:

- a) Provide monument owners with special 5% interest credits from the Central Bank, which is actually only provided to low income owners;
- b) Grant monument owners a modest maintenance subsidy;
- c) Effectuate and implement consequently all lawful sanctions in cases of neglect.

4.4.3 Government offices

On several occasions during stakeholder meetings, the presence of Government offices in the inner city has been a point of discussion. From a pure historical point of view, administrative and Governance-related functions belong to the center of the city, but there is a growing tendency to diminish administrative activities in the Inner City. Currently two government buildings are being renovated, the Court of Justice at Independence Square and the Ministry of Social Affairs, but there are some Government owned constructions for years already in decaying state.

The general condition of Government offices has improved clearly during the past years, there is however still a slow maintenance program due to limited public funds. This is an ongoing problem, which needs specific attention of *Stadsherstel Paramaribo NV*.

4.4.4 Public services

Most public services in the inner city are executed in a relatively good environment. Most banking, insurance and utility services have branches in the outskirts of the city, which relieves the pressures on the inner city. There is

4.4.5 Religious facilities

Probably the most valuable players in the field of conservation of inner city heritage are religious organizations based in Paramaribo. First should be remembered that the Roman Catholic diocese is the most important owner after the Government (fifty) of enlisted historic monuments, with 15 monumental buildings, followed by the Moravian Church (EBG) with 14.

4.4.6 Commercial affairs and Shopping

The inner city is still the commercial center of the country. Almost all banking and insurance companies are established in the center. At the other hand shopping has possibly shifted to other areas of Paramaribo. The businesses which have expanded during the last decade are food and beverage, tour agencies and lodging. There is research needed in this field.

4.4.7 Schools

Several schools have abandoned the inner city during the past decennia. There are 7 schools of which 4 belong to the Roman Catholic education system located at the Wulfinghstraat. There are plans to relocate these schools in the near future. The Hendrikschool, one of the oldest public schools of Paramaribo (1906) is situated at the Henck Arronstraat (Ill...). Two schools providing higher education are also located in the inner city: the FHR Lim A Po Institute for Higher Education a private organization situated at the Lim A Postraat and the Academy for Higher Arts and Culture Education at the Waterkant. Both Buffer Zones count together some 15 schools.

4.5 Traffic circulation, public transportation and car parking facilities

A traffic circulation plan was developed in 2010 by the Ministry of Public Works (MPW), *Institutional Strengthening of the Transport Sector (ISTS)*, in close cooperation with many stakeholders and with support of the European Union. This plan was essential in order to upgrade the center of Paramaribo and to create better connection between peripheral development and the inner city. The most important characteristics are to improve traffic circulation in the ring roads and to regulate the traffic in the center tuned on the functions of the area (Annex).

Efforts have been made to adjust and improve public transportation in Paramaribo. There are three forms of public transportation in Paramaribo. First, transportation provided completely by the government's subsidiary the National Transportation Corporation (NVB), which operates under the Ministry TCT. This operation is centralized at Heiligenweg, from where all "State busses" depart. Secondly, the public transportation system provided by private bus owners under guidelines and control of the government. The bus owners are licensed to operate on specific routes and receive some subsidy to cover increasing fuel costs. Every route has a bus terminal in the city. In the conservation zone there is only one bus terminal, at the Waterfront, but the others are close by. The Minister of TCT has recently taken an important stand in favor of traffic relieve in the inner city, by banning a great deal of public busses from the center.

A third form of public transport is provided by the Ministry of Education and is targeted on transportation of school children, by busses which are chartered by MINOV (mainly for children living in rural areas).

An important goal was to decrease the amount of public busses in the center by developing new bus stands out of the inner city. Several studies and workshops have been executed in cooperation with the private bus owners association and other stakeholders, such as the Chamber of Commerce (KKF), the Association of Retailers and the Police in order to improve parking of busses and other vehicles in the inner city. Many topics were discussed and some recommendations were given to regulate traffic and parking in the inner city. Some proposals were to: a) introduce shuttle busses, b) special parking lots in the backyards of the plots for people working in the inner city, c) establish areas outside of the inner city for parking and d) to close the Sommelsdijkse kreek, in order to create more parking space. A new bus terminal has been constructed at the Sophie Redmondstraat (ready for use) and there are plans to establish another at Drambrandersgracht, both outside the inner city.

The institution of the Road Management Authority (TAS), under supervision of the MPW was in preparation since 1995, but was finally implemented in 2007. Its goals are to manage all primary roads and bridges and to advice the Government with regard to planning, construction and maintenance of roads and bridges. Within its mandate the TAS is also responsible for parking areas and pavements in Paramaribo. The TAS is financed with income from vehicle tax and fuel surtaxes.

Perhaps the most unsightly habit in the inner city, is careless parking, which is not approved by law, but tolerated by the police. A proposal is in consideration for some time already to give the TAS the authority to manage all parking areas in the city and to introduce a system of parking fees, in addition to control and enforcement. The development of a holistic city traffic plan dealing with all aspects including reduction of car use is required. There is some slow progress

visible, but it is remarkable however, that there is little attention still for cycling and pedestrian facilities.

4.6 Public and pedestrian spaces

Due to the lack of planning, the current situation of the WHS's infrastructure can be characterized as 'chaotic'. It is a pity that the public realm of the historic inner city has been neglected, in favor of motorized traffic. There is a lack of parking provisions and pedestrians cannot walk safely, while there is continuous littering.

At the other hand several attempts were made during the last years to enhance the public space. Several study projects were launched and executed aiming at enhancing public areas in Paramaribo (Annex...). The TAS has enhanced some walkways in the inner city and has placed several blockades to prevent cars from parking. In many cases street paving has improved, but sidewalks are often missing, or are of poor quality and design. It is believed that a coherent development on the waterfront would enhance the site considerably.

In order to improve the livability of Paramaribo and at the same time ensure the protection of its Outstanding Universal Value, it is of great importance to give high priority to aspect of public space. Ignored for some time, it seems that understanding has increased to give more attention to this aspect. It is fundamental though that every projected activity is in line with the conservation aims of the WHS, and that the integrity of the Site is never impacted negatively, not even by public realm enhancement efforts.

4.7 Utilities

Utility Companies (water, electricity and telecommunication) have infrastructure above and underground within the inner city. There is no or little communication between these companies and the Department of Public Works. Often a just recently paved road or sidewalk is damaged by one of the companies, while repair works are done improperly. Therefore there is a great need to re-activate the division at PW which coordinates all cable laying works.

In order to improve the coordination of activities, utility companies responsible in Paramaribo have recently structured their frequent consultations under guidance of the Ministry of Public Works. The national electricity company (EBS), the water company (SWM) and the national telephone company (TELESUR) try to coordinate these activities in order to prevent that walkways and roads are opened for too long.

SWM has upgraded its potable water facilities and network and since the past years there is a constant reliable access to clean water in Paramaribo, though some locations still experience problems with pressure.

There are some emerging issues that need attention and guidelines:

- Telecommunications poles and satellite receivers are a growing problem in the townscape that contribute to visual pollution, and the same counts for
- Air-conditioning installations that can impact the streetscape and effect the authenticity of a the Site

4.8 Solid waste

Paramaribo's inner city is terribly affected by solid waste, due to inadequate management during the past years. In certain locations of the inner city huge amounts of garbage are dumped. The most responsible agency is the Ministry of Public Works, but it is obvious that great deals of Paramaribo's environmental problems are related to community attitudes and awareness. NIMOS, the environmental agency has conducted numerous workshops and seminars without visible results. The new administration has included in its program to solve the waste management problems.

5. Current Management Context

This chapter provides an overview of the management context of the Paramaribo World Heritage Site and addresses all relevant management-related conditions and factors that can affect the WHS currently as well as in the future. Some of these factors include the legal context, the financial and power base, the organizational structure, the development context, and research, awareness and education.

In its 1998 *‘Plan for the Inner City of Paramaribo’*, SGES had already pointed on “the pressure of a large number of forces, among which the fast changes in the use of urban space, the lack of financial means and the inadequate co-ordination in the field of urban management and planning” affecting the WHS. This ‘Inner City Plan’ was created as an important step towards a structural or systematic approach of the Site and it would be part of the structure plan for Greater Paramaribo, which was in preparation.

An important fact is that people and institutions that hold decision-making power at the local, regional, or national level are scattered and mostly under-qualified. There is only one level of power, that of the government, given the size and the history of the country. A future intention should be to establish a site authority as a Public Private Partnership. The managing authority should have a formal advisory function at relevant ministries and its advice should be binding. In this authority both committees on monuments and new buildings in the Heritage Site could be brought together.

The current management organization is weak and needs to be re-structured and strengthened in order to deal with the challenges regarding the conservation of the PWHS. There is no sufficient staff with the appropriate expertise. However, it cannot be changed within the current legal, financial and organizational context. A specific statutory management institution needs to be established to execute the management of the PWHS in accordance with this plan.

5.1 General legal framework

Concern for historic monuments is a relatively young field or feature in Suriname and therefore monument’s care is in childhood stage. The first legal product focusing on the protection of built heritage including unique monuments and archeological assets was the *Historic Monuments Act of 1963* (Wet Historische Monumenten 1963 nr 23). This Act was preceded by a draft Monuments List called *‘Proeve van een Monumentenlijst voor Suriname’* composed by the Dutch Professor Ozinga from Utrecht. The work of Ozinga was completed in 1962 by Professor Temminck Groll, co-author of the monumental book *‘The Architecture of Suriname 1667 – 1930’*.

A Town Planning Act (G.B. 1972 No. 96) was passed in 1972 but only the part on allotment plans and permits for them is effectuated and not the parts concerning zoning or land-use plans. As a consequence there is no structure plan for the historic inner city.

The implementation of the Historic Monuments Act was the duty of the Department of Education that also was responsible for the cultural policy. For an effective execution of the Act, a committee was established, the Monuments Committee (*Commissie Monumentenzorg*, accurately: Committee for the Care of Monuments). In 2002 the *Historic Monuments Act* was replaced by the Monuments Act 2002 (SB 2002 no 72), the present legislation. The Monuments Act makes it possible to appoint preserved areas in towns and villages and states in its explanatory memorandum that the historic city of Paramaribo should be appointed as a preserved area. Such an appointment makes it possible to draw a zoning plan especially for this area, but an appointment is not made yet.

Since the publication of the ICOMOS evaluation report (March 1999) with regard to the nomination of the Historic Inner City of Paramaribo for UNESCO's World Heritage List, the Government of Suriname has made significant steps towards safeguarding the Cultural Property. The inscribed Site has been formally designated as a Conservation Zone with two additional Buffer Zones (State Resolution 2001 no. 74). Building plans within these designated areas were placed under close supervision of a Special Advisory Committee (Bouwcommissie). In chronological order, the following steps were taken:

On May 31, 2001 the Council of Ministers of Suriname approved the State Resolution regarding the implementation of article 4 section 2 of the Building Code of 1956. This resolution establishes an Expert Building Committee (Special Advisory Committee) and designates the historic inner city and adjacent buffer zones. The Expert Building Committee advises the Director of the Ministry of Public Works with regard to special criteria for building plans in urban areas with a specific character e.g. the Historic Inner City of Paramaribo with the two designated Buffer Zones and to evaluate any building plans according to esthetic criteria. These special building criteria for modern architecture were published in the Gazette (*Advertentieblad van de Republiek Suriname*) of 2003 no. 34.

It is apparent that on paper the legal protection of the site seems basically satisfactory. However, there are problems concerning their application and enforcement. First of all, the Monument Committee and Building Committee, the two crucial bodies that should guide and guard the authenticity and integrity of the WHS, show serious flaws in their functional actions, as they operate under different authorities, with different political environments. Secondly, they are not fully certified as they "only" advise the Minister of Culture and the Director of Public Works. This means that their decisions are sometimes overruled. Thirdly, the Committees lack adequate working conditions, expertise and incentives to perform effectively.

Fourth, a new Building Code for the Heritage Site and the Buffer Zones should be proposed, functioning under the Building Act and beside the general Building Code. Finally, a zoning plan for the Heritage Site and the Buffer Zones should be made as proposed in the Explanatory Memorandum of the Monuments Act.

5.1.1 Conservation

Historically the colonial government had strict building codes and fire controls. After the great city fires of 1821 and 1832, the government ordered roofs to be no longer of wooden walaba shingles, but of tiles and slates. Kitchens and ovens needed to be built separate from the main house with a firewall of brick to prevent fire to cross over. Building Act (GB 1956 No34) and Building Code (GB 1956 No 108).

The State Resolution, '*Besluit instelling bouwcommissie en aanwijzing historische binnenstad van 31 oktober 2001*' (S.B. 2001 No 74) has been created to give the esthetic building commission the authority to evaluate building plans according to a special set of building criteria (scale, architecture, height, color etc.) Special building codes have been published in the Gazette (ARS 2003 No 34) to control new constructions within the site and adjacent buffer zones. The 2002 Monuments Act (S.B. 2002 No 72) offers the possibility to designate the historic inner city as a protected townscape, putting the level of protection a step higher. However this possibility still needs to be put in practice. At present only objects have been designated formally as monuments based on the Monuments Act 2002.

Research is importantly needed regarding construction materials. Slate and tile roofs that contributed a great deal in the past to the townscape of Paramaribo have been gradually replaced by corrugated iron, although the latter can also be regarded as historic roofing material. New construction materials have been introduced and marketed for restoration of historical houses such as tile shaped corrugated iron, aluminum windows instead of wooden windows, aluminum and cladding (cement with wooden tissue) replacing wooden cladding. The authenticity of the site is endangered by these new materials, which are promoted for their 'durability'.

Over the years a number of foundations have been established aiming at heritage conservation. Most of them are engaged in managing a specific monument, which can be traced back in the name of the NGO. Following list gives an overview of Surinamese organization according to their year of establishment:

- 1967 – Stichting Monumentenzorg Suriname
- 1971 – Stichting Jodensavanne
- 1974 – Stichting Beheer Kathedraal (STIBEKA)
- 1988 – Stichting Oranjetuin

1989 – Commissie Monumentenzorg
1994 – Stichting Waaggebouw
1996 – Stichting Behoud Hendrikschool
1997 – Stichting Gebouwd Erfgoed Suriname (SGES)
2009 – ICOMOS- Suriname (re-established)

Built Heritage NGO's dealing with issues of preservation of a particular monument within the WHS are STIBEKA and Stichting Waaggebouw. Only the Suriname Built heritage Foundation (SGES) and Commissie Monumentenzorg (Monuments Committee) are currently actively dealing with preservation issues in the Site. Previously active NGO's such as Unie van Architecten (Union of Architects), the Algemene Aannemers Vereniging AAV (Contractors Association) are relatively inactive.

Not only historic mansions of yesteryear's affluent residents should receive attention in the conservation efforts of Paramaribo's townscape, but also the smaller and typical wooden houses, which are not on the monument list, in and outside the conservation area, need serious attention. In many cases the lack of financial resources is brought forth to be the limiting agent for lacking restoration and maintenance. It should be noticed that an integral approach towards awareness and appreciation for built heritage and use of historic fabric is essentially needed.

Another concern is the conservation of the only remaining historic canal of Paramaribo that has been neglected for some time. The total length of the Sommelsdijckse kreek (ill...) in the protected areas is about 2.3 km. There is no policy regarding its maintenance, nor with regard to its public use. Some public institutes and private owners that border this historic creek try to maintain it, but in some cases it is neglected. In May 2010 an integrated vision for the Sommelsdijckse Kreek was presented as part of the city cooperation between Antwerp and Paramaribo and in August 2010 a thesis study (De Kreek in Context: Krachtenveldanalyse) was published by Caroline Moore of the Dutch organization World Waternet (Wereld waternet). The latter study involved an analysis of how people/users experience the Creek and how they act accordingly.

5.1.2 Urban Planning

There is a clear gap in urban planning in the country. The Town Planning Act 1972 and the Multi Annual Development Plan (MOP), are the only two only statutory products with regard to urban development, but, as mentioned before they are too general and need to be effectuated.

In 2002 a Master Plan for the Drainage of Greater Paramaribo was designed in order to end flooding and drainage problems of the city. The plan includes some dozen detailed studies. An important recommendation of the plan is that to find solutions in an integrated approach, linking to other policy areas. The re-organization of the Maagdenstraat is to some extend the

result of this approach, in which also rehabilitation of the public realm and public transport is reorganized.

The Urban Development Plan designed in 2005 by the French bureau PHI, provides a high-quality development strategy for Greater Paramaribo. An institutional framework is provided. The UDP has no statutory base, which hampers its use as policy document, but several basics of the plan are used in practice. An important conclusion of the UDP is that Paramaribo’s inner city should be developed as a matured center. It also states that there is a need for an integrated traffic plan to improve traffic inside and outside the inner city for motorized vehicles, public and private transport, cyclists and pedestrians, while the public realm should be upgraded.

5.2 Institutional setting and coordination

The institutional setting regarding the Historic Paramaribo World Heritage Site (HPWHS) is multi-layered and highly ineffective. Government Policy can be characterized by no or little coordination between ministries and/or institutions and is due to the absence of physical planning for Paramaribo in effect ad-hoc.

Field of activity	PW	DC	EC	TCT	NVB	PLO	WAS
Construction of roads and sidewalks	■						
Construction of parking spaces	■						
Maintenance of roads and sidewalks	■						■
Maintenance of parking spaces	■						■
Management of squares	■						
Construction and maintenance of river wall & dikes	■						
Maintenance of Statues			■				
Management of green areas and city trees	■		■				
Placement and maintenance of street furniture	■						■
Placement of traffic signs	■						
Organizing public transport				■	■	■	
Placement of bus stops				■	■	■	
Construction of canals and sewage network	■						
Maintenance of canals and sewage network	■						
Permits for events		■					
Permits for Waterfront activities				■			
Permits for parking signs		■					
Waste management	■						
Tourism management				■			

PW: Ministry of Public Works; DC: District Commissioner; EC: Ministry of Education and Culture; TCT: Ministry of Transportation Communication and Tourism; NVB: National Transport Company; PLO: Private Bus Association; WAS: Roads Authority.

From a legal and cultural point of view, the highest responsible entity for the management of the World Heritage Site is the Ministry of Education, e.g. the Department of Culture. However, there are several other ministries and institutions working within the Paramaribo arena, whose policy affect the PWHS. The most important entity regarding the management and maintenance of the public sphere is the Ministry of Public Works (PW).

Table (...) gives an overview of the responsible entities regarding the management of the public domain in the historic inner city.

5.2.1 Ministry of Education & Department of Culture

Its mission and responsibility for cultural policy makes the Department of Culture the advanced pawn in the institutional setting of the WHC. Due to great shortages in financial sources and skilled staff, the department lacks the ability to develop adequate policies to enhance the protection of the Site and its monuments. The Department of Culture is responsible for the maintenance of the historic Palm Garden and the Fort Zeelandia Area, both within the WHS.

The Department lacks an overall cultural heritage policy strategic plan. An integral cultural policy document was compiled in 2007, but the monument conservation and the Paramaribo WHS were not integrated. As a result only ad hoc policy is applied. The implementing body and managing authority of the WHS is the Suriname Built Heritage Foundation, SGES, represented by its Director.

5.2.2 SGES: Suriname Built Heritage Foundation

The Suriname Built Heritage Foundation (SGES) was established on the 1st of August, 1997, by the Minister of Education with the mission to set up an infrastructure to preserve and manage the historical built heritage in Suriname. Its first duty was to compile a nomination dossier for Paramaribo's inscription on the World Heritage List. The director of the Foundation is also appointed as Site Manager of Paramaribo WHS.

SGES as managing authority is largely hampered by lacking institutional capacities such as funding sources and human capacities. There are actually six persons employed, of which two are administrative assistants, two cleaning ladies and one delivery man. Only its director and his direct assistant have academic backgrounds. However, SGES is regularly supported by outsiders, who voluntarily contribute in filling important gaps. Despite these enormous pitfalls, SGES has accomplished some important goals in its existence, of which the following are exemplary: inscription of the historic inner city of Paramaribo on UNESCO's World Heritage List,

the designation of the monuments of Paramaribo and drafting of a new Monuments Act (both in cooperation with the Monuments Committee), drafting of special building guidelines and a fire safety survey within WHS (the latter in cooperation with the Fire Department), issuing of a Monuments Calendar and organizing a photo exhibition on Paramaribo's past en present etc..

5.2.3 The Paramaribo WH Site Manager

As indicated before, the Site Manager fulfills a combined task as he is also Director of the Suriname Built Heritage Foundation. As a consequence of the work pressures, only the most problematic issues regarding the site – mostly the core zone – are addressed. Legal provisions and guidelines are missing with regard to the formal power structure of the Paramaribo management authority. The Site manager can only advise the Minister and Director of Culture and/or report in case of malpractices to other responsible ministries or institutions. The Site manager seems a paper tiger that lacks authority in the integrated managerial picture of the inner city. Apart from the lacking political and administrative powers, the management authority is insufficiently equipped with staff and other conditions to implement a serious management role.

5.2.4 The 'Buurtmanager' of Paramaribo Centrum

In May 2006 the 'Korps Politie Suriname' (Suriname Police Force) started the 'Buurtmanager Program', aimed at bringing citizens and police closer together to fight crime and solve social issues. In several neighborhoods of Paramaribo 'buurtmanagers' (special neighborhood police officers) were appointed to enhance the sense of security and livability of neighborhoods, but also to increase civil participation. The buurtmanager of Paramaribo Centrum, (who is responsible for the inner city) is the focal point in addressing issues regarding the inner city.

5.2.5 Traffic Police

The Traffic Police, which falls under the ministry of Justice and Police is responsible for a) enforcing traffic regulations, b) guiding the flow of traffic and solving traffic congestions, c) advising the District Commissioner on locations for placing advertisements/billboards along (cross) roads etc.. They work closely together with the Traffic Division of Public Works regarding road infrastructure. The Traffic Police is a major stakeholder within the inner city since traffic congestions are a common feature within the inner city.

5.2.6 Office of the President of the Republic

The 'Kabinet van de President' (office of the President of the Republic) is responsible for three important public spaces within the WHS namely the Presidential Palace, the Independence Square as well as the historical Palm Garden. Since the latter is legally still part of the

Presidential Palace all requests for special uses of the Palm Garden need the final approval of the President of the Republic of Suriname. The same goes for the Independence Square and for visits to the Presidential Palace.

5.2.7 Ministry of Public Works

The Ministry of Public Works (PW) has a crucial role in the conservation of the WHS. Its responsibilities for building and construction, physical planning, roads, walkways, road infrastructure and parking, drainage and sewage, waste management, green zones and park development, bridges, sea walls, dikes and other infrastructure, gives this ministry a 'de facto' leading role in Paramaribo's management and maintenance. All these tasks are important but two tasks are crucial for the conservation of the WHS namely the maintenance of all state owned buildings (including listed monuments) and the work of the expert Building Committee on the assessment of buildings plans for modern structures within the WHS. This committee is in charge with new buildings in an preserved area and its buffers, as they are appointed in 2001 (this appointment is not the same as an appointment for a preserved area according to the Monuments Act). The committee is appointed by the Minister of Public Works and advises the Building Regulations Department of this Ministry. The advice **is not binding** and as a result, some decisions are overruled and not followed up.

The execution of the responsibilities has often been reason for serious discussions and PW has frequently been blamed for malpractices in the conservation zone with regard to new structures and the dilapidated state of government owned monumental buildings.

5.2.8 Ministry of Regional Development - District Commissioner

Due to the enormous urban expansion of Paramaribo during the past decennia the Capital of the country is administratively divided into two geographical regions each headed by a District Commissioner (DC): one with administrative powers assigned to Paramaribo North-East (who is responsible for the inner city) and the other for Paramaribo South-West. Paramaribo is organizationally managed as a district as it is indeed by law a district and not a city. Although both DC's has local administrative powers they are in the case of Paramaribo being overruled by the Central Government seated in the Capital. DC's are not being chosen. They are civil servants appointed by the Minister of Regional Development and they come and go depending on the ruling political coalition.

As indicated before, the administrative responsibility is with the District Commissioner (DC), who represents the central government which is directed by the Department of Regional Development. The Paramaribo District is administratively divided in 12 'resorts' which are supervised by Civil Supervisors (Bestuursopzichters, BO's). The historic inner city is part of the Paramaribo Centre Resort.

The bureau of the DC is in charge of licensing all users of the resort. Shops, parking, businesses, cultural activities, advertisements/bill boards on public space, sport events etc. etc, all need a license of the District Commissioner. While licenses are easily provided, monitoring of the effects and applying sanctions are hardly practiced, and if so, not communicated to other stakeholders.

Supervision of the conservation zone is very weak. BO's who are in charge of the day-to-day administrative management and are supposed to know what is going on in their resort, have mainly controlling and reporting tasks. Their attention is mostly focused on public use of the resort, but also construction, traffic and parking issues and difficulties are reported. Decision-making is on a higher level. In fact this public institution is not capable and equipped of monitoring impacts in the city.

5.2.9 Ministry of Transport, Communication and Tourism (TCT)

The ministry of TCT is responsible for public transportation (including taxis) and the development of tourism. There is no specific policy aimed at developing cultural heritage tourism and/or aimed at promoting/marketing tourism to both World Heritage Sites of Suriname (the Central Suriname Nature Reserve, CSNR, and the Historic Inner City of Paramaribo). This ministry is also responsible for public transportation.

The Air Traffic Department (Luchtvaartdienst) which falls under the ministry of TCT is also a player within the inner city since (GSM) antenna towers within the inner city can be of great risks for low flying airplanes. For this reason erecting (GSM) antenna towers needs approval of Air Traffic Department. In a letter to this institute the site manager had requested not to give permits anymore for antennas within the WHS in order to prevent visual pollution of the site.

5.2.10 The Monuments Committee (MC)

The Monuments Committee is a by law (Monuments Act 2002) established committee. It has the tasks: a) to advise the Minister of Education regarding the execution of the Monuments Act, b) to report on the physical condition of the monuments and c) to administer the National Register of Monuments.

The MC is dealing with some serious constraints in carrying out its duties. Firstly, there is no technical staff available, which put all workload on the Committee members, who all have a full-time job.

5.2.11 Stadsherstel Paramaribo NV

The establishment of *Stadsherstel Paramaribo NV* (SP-NV) Paramaribo Conservation Company Ltd will be an important step forward in the revitalization and conservation of monuments in

the inner city. As a commercially based private-public organization, the company will acquire, restore and rent out monuments. Annex provides further insight in this organization.

5.2.12 Other institutes

The lack of an integral urban development policy for Paramaribo has also resulted in the creation of specific area-based institutions in areas with tourism potential or with special needs such as the 'Beheerraad Waterkant' (Waterfront Management Board) and the 'Stichting Uitgaanscentrum Paramaribo' (SUPS), causing the administrative management of the city to fragmentize even further.

The Waterfront Management Board was established by the ministry of TCT to safeguard the interests of food stand owners along the Waterfront and to develop the Waterfront Area as a main touristic area. The board also rents out parts of the Waterfront for petty trading during national holidays. The board is formed by representatives of the Central Bank of Suriname (CBvS), the ministry of TCT, the DC and the Tourism Foundation Suriname (STS).

Stichting Uitgaanscentrum Paramaribo (SUPS)

This private foundation was established on 13 December 1996 as an initiative of the Henk Vos Stichting. The aim of the SUP is to develop the area enclosed by the van Sommelsdijckstraat, Wilhelminastraat, Mahonylaan, Cornelis Jongbawstraat, Kleine Waterstraat, Zeelandiaweg, Waterkant, Mr.Dr. J.C. de Mirandastraat en de Grote Combéweg (roughly the area between Fort Zeelandia and the Torarica Hotel) into an safe, clean and attractive hot spot for locals and tourists. Members of the board are the Torarica Hotel, government (ministry of Culture), local businesses as well as residents of the neighborhood. The SUP shares the responsibility of the 'SUP Area' with the government.

Non-Governmental Organizations in the field of historic monument conservation are focusing on specific monuments, such as:

- STIBEKA, Foundation for guardianship of the Roman Catholic Cathedral (within conservation zone);
- Oranjetuin Foundation, for the management of the Oranjetuin cemetery in Paramaribo (within bufferzone);
- Hendrikschool Foundation for the preservation of the Hendrikschool (within conservation zone);
- Waaggebouw Foundation, for the management of the Waag building (within conservation zone).

There is no structured consultation between the Site Management and the above mentioned institutes.

5.3 Ownership

The state of ownership of monuments in the Historic Inner City, including buffer zones is not too complicated compared to other regions of the country. Basically two groups of owners exist; at one side Government or public and semi-government ownership, and at the other hand private ownership. Around 80% is privately owned (map...)

5.4 Financial context

Funding of protective activities in the WHS is the greatest challenge and needs serious attention in order to prevent negative impacts and declining integrity of the Site. Costs for interventions aiming at protection and rehabilitation are high, while incentives are lacking to stimulate monument owners to maintain their properties. The Government lacks the essential financial sources, and meaningful mechanisms in order to deal with the problems and pressures have not been removed. As a consequence the Government does not invest much in the WHS's conservation.

Often this lack of financial means is translated in poor execution of essential protective actions. For example, when a property owner resists to perform conservation measures and lets the building fall into decay purposefully, the government entities lack the needed funds to carry out repairs or other actions. Another repeatedly observed feature is that the Government - as a major monuments owner - does not always set the proper maintenance example for society. However, since some years the arrears of maintenance of Government-owned buildings has declined. In 2009 an amount of SRD 300000 was budgeted for the maintenance of monuments which are not government-owned. This amount of money was far from enough, according to the needs, but it was a start. Other resources came from private funding from property owners.

The cost of interventions aimed at protection and rehabilitation is "quite high". Indeed, the prices are comparable with similar works in Western Europe.

No tourist income is devoted to conservation. Local hotels are not convinced that an investment in providing funds for World Heritage Site Management will return to them. There are no fiscal incentives to encourage private owners to maintain or rehabilitate their properties. Only businesses can deduct maintenance repairs. The controls for financial and fiscal assistance are inadequate. There are no subsidies for regular inspections and reports.

There are several options to secure sustainable income for the conservation of Paramaribo:

- a. The establishment of the public/private institution *StadsHerstel Paramaribo NV* will generate some funds to carry out important conservation actions;

- b. There are some opportunities for securing funds in the Netherlands e.g. private institutions, Dutch Embassy in Suriname and partner cities;
- c. The creation of a *Mining for Paramaribo* Conservation Fund, with contributions from the mining sector including bauxite, crude oil, gold, sand, kaolin, natural stone and water. A fund with yearly ½ million US\$ should be achievable;
- d. A *Tourist Conservation Contribution* connected to every purchased ticket would also support the protection and development of a tourist friendly city.

At the other hand fiscal (tax) incentives should be given to monument owners to ease the present burden of costly maintenance. Also duty free imports of materials (e.g. slates) needed for restoration purposes should be made possible.

5.5 Civil Society

As indicated in previous chapters, an significant role is destined towards private sector and NGO's in order to safeguard the authenticity of the Site.

On several occasions in the past decennium and during the preparations of this plan, private sector organizations have contributed moderately in the discussions and actions regarding developments and protection measures of the inner city. The Chamber of Commerce & Industry (KKF), the Suriname Trade and Industry Association (VSB) and the Tourism Union of the Republic of Suriname (TOURS), frequently participated in stakeholder meetings to discuss the constraints and future of Paramaribo's inner city.

Civil society concern for urban heritage is generally growing but still insufficient, compared with manifestations of intangible heritage. Here is a great challenge for the site authority, to activate existing groups and initiate specific heritage conservation programs involving media, schools and volunteers.

5.6 Community needs, events and safety

It is essential to develop a program aiming at improving community involvement and partnerships with civil society. As demonstrated in chapter 2, Paramaribo is the city of all residents, were all have access and opportunities to full enjoyment. Ensuring safety is not only a task for Government agencies, but should also be community responsibility. Creating volunteer organizations or requesting existing civil society groups and NGO's to participate in a community conservation program should be very effective.

5.6.1 Visitor pressures

International visitors are not a threat to the site. Several studies carried out by students show that all international tourists visit the historic inner city, but that only for a few it is the main attraction. There is generally a positive influence from visitors on the residents, which contributes to the community awareness for the urban heritage.

As indicated in chapter three, the Site is not only a living city, but is largely the stage for mass events that mainly take place around the Independence square, Fort Zeelandia premises, the Palm Garden and the entire Waterfront area. In general the robusticity (strength) of the city is high, but some parts are weak. The grass field of the Independence Square for example, has its limitations regarding massive uses; serious flaws in management of the area were showed when during the month of November too intensive use was made of the square, disabling the grass to recover from user pressures. Research and effective monitoring should be undertaken in order to protect the weak parts timely and to determine event management guidelines. In the case of the rehabilitated Palm Garden mass events which formerly took place during national holidays has been forbidden to allow young Royal Palm trees and grass to grow without being destroyed. The current policy of the Directorate of Culture with regard to the Palm Garden is that it should be a place of tranquility/serenity.

During the past decades some mass event venues have emerged at the outskirts of Paramaribo. An events policy should be developed to prevent too much pressure on the inner city. There is seemingly an unawareness regarding the enormous growth of Paramaribo and the increased pressures on the inner city. This is apparent when after an event, tons of garbage “decorate” the area, indicating the slow-functioning of the garbage collection, but most of all, the condemnable community attitude regarding waste removal.

5.6.2 Access and carrying capacity

It is difficult to deny people access to mass events; it is even though of great importance to be aware of the carrying capacity of several spots in the city, especially those which historically attracts huge crowds and have high monumental value. Several methods could be applied in order to limit or control access, varied from visible crowd control officers or volunteers, to a spread of activities over a larger period of time. First of all, a carrying capacity study should be part of the research agenda of the WHS.

5.6.3 Risk management and monitoring

The city has no integrated Risk Management Plan for minor or major events. The practice is, that when an event is planned and a license is requested at the city counsel's office (DC), the Police and Fire Department are informed, as well as the First Aid branch of the Suriname Red Cross. There is an active National Board for Disaster Relief (NCCR), that addresses disasters such as flooding and fires, but for mass events in the inner city of Paramaribo, there is no plan. It is of utmost importance to develop an Integrated Risk Management Plan with the involvement of all stakeholders.

As remarked in a previous paragraph, there is no effective monitoring taking place in the inner city. As a consequence reliable data are lacking and effective evaluation of community use cannot be done. A monitoring plan should be therefore integrated in the general management plan of the WHS.

5.6.4 Fire safety

City fires have been the greatest threat to Paramaribo since its existence. In every period during the past ages, fires had devastating effects on the lives of residents and wooden buildings. It is understandable that residents and businesses gradually chose more to build in concrete, assuming that fire risks would be eliminated.

Many monuments of great importance have disappeared within the WHS due to city fires during the past decennia. To mention some: Gravenstraat 2-6 (Parliament's Building), Gravenstraat 8 (Nepveu House), Gravenstraat 10 (ministry of Foreign Affairs), Building 1790 (Fort Zeelandia), Grote Combéweg 2 (Court of Law) and Mgr. Wulfinghstraat 5 (Court of Law).

The Fire Department (Korps Brandweer Suriname) is an important stakeholder within the realm of the inner city and its conservation. A fire brigade is stationed within the WHS (Knuffelsgracht) as a first responder to combat fire within the inner city.

In 2004 the Suriname Built Heritage Foundation, SGES, initiated a comprehensive fire safety survey which was carried out together with the Fire Department. In total 536 buildings within the WHS were inspected on measures taken to prevent fire (risk preparedness), to limit damage caused by fire and measures taken to combat fires. The survey conclusions were generally that the community and most owners of public as well as private owned buildings, lacked sufficient means and conditions to prevent fires, but also to combat fires. Most buildings overlooked basic fire-fighting equipment, such as fire extinguishers and smoke detectors. As a result of this survey, owners were given a fire safety report of their premises in order to improve fire safety measures. However, no post-survey inspection was made afterwards.

In 2009 the Fire Department made a detailed inspection of the electrical wiring of 234 listed monuments of Paramaribo. This assessment was executed by a local electrician company under responsibility of the Fire Prevention Division of the Fire Department. Of only 50 (21.4%) buildings the electrical installation was in a good shape. A number of 16 (6.8%) could not be examined because of renovations or other reasons, while 168 (71.8%) were declared as unsafe! For every building an inspection report was produced containing necessary actions to upgrade the electrical installation. A difficulty in the inspection was that the National Electricity Company (EBS) - who approves electrical installations - was not involved in the survey.

Another project of the Fire Department in order to address fires effectively in the inner city was the improvement of the hydrants network (map....). Dispersed over Paramaribo new water storage basins have been constructed above ground level. Historic brick water storages such as the ones at the ministry of Interior Affairs and at Dr. J.F. Nassylaan were rehabilitated and marked as official fire water storage. Water levels in fire storage basins are measured frequently and the results are given to the fire wagons.

5.7 Research and monitoring

There is unfortunately no comprehensive research program developed and executed for the Paramaribo Inner City by SGES. The Foundation has implemented some minor but important studies such as an assessment of historical objects in the WHS (water pits, brick ovens).

However, a number of studies have been executed by local and foreign students and institutes, which have contributed widely to deeper understanding of possible and new methods of planning and working. Delft and ADEKUS students have made fruitful contributions to initial research preceding this management plan.

As component of a city partnership agreement between Antwerp and Paramaribo, several Flemish students researched various aspects as part of their urban planning and monuments preservation studies in partnership with their Surinamese counterparts. Several designs have been made for empty spaces in the historic city by students of the Anton de Kom University (ADEKUS) and ARTESIS Hogeschool. A Strategic Master plan for the Inner City and Waterfront was developed in 2008. A building block study was executed in 2009, studies were undertaken in improvement of public spaces and in possibilities of housing construction in the city. In 2010 a study was done on possible future developments around the so-called 'Kathedraalbuurt' (building blocks of the Cathedral and the other Roman Catholic premises surrounding Wulfinghstraat, as well as around the Sommelsdijksche Creek). A monuments survey was executed by a mixed group of students. All these studies were performed in order to assist and

provide decision-makers with necessary tools and ideas regarding enhancement of the inner city. A monitoring program has not yet been carried out.

The need for research programs is evident in the fields of conservation and heritage related skills, technical documentation of on-site historic buildings, maintenance of wooden buildings, fire prevention and historic documentation, but also other identified gaps in knowledge, including social components need to be addressed.

5.8 Awareness, Education and Interpretation

There are clear indications that the awareness regarding historic monuments has grown since Paramaribo was nominated as a WHS. School children, but also adult groups from several parts of the country are often on tour in the inner city, mostly visiting the landmarks of the WHS. The level of awareness is nevertheless not sufficient and should be carried to a next stage in which it is converted into responsiveness observable in individual or group actions to conserve the heritage.

5.8.1 Awareness building and Education

The SGES has executed several projects and activities focusing on awareness building, education and interpretation. For some years now, the foundation has distributed calendars with images of monuments as a tool to improve awareness and knowledge. At several spots and boundaries of the Conservation Zone, interpretation boards were placed and at the Paramaribo office, SGES staff informs local interested residents and visitors about the site. A World Heritage Monument at the entrance of Fort Zeelandia - an initiative of SGES - was revealed in 2002 by the Director General of the UNESCO, Mr. Matsura Kochiro. Next to this monument the World Heritage Flag hangs permanently.

An important role is set in articles of local magazines about historic monuments and as such contributing to the awareness of residents and visitors. The in-flight magazine of Surinam Airways, *Sabaku*, has focused in numerous articles on built and intangible heritage of Suriname. In the February-April addition attention was centered on the recently restored Cathedral and the German influences in construction of Moravian churches (figure...).

An NGO that focuses on heritage education, the Merodia Foundation, established by the well-known novelist Cynthia MacLeod, organizes historic walking tours at regular base with school groups and adults.

5.8.2 Media

Media play an enormous role in society. In many ways media are in the front row concerning awareness building around cultural heritage and the WHS. Daily newspapers, radio and TV are among the most active when it comes to dissemination of important visions, developments, challenges and successes. Their role in public exposure is most effective in putting pressures on community leaders and politicians. In many cases, media exposure has greatly contributed to conservation-related issues of Paramaribo during the past years. It is imperative that the WHS management authority makes effective use of the media.

5.8.3 Internet sites

The growing importance of internet sources for awareness building and education cannot be neglected. An increasing number of pages give attention to Paramaribo's historic inner city, mostly for touristic purposes, though generally very informative. In this regard there is a great need for a website and attached newsletter from the Paramaribo management in order to communicate on a continuous base to stakeholders about all whereabouts of the Site. Some important web pages are <http://heritagesuriname.org/> and <http://cityofparamaribo.nl/>.

5.8.4 School curricula

In some school curricula cultural heritage conservation is addressed through lessons in history or geography. There is a growing tendency to develop a separate program focusing on heritage instruction in primary and secondary education systems. SGEs has plans to introduce an adapted version of UNESCO's 'World Heritage in Young Hands' in the curricula of secondary schools (12 to 18 years). World Heritage in Young Hands is a heritage education program started by the UNESCO in 1994.

5.8.5 Suriname National Commission to UNESCO

The role of the Suriname National Commission to UNESCO (NUCS) is marginal with regard to the WHS. Presently it is a purely administrative window. During the past years no projects were initiated or implemented with support of NUCS. This is strange, given the fact that NUCS is also directed by the Ministry of Education. It is imperative that NUCS is more involved in developments regarding the conservation of the UNESCO WHS.

In this regard mentioning should be made that there is a growing need for the establishment of a 'Suriname World Heritage Committee'. In the Caribbean there is a tendency that state parties to the World Heritage Convention establish National World Heritage Committees as a representing body for the world heritage sites in their respective countries.

5.9 Street prostitution & homeless

Under the coverage of bad illuminated and desolated streets in the de-populated inner city, night prostitution has taken root in several parts of the inner city (map....). Residents have complained repeatedly, but the city police seem unable to solve the problem efficiently, or it is a policy of tolerance. Paramaribo has no designated red light district as is the case in Amsterdam.

The many homeless - among them junkies as well - are also a big social problem within the WHS. They frequently can be encountered near main public and touristic areas such as the Waterfront, Fort Zeelandia, the Palm Garden and the Kleine Waterstraat (area between the Palm Garden and the Torarica Hotel). The 'Bureau Dak- en Thuislozen' (BDT) located within the buffer zone Combé takes care of the homeless and junkies.

5.10 Summary of Issues and SWOT

To begin with, the conclusion can be drawn from above analyses that the Paramaribo WHS is in great need of a management plan. But even before that, there is an unconditional need for political and collective will to create the most effective conditions in order to manage the WHS properly in order to safeguard its unique and important values.

5.10.1 Key issues

Key issues for current management are:

- The legal protection of the heritage site: the current legal provisions are not sufficient and adequate;
- Funding availability and institutional capacities: financial resources for conservation management related actions are limited;
- Current operational site management lacks effective power, institutional capacities and efficiency to be meaningful;
- The environmental context, condition and conservation of the heritage site is under stress due to planning, funding and site management failures;
- Land use and development pressures are not consequently and properly addressed;
- Present and projected visitor patterns are inadequately guided and facilitated;
- Community needs require more consideration.

5.10.2 SWOT

The following outline of the strengths, weaknesses, opportunities and threats regarding the PWHS is for reasons of clarity separated in four groups. There are evidently several overlapping and interrelated aspects, but this summary aims to provide a clear overview.

Governance and Management

STRENGTHS

- Interest and positive intentions of Government agencies to improve conservation and management
- General interest of private sector to participate
- Existing basic legislation
- Monuments Committee and Building Committee
- UNESCO World Heritage listing

WEAKNESSES

- Current legal provisions are inadequate
- Vital statutory Integrated Urban Planning system is lacking
- Lack of overall coordination between dispersed responsible agencies
- Weak operational site management
- Limited institutional and funding capacities
- Weak conservation awareness
- No effective monitoring

OPPORTUNITIES

- Sharpening and extension of statutory provisions
- Creation of specific WHS body with authority
- WAS activated
- UNESCO, ICOMOS and IDB guidance and support available
- Increased involvement of private sector
- Interest of ADEKUS to contribute in sustainable resource management studies

THREATS

- Discontinuity of political support
- Stagnating bureaucracy
- National and international economic crises
- World Heritage List exclusion

Socio-Economic facets

STRENGTHS

- General attention and interest of residents for conservation of cultural heritage

- National UNESCO Committee in Paramaribo
- Healthy economic environment
- Strong touristic attractions

WEAKNESSES

- Air and solid waste pollution
- High costs for energy
- No balanced housing market
- De-populated area and prostitution
- Weak national transportation policy
- No tourism master plan

OPPORTUNITIES

- UNESCO World Heritage listing
- Re-habitation of the inner city
- 'Stadsherstel Suriname NV'
- Private investments
- Improvement of access and livability

THREATS

- Economic crisis
- High living costs
- "Chollers", homeless and beggars

Physical aspects

STRENGTHS

- Stable city street plan
- Highly valued city with strong historic and cultural character
- Beautiful river bank and river breeze
- Attractive monumental buildings and landmarks
- Parks and green zones
- Paramaribo Drainage Master Plan and WAS involvement

WEAKNESSES

- No structure, zoning or land use plan
- Low appreciation of physical qualities in some locations

- Low accessibility and congestion
- Empty plots create holes in the townscape
- Poor building design
- Limited parking space
- Electricity poles and wires
- Weak solid waste management
- Limited cycling and pedestrian facilities
- Weak condition of public realm, squares and street furniture
- No or limited extension capacities
- Weak building control

OPPORTUNITIES

- Establishment of 'Stadsherstel Suriname NV'
- Rebuild open plots
- Traffic circulation plan
- Use of authentic material and building guidelines
- Reconstruction of habilitation weak locations
- Increasing attention and support from ADEKUS
- Introduction of city green and garden program

THREATS

- Economic crises
- Deterioration
- Enforcement, control and unsustainable building development
- Flooding and climate consequences not under control
- Burocracy

Safety & Community

STRENGTHS

- Fire department prevention program
- Community identity connected to Paramaribo
- Highly appreciated recreational use

WEAKNESSES

- No events risk management
- Reckless car parking

- Majority of building has limited fire prevention
- Lacking conservation awareness
- High private car affection
- Weak public transport system
- Enforcement flaws

OPPORTUNITIES

- Heritage awareness program
- Creation of large parking areas outside the inner city
- Sustainable use of backyards of plots
- Introduce paid parking
- Waterfront rehabilitation

THREATS

- Community awareness stagnates
- Fire safety precaution insufficient
- Unsafe river transport for commuters from Meerzorg

5 Policies, Objectives and Strategies

The overall goal of this management plan is to conserve the historical inner city of Paramaribo, by safeguarding its significance through sustainable management. Based on the description, the significance and values, as well as the management analysis exposed in previous chapters, this chapter will outline the conservation policies, objectives and strategies, in order to meet the general goal.

Policies are broad formulated aims that touch on the principle aspects to retain the significance and values of the PWHS. Objectives are more detailed goals that address several issues of a policy, while Strategies set out what has to be done to achieve the objectives. Based on these policies, objectives and strategies, chapter seven will present an action plan, including the prioritized steps that need to be taken within a period of time.

6.1 Policies and Objectives for the PWHS

The policies set a stage for the managing authority and correspond to different essential issues, challenges and opportunities identified within the PWHS. The following policies are proposed in this context:

- 1) Managing the PWHS and its Natural Setting
- 2) Conserving the PWHS and its OUV
- 3) Securing sustainable and appropriate utilization of the PWHS
- 4) Improving access and sustainable transportation
- 5) Improving infrastructure and built environment
- 6) Ensuring sustainable financing
- 7) Enhancing awareness, education and documentation

A key objective in the management plan is the creation of a World Heritage Committee and a Paramaribo World Heritage Bureau as management authority and coordinating body for the implementation of the Plan. Annex....shows a proposed organizational chart.

The Bureau is directed by the Site Manager and is responsible for monitoring the Management Plan. It coordinates all links with stakeholders, as well as public and private institutes that work within the Site. It compiles periodical progress reports on the state of conservation, coordinates the management funding and coordinates needed research within the Site. In Chapter 7 this will be deepened.

5.10.1 A) Managing of the PWHS and its Natural Setting

OBJECTIVES	
A1	Strengthening the existing and creating a new institutional base
A2	Improve and create statutory products to ensure effective management of the PWHS
A3	Prepare revision and extension of the Buffer Zones
A4	Secure funding for the management, conservation and promotion of the PWHS
A5	Monitor regularly the condition of the WHS and review periodically the MP

5.10.2 B) Conserving the PWHS and its OUV

OBJECTIVES	
B1	Improve existing conservation laws and guidelines
B2	Preserve and enhance the built heritage
B3	Preserve and enhance the natural heritage of street trees and gardens
B4	Preserve and enhance the historic character of the townscape, landscape and riverside
B5	Improve Research enhance understanding of the PWHS

5.10.3 C) Securing sustainable and appropriate utilization of the PWHS

OBJECTIVES	
C1	Ensure a sustainable and appropriate use of PWHS, by re-balancing the Site's functions
C2	Develop and nurture coordinated, high quality and sustainable visitor experiences
C3	Maintain and enhance community access and activities in the WH

5.10.4 D) Improving access and sustainable transportation

OBJECTIVES	
D1	Create a WHS Traffic and Transport Board with TCT, PW and WAS, to ensure sustainable planning, execution and monitoring of all traffic related issues in WHS
D2	Discourage access of private vehicles
D3	Create parking facilities and encourage parking outside the WHS
D4	Improve and promote access for pedestrian modes and cycle transport

5.10.5 E) Improving infrastructure, Townscape and Public Realm

OBJECTIVES	
E1	Secure national spatial planning direction, urban planning and structure plan
E2	Improve the Townscape
E3	Secure public square enhancement program
E4	Improve historic coherence

5.10.6 F) Ensuring sustainable financing

OBJECTIVES	
F1	Explore new sources and conditions of funding and maximize existing ones
F2	Support <i>Stadherstel NV</i> 's program through 'Friends of Stadsherstel'

5.10.7 G) Enhancing awareness, education and documentation

OBJECTIVES	
G1	Establish PWHS documentation center in partnership with National Archives and ADEKUS
G2	Support and enhance the high quality educational provision at the WHS in a manner that

–	is inclusive and accessible to all
G3	Develop and execute a multi-annual awareness and education program

5.11 Strategies

Strategies set out what has to be done to achieve the objectives, by the adoption of specific actions or groups of actions. The decision making group, together with the people who will be involved in the day-to-day management of the WHS, should decide upon strategies and actions to meet the goals and objectives.

Strategies outline personnel, resources, management structures and technical requirements and may detail the timing and sequence of particular conservation or management actions. The strategies are listed in their order of priority, so that the most important things are done first, or as soon as possible.

6 Implementation and Action Plan

Suriname has signed the Convention on the World heritage and by doing this the country has committed itself to enforce policies and strategies to ensure the preservation of the sites. Without effective policies for the preservation of the historic inner city of Paramaribo, that prevent disintegration of the cultural heritage, the ideal values to build community identity would disappear. In this chapter of the Management Plan, the recommended mechanisms and resources needed to achieve the objectives shown in the previous chapter will be set out, including the actions that need to be taken. The development of partnerships is crucial in order to reach the agreed objectives effectively.

6.10 Responsibilities and Partnerships

The administrative arrangements are essential for the successful implementation of the Management Plan, which is the focus for the coordination of all actions. However, there is a great deal of commitment needed from politicians, government agencies, community leaders, business leaders and NGO's to work in partnership in order to reach the goal of protecting the integrity of the Site. Also financial resources are required to be successful and to avoid the loss of the OUV.

The recognition of this commitment will be implicit in the work of the PWSH Steering Group, which will be responsible for launching the implementation of this Management Plan in cooperation with SGES. This Steering Group will not only play a central role in the implementation of the Management Plan, but also in its monitoring. The Steering Group members will consequently be active in creating a sense of ownership as they will be supporting the objectives of the Plan amongst other users. They will promote the Plan to potential funders, to raise funds needed to address the key issues raised in the Plan and to work towards the safeguarding of the PWSH. The Steering Group should be converted to the Steering Board of the newly, to be created Paramaribo World Heritage Bureau (WHB).

The following organizational mechanisms for overseeing and coordinating the implementation of the Management Plan are proposed and involve the following elements:

- *A Stakeholder Group* or General Assembly of Paramaribo WHS Stakeholders that meets annually and approves the yearly working plan of the WHB.
- *The Steering Board* is the in fact Board of Directors – consisting of relevant senior staff of key partner organizations – will meet bimonthly to direct the Site Manager in the implementation of the planned actions. The Steering Board should be presided by the director of SGES, who has a direct and statutory responsibility as representative of the Culture department.

- Topic-based *Working Groups* will be established as necessary to facilitate implementation of specific themes or projects within the Action Plan, such as: research, communication, awareness and education, provision of interpretation, environmental improvement projects, traffic and parking projects. These groups will comprise individuals or representatives of organizations involved in or affected by initiatives.
- *The Paramaribo World Heritage Bureau* – short: Paramaribo Bureau, or WHB, will be established as soon as possible, based on a Presidential Decree, supported by the Ministers of PW, TCT, ROGB, MINOW and RO. The establishment of an agency separate from SGES is crucial in order to effectively manage the PWHS. The WHB will be directed by the Site Manager, employed by the Government to fulfill the following tasks: planning the implementation of the Action Plan; coordinating the management of the WHS; initiating and managing projects recommended in the Management Plan; liaising with stakeholders and local community; exploring funding sources; promoting awareness of the WHS; updating and preparing the annual Action Plan for the Stakeholder Assembly and preparing the annual State of Conservation report for UNESCO.
- *A Suriname World Heritage Committee* has to be established by the Director of Culture to oversee all UNESCO World Heritage progressions and future developments in Suriname.

An issue of great importance is where, under which departmental umbrella the WHB will operate. As pointed on in the course of this Management Plan, one of the weakest aspects that impacts appropriate management of the WHS, is the lack of coordination between the different (government) agencies, responsible for a subsector of the management. Figure..... gave a complete overview of all these agencies.

In order to create an effective site management Bureau with the needed authority, it is proposed by some to station it directly under the President of the Republic, which would indicate the WHB's national appeal and importance. The other options are: the Ministry of Public Works, for its responsibilities and dominant involvement in the day-to-day operations, and practical lines of communication, or the Ministry of Education, due to its formal responsibility. The Stakeholder Meeting will contribute essentially to this important decision.

6.11 Funding sources

It is almost impossible to quantify the exact amount of staff and financial resources needed for the protection of the Paramaribo WHS. An important reason is that it is just a small part of the city. There are however some essential staff positions and actions that will be addressed in this context.

Firstly, it is evident that costs to staff and facilitate the WHB will be part of the existing national governmental budget. The president and members of the Steering Board should receive a monthly stipend, but these could also be covered by existing budgets. Many of the actions in the Plan do not depend on the availability of financial resources. Their function is dominantly to coordinate and guide effective actions in the WHS and to ensure that sustainable and responsible measures are the leading agendas in the protection of the Site's OUV. The other activities that need specific funding will be addressed as part of the ongoing implementation process.

6.12 Action Plan

The Management Plan's objectives will be achieved through a wide range of actions, which are outlined in this paragraph. The *Action Plan for the Preservation, Protection and Enhancement of the Paramaribo WHS* is presented in a summary table (Annex....). This table identifies the agencies with lead responsibilities for the delivery of key actions and identifies the targeted time, period or term. The Action Plan also contains Improvement Projects that focus on specific buildings, squares or spots in the WHS.

6.13 Monitoring

The results of the Management Plan will be monitored by the WHB. The Site comprises several distinct built and open areas with historic and characteristic elements, functions and uses that need to be monitored. Using the most recent surveys, assessments and other sources of information as baseline, change can be monitored in different ways. Monitoring is a part of the cycle of management and its methodology requires flexibility. To ensure accurate evaluation a regular data flow between each partner in the management structure is vital.

Periodic monitoring needs to focus on progress in the following fields regarding the heritage assets:

- Identification
- Robusticity
- Protection
- Conservation
- Presentation
- Interpretation
- Education

For each of the above fields, the monitoring modalities have to be outlined. The systematic monitoring indicators used for the Site are listed by issue and attached as Appendix (....) to the plan

6.14 Periodic Review

The periodic review of the Management Plan has to be executed every 5 years to reflect on changing circumstances, other perceptions, new challenges and new opportunities. Only the Action Plan will be revised and adjusted annually.

Periodic reporting, required by art. 29 of the World Heritage Convention, is already a task of SGES and consists of reporting to the WH Committee on the State of conservation of the Paramaribo WHS. This activity will be executed in the near future by the WHB.

ANNEX 1: STATEMENT OF OUTSTANDING UNIVERSAL VALUE

BRIEF SYNTHESIS

Paramaribo is a former Dutch colonial town from the 17th and 18th centuries planted on the Northeastern coast of tropical South America. It is composed of mainly wooden buildings with a plain and symmetrical architectural style, illustrating the gradual fusion of Dutch and other European architectural and later North American influences as well as elements from Creole culture, resulting into an original synthesis that reflects the multi-cultural society of Suriname.

The historic centre located along the left bank of the Suriname River has an original and highly characteristic street plan which remains intact until today. As a result of its location in marshy country the urban pattern of Paramaribo is an example of Dutch civil engineering and town planning. The only fortification of the town, the fortress of Zeelandia, was the nucleus from which Paramaribo originated. The structure of the city was planned and implemented approximately between 1680 and 1880. This resulted in a clear, rectangular system of streets with identical building blocks not uncommon for many cities in the New World, but in Paramaribo the urban structure was subtly adapted to its natural environment. The oldest part of the city plan, the World Heritage Area, has a clear east-west structure, following the underlying shell ridge formations, which offered natural drainage and provided excellent building sites; Paramaribo's main streets - Gravenstraat, Lim A Postraat, Heerenstraat and Keizerstraat extend along these ridges.

The above mentioned world heritage values together with other complementary cultural assets like for instance its contemporary social setting, its multi-ethnic and religious society, make the historic inner city of Paramaribo an unique World Heritage Site which adapts to contemporary life and allows itself to evolve.

CRITERIA

criterion (ii):

Paramaribo is an exceptional example of the gradual fusion of European architecture and construction techniques with indigenous South American materials and crafts to create a new architectural idiom.

criterion (iv):

Paramaribo is a unique example of the contact between the European culture of the Netherlands and the indigenous cultures and environment of South America in the years of intensive colonization of this region in the 16th and 17th centuries.

INTEGRITY

Most of the urban fabric of Paramaribo dating from 1680-1800 still survives virtually intact, mainly due to low economic growth in the past three decades. The original urban pattern is still authentic in relation with the historical built environment, because no major infrastructural changes have taken place, no

building lines have been altered and no high-rising buildings have been built in the city centre. But as a vivid city it bears its marks, resulting from continuity of socio-economic functions and vulnerability of wooden structures to fire.

AUTHENTICITY

About 250 listed monuments exist in Paramaribo and in the past three decades only few have disappeared in favor of new developments. Many of the monuments exhibit high authenticity because of the use of traditional techniques and materials in repair and rehabilitation works.

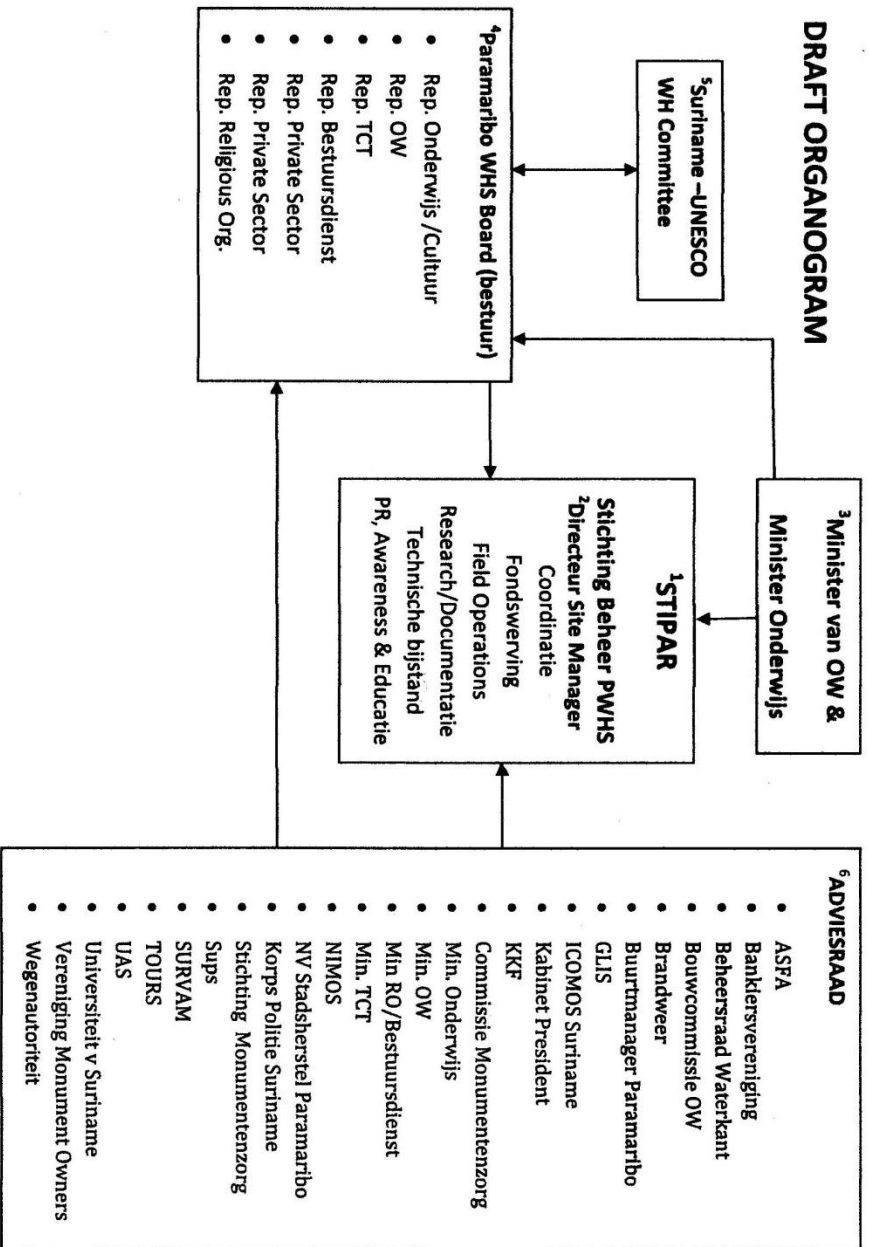
PROTECTION AND MANAGEMENT

The World Heritage values/attributes of the Historic Inner City of Paramaribo may be adversely impacted by the loss of a great number of historical buildings due to fire or neglect. Other factors that may have a negative impact on the qualities of the World Heritage Site are conflicting new structures within the site as well as major infrastructural changes in the historical town planning, visual pollution, not using the correct building materials when restoring monuments, not applying the traditional carpentry techniques, and using totally different color schemes than the traditional ones.

Protection of the about 250 listed monuments of Paramaribo was initially guaranteed under the 1963 Monuments Act. For the further protection of the site the 1999 ICOMOS expert mission recommended the creation of a central governmental body responsible for the protection and presentation of the historic heritage. Also the extension of the legislation so as to include guidelines for interventions in town centers and on monuments and lastly to provide legislative protection for the entire center of Paramaribo, as defined in the nomination dossier. For a better reflection of the Outstanding Universal Value the 1999 ICOMOS expert mission recommended to modify the boundary of the proposed World Heritage Property and to define the area of the 18th century expansion, plus the area to the north of van Rooseveltkade as the buffer zone for the proposed World Heritage Site.

In 1997 the Suriname Urban Heritage Foundation was set up as an interim management institute, pending the establishment of the Paramaribo Conservation Company (NV Stadsbeheer Paramaribo). This company will have powers to acquire and manage sites and monuments in order to restore and renovate them and to oversee the maintenance and restoration of properties on a contractual basis. In the meantime the Suriname Urban Heritage Foundation is designing an integrated urban conservation and development plan for the Inner City of Paramaribo and developing a management plan which consists of a development scheme and land-use plan together with a detailed conservation plan.

DRAFT ORGANOGRAM



- 1) Stichting beheer Paramaribo World Heritage Site (STIPAR) wordt de nieuwe instelling (World Heritage Bureau) c.q. autoriteit die alle planning en uitvoering coördineert in de WHS en waakt over de integriteit van de site zoals omschreven in het Management Plan.
- 2) De directeur van STIPAR is q. q. de site manager van de PWHS;
- 3) De oprichters van STIPAR zijn de Ministers van Onderwijs en OW. Hiermede worden het belang en het draagvlak van de organisatie beklemtoond. De Ministers benoemen en ontslaan de directeur in gemeen overleg, op voordracht van het bestuur. Administratief valt de STIPAR onder het Ministerie van OW.
- 4) Het bestuur van STIPAR (Stearing Board) wordt gevormd door de vertegenwoordigers van Onderwijs/Cultuur, OW, TCT, RO alsmede 2 vertegenwoordigers van de private sector en 1 van de religieuze gemeenten, het bestuur wordt benoemd door de Ministers van OW en Onderwijs;
- 5) Het Suriname WH Comité adviseert het bestuur inzake de UNESCO guidelines en wordt benoemd door de Minister van Onderwijs. Het comité bestaat uit de Nationale UNESCO vertegenwoordiger en vier andere personen, die kennis dragen van de richtlijnen, doelstellingen en werkwijze van de UNESCO;
- 6) De WHS Adviesraad (Stakeholder Group) beoordeelt en begeleidt de jaarplannen en adviseert het bestuur en de directie van STIPAR.

