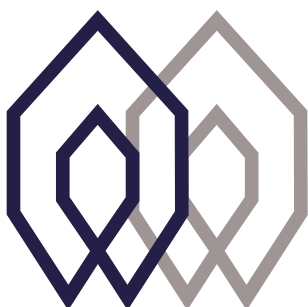


**Kingdom of the Netherlands and Kingdom of Belgium — 2020**

# **Management Plan Colonies of Benevolence**

**WORLD HERITAGE NOMINATION**



## Colophon

### TITLE

Management Plan Colonies of Benevolence

### PRINCIPAL

Steering group Colonies of Benevolence

### DATE

08 November 2019

### DESCRIPTION

Management Plan to comply with the formal requirement of UNESCO as part of the nomination file of the Colonies of Benevolence. The Management Plan is an independent component of the nomination file (section 5e). The plan consists of one main document on an overarching level (serial transnational World Heritage site). For each Component part, it contains an individual area section, in which specific matters are addressed:

Component part A: Frederiksoord-Wilhelminaoord

Component part B: Wortel

Component part C: Veenhuizen

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# Summary

## **Nomination as UNESCO World Heritage site**

The Colonies of Benevolence are nominated by the Netherlands and Belgium for recognition as a UNESCO World Heritage site in 2020. The Colonies of Benevolence, an Enlightenment experiment in social reform, demonstrated an innovative, highly influential model of pauper relief and of settler colonialism – the agricultural domestic colony. The Colonies of Benevolence created a highly functional landscape out of isolated peat and heath wastelands through the domestic colonisation of paupers. In the process, colonists would become morally reformed ideal citizens adding to the nation's wealth and integrating marginal territories in emergent nation states. Over a seven year-period, almost 80 square kilometres of wastelands, domestic territory considered unfit for settlement, were reclaimed in Colonies in present-day Belgium and the Netherlands. The process of transforming its poorest landscapes and citizens through a utopian process of social engineering went on until well into the 20th century. Changes that took place in the 19th and the beginning

of the 20th century continued and built upon the original ideas of farming colonies, thus reinforcing the original Colonies landscapes rather than expunging them.

The Colonies of Benevolence were presented as a prospective UNESCO World Heritage site in the Netherlands in 2011 and in Belgium in 2013. In 2015, the Dutch government decided, also on behalf of the Flemish Region in Belgium, to officially nominate the Colonies of Benevolence in 2017. Following the decision in 2018 by the World Heritage Committee to refer the nomination back to the States Parties, the revised nomination with three component parts is now being proposed: A: Frederiksoord-Wilhelminaoord, B: Wortel and C: Veenhuizen.

## Outstanding Universal Value

The cultural landscapes of the Colonies of Benevolence are nominated on the basis of the criteria (ii) and (iv).

- (ii): to exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design.
- (iv): to be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history.

The agricultural use of the Colonies and the objectives formulated by the Society of Benevolence two centuries ago, were in essence continued and supplemented with new functions which provide the original social significance of the Colonies with a contemporary interpretation. The three component parts provide an accurate picture of the significance of the social experiment of the Society of Benevolence. The characteristic **basic typology** of free and unfree Colonies demonstrates this; as do the orthogonal **landscape structure** and the pattern of roads, avenues, waterways with fixed measurements; and the specific facilities for care, disciplining and training of the colonists in the form of **representative buildings and planting**.

## The Management Plan

This Management Plan is an independent part (part 5e) of the nomination file of the Colonies of Benevolence. It consists of one main document for the serial transnational World Heritage site as a whole, and three subsections for each component part. The Plan covers the period 2020-2030 and focuses on upholding the Outstanding Universal Value, OUV, by protecting, preserving, sustainably

managing and maintaining the World Heritage site. New developments will be adequately incorporated and the World Heritage site will be actively propagated to society. This Management Plan lists the activities undertaken in respect of the policy-related and managerial protection of the OUV and for communicating the values and significance of the Colonies of Benevolence.

Included in the Management Plan are developments (opportunities and threats), which are likely to manifest themselves in those 10 years. The State Parties commit themselves to act in accordance with this Management Plan during the nomination phase (2016 – 2020). Three years after its entry into force, a mid-term review of this Plan will take place.

## Legal and policy-related safeguarding

A sound basis for safeguarding the OUV is provided by international treaties, ratified by the Kingdom of the Netherlands and the Kingdom of Belgium, as well as the international charters and guidelines regarding cultural heritage. This applies to the protection of the heritage as well as to the existing nature values in the component parts and their settings, which also enjoy protection through European directives.

The national laws and policies in the Netherlands and the national and regional laws and policies in Belgium and Flanders also provide safeguarding. Both countries have their own systems for protection through spatial planning, heritage policy and nature policy. These systems are largely comparable, though not without differences. Where differences occur they are taken into account in the Management Plan. In both countries, the systems contain guarantees for the involvement of citizens and owners in the adoption, adaptation and application of the policy.

## Organisation

The Dutch and Belgian governments are responsible for the nomination and safeguarding of the OUV. The State Parties ensure the preservation of the OUV and the propagating of its values. They jointly take the responsibility for a long-term adequate implementation of the Management Plan for the site, and for timely compliance with the procedural requirements for verification by UNESCO, through periodic reports based on monitoring.

Starting point for the organisation is that it will take into account the differences between the two countries and between the Colonies, and that decisions will be taken by overall consensus. Management will be implemented in the component parts through a combination of instruments and supported by the active involvement of the stakeholders.

The nomination of the Colonies of Benevolence is a Transnational Serial Nomination, which implies a higher degree of complexity, due to management at (inter)national level. Most issues will be dealt with at local, regional or national level, but some will be dealt with at bi-state level. Therefore an 'Intergovernmental Committee' (IGC) will be installed. Both countries will be represented equally in this IGC, by a spokesperson from each of the State Parties and the Chairs of both co-Site holders. When the IGC doesn't reach a unanimous decision, the decision will be transmitted to ministerial level of both countries. The communication guideline adopted is that UNESCO communicates with the State Party or State Parties, and that the State Parties (the Focal Points) communicate directly with the steering group and Site holders and/or when necessary with the steering group at the IGC. The Site holders deal with the issue and report back and will (if necessary) transmit the issue to the IGC for a decision.

The Site holders will develop common visions for tourism, education and presentation, as well as the alignment as regards management and maintenance of the heritage (restoration and re-use) and a common method to anticipate spatial and functional developments. Dissemination of the importance of the OUV of the Colonies is required in cooperation with all the Colonies, including those that are not part of the proposed property. The three bi-state visions will be drawn up in jointly with Colony managers, stakeholders and residents, and the Advisory Committee for Science, Education and Quality will be asked for advice concerning the visions. The intention is for these visions to be completed two years after the date of inscription on the World Heritage List.

The Netherlands and Belgium have opted for a joint siteholdership with a 'Nodal Point', or Site holder, appointed in the Netherlands and in Flanders. This is a simple, pragmatic and effective solution for the transnational and serial site. In the Netherlands, the siteholdership is invested with the province of Drenthe (on behalf of the two Dutch provinces of Drenthe and Fryslân and the municipalities concerned), and in Flanders with the province of Antwerp, which has delegated this task to the (non-profit) organisation Kempens Landschap. In consultation with Kempens Landschap, it was decided that the province of Drenthe assumes general coordination in matters that transcend the two member countries, as far as these are not matters concerning the IGC.

The member countries will establish a steering group, consisting of administrators of the provinces and municipalities concerned. The steering group, collectively and by consensus, is responsible for the long-term protection of the World Heritage site after nomination. The steering group meets once or twice a year. Through its coordinating role in the siteholdership, the province of Drenthe will provide the first chairman of the steering group following nomination.

The Cultural Heritage Agency of the Netherlands (Rijksdienst voor het Cultureel Erfgoed – RCE, executive institution of the Ministry of Education, Culture and Science) and the Flanders Heritage Agency (Agentschap Onroerend Erfgoed, executive institution of the Flemish Government) will act as Focal Points, in accordance with the procedural requirements of UNESCO. The steering group will request both organisations to participate in the steering group.

On an overarching level, the Site holders in the Netherlands and in Flanders oversee the operational implementation and preparation of the tasks within their responsibility. The Site holders each appoint an operational site manager, who can rely on a compact implementing organisation (programme office). At the same time, the site managers are an extension of – and accountable to – the Site holders. The staff of the programme office will be provided by both Site holders and by other organisations concerned.

Per component part, one Colony manager will be appointed and a coordination mechanism installed whenever multiple municipalities are clustered in one Component part (Frederiksoord-Wilhelminaoord).

Stakeholders will be involved at the level of each component part. In the Netherlands, feedback groups will be set up for this purpose, while in Flanders an already existing group of stakeholders and public owners – the Technical Coordination Committee (TCC) – will be in charge. Tailor-made methods will be applied for informing and involving the residents and users of the Colonies regarding the implementation of the Management Plan.

No later than 1 January 2021, the steering group will establish an Advisory Committee for Science, Education and Quality, for the purpose of issuing advice to the steering group, the Site holders and the Colony managers. Requests for advice as well as advice issued proceed via the steering group and on an operational level via the Site holders. The Site holders maintains the contacts with the

Advisory Committee. The steering group can invite the Advisory Committee on an ad hoc basis to attend meetings and ask for advice. The Committee may also through the Site holders advise Colony managers on issues concerning a component part which might affect the OUV in the component part and/or the Colonies of Benevolence as a whole. In addition to expertise regarding heritage and culture, the Committee also has knowledge about spatial and landscape quality and nature values.

On the overall level of the three component parts, the safeguarding of the OUV is the central task of the steering group and the site managers and the IGC on a bi-state level (if required). An inherent aspect of the context of a living landscape is that initiatives may present themselves in one or several of the component parts that might have an impact on the quality of the entire site. This will lead to a series of managerial tasks to be carried out, including early detection of such developments, and meetings, at least once a year, of experts on the subject from provinces and municipalities, in order to jointly consider developments and trends, and how to address these in a coordinated way.

## Management challenges

### LONG-TERM STRATEGY

The long-term strategy for all the Colonies aims to preserve and reinforce the OUV in all the component parts. The main challenge for the Colonies of Benevolence is to preserve the quality of life in the areas and to incorporate new economic incentives and developments which embrace the cultural heritage values and take them as a starting point for sustainable development.

### REHABILITATION

In all the component parts, rehabilitation (restoration, adaptive re-use and landscape rehabilitation) is part of the spatial and nature plans. The adaptive re-use in all the Colonies should be in line with the

landscape structures and history (agriculture and agricultural innovation, care, housing, education, detention, recreation). The Site holders will develop a common vision on the further alignment as regards management and maintenance of the heritage (restoration and re-use) and methods to anticipate spatial and functional developments.

#### **DEALING WITH DEVELOPMENTS AND TRENDS**

In the component parts, trends and developments which may affect the OUV and the spatial quality of the Colonies have been analysed. Per relevant trend, potential management challenges and measures to be taken are identified.

These concern housing, business activity, altered agricultural use, recreation and tourism, integrated water management, infrastructure and traffic, nature and landscape, heritage and archaeology, climate change and calamities.

The component parts consist of relict landscape layers in a 'living landscape', where developments remain possible, as long as these are neutral in respect of the OUV or supportive of it. The identified trends lead to management measures in order to effectively anticipate them and to intervene whenever necessary, thus preventing adverse effects on the OUV, the heritage and the spatial quality in a broad sense. Most management measures have already been incorporated in existing policies of municipalities, provinces, regions or the State, and are included in the management as implemented by them or by appointed agencies, water managers, project managers and owners. The Colony management and the site managers monitor the trends and identify relevant events. These developments are monitored and discussed in consultations between governments, stakeholders and landowners. The Site holders will develop a common vision on the way to anticipate spatial and functional developments.

#### **DEALING WITH CLIMATE CHANGE, ENVIRONMENTAL IMPACT AND CALAMITIES**

Climate change is not yet experienced as a decisive factor on a local/regional level. At this stage, no environmental impact with a potential influence on the OUV can be identified. The Colonies of Benevolence are not located in higher risk areas for floods or earthquakes. Of course strong winds, thunderstorms and hail can cause damage to the plantings and buildings. This is particularly true for the avenue planting and solitary beeches, which are part of the original planting. Water issues are managed adequately by water authorities, and damages caused by the climate, the environment or calamities will be repaired whenever necessary and possible.

#### **DEALING WITH RECREATIONAL CROWDS**

The Colony landscapes are attractive for recreational activities and leisure. The cultural heritage elements appeal to descendants of colonists and to those interested in the history of Colony life. So far, this has not led to significant recreational pressure. It is expected that the flow of tourists and visitors will increase slightly. In most Colonies, or in the immediate vicinity, there are sufficient opportunities for recreational accommodation, such as campsites, hotels, bed and breakfasts and group accommodations. The recreational infrastructure offers enough space to accommodate the expected growth. The planned visitors' centres will expand and align their services and activities, and will provide visitors with proper hospitality and guidance. The Site holders will develop a common vision for tourism, education and presentation.

## Resources

### USE OF MANPOWER AND MONEY

A basic principle for the funding and cost distribution of the Colonies of Benevolence as World Heritage site is that each component part bears its own costs for the implementation of management measures. Parties will jointly bear the costs for the overall management and coordination, including the obligations related to monitoring and periodic reporting. After obtaining the UNESCO World Heritage status, the deployment (on a yearly basis) of staff and resources will comprise:

- Structural deployment of staff for the programme organisation, amounting to at least 2 FTE per year for the programme office and at least 0.25 FTE per year per component part or, in case of Component part A, per municipality.
- Annual expenditure of € 92,500,- is estimated for the first year. It is the ambition to increase this expenditure. It concerns the costs for research and monitoring, exchanges related to UNESCO, provision of information (linked to communication and information) and PR, and the coordination and interaction with local and regional parties, including the feedback group.
- Incidental resources to fund projects and research. External funding will be sought in this respect, for example in the form of donations and grants.

As part of the current collaboration between the involved organisations for the purpose of propagating and managing the Colonies, staff is currently already deployed on a comparable scale, and resources have been made available for regular management and maintenance, while incidental resources are found for projects on subjects like information, education and culture.

### CAPACITY BUILDING

The programme office and the site manager have at their disposal the knowledge and expertise of the Cultural Heritage Agency of the Netherlands (RCE) and the Flanders Heritage Agency. In addition, the site manager and Colony managers, within the provinces and at various regional and managing bodies, have extensive knowledge on the conservation of landscape structures and objects, including nature and landscape elements. Finally, the Advisory Committee for Science, Education and Quality has also been established to harness the knowledge required to manage the site effectively.

In 2016, together with the Heritage Agencies in the Netherlands and Belgium, the Dutch and Flemish UNESCO Committees set up a strategic capacity building programme focused on the Colonies of Benevolence.

### Propagating the heritage

The story of the Colonies of Benevolence, their 200-year history, deserves to be heard. The landscapes and buildings are worth visiting and they bring the story to life. Moreover, the Colonies of Benevolence provide added value to companies and organisations that have settled there. The cooperating organisations are further developing the Colonies of Benevolence into a brand. 'Koloniën van Weldadigheid' (Colonies of Benevolence) is used as the main brand, to be managed by the Site holders. Under the main brand, the separate component parts will have sub-brands. The main brand 'Koloniën van Weldadigheid' will always be clearly recognisable as text image and logo.

The component parts have a joint communication policy (vision, corporate identity, logo use, layout for exhibitions, audio-visuals), managed by the Site holders. The Site holders are ultimately responsible for the coherent overall story, as laid down in the nomination in collaboration with the administrators of the Colonies and the future Colony managers. The Site holders and the Colony managers both propagate this overall story, including

information about the locations, cohesion and appeal of the Colonies. This will be done in collaboration with the stakeholders, who set up the visitors' centres. Visitors' centres are established for Component part A (Frederiksoord-Wilhelminaoord), Component part B (Wortel), and Component part C (Veenhuizen). In Component parts A and B, the visitors' centres are located adjacent to the property.

### Monitoring

A monitoring system will be introduced to provide basic information in a structured manner for the management of the OUV of the Colonies of Benevolence site. This involves:

- Monitoring the state of maintenance of the attributes of the OUV.
- Early identification of developments and trends, both in and outside the World Heritage site, which may affect the OUV. This constitutes the basis for interventions and measures to ensure the orderly management of the developments and trends.
- Monitoring the progress of the management measures, so that adjustments can be made where necessary.
- Compliance with the World Heritage Committee requirement to produce a report on the site every six years (periodic reporting).

The management system includes various indicators for measuring each of the above goals. The starting point for the monitoring system is the information that has become available in the context of the nomination (baseline situation).

## Guide to the Management Plan

### MAIN SECTION

- Chapter 1 contains a description of the OUV of the site and an outline of the history which has led to the current transnational serial heritage site. It explores the integrity and authenticity of the site and the attributes that form the OUV. Furthermore, the basic principles underlying the Management Plan are set out.
- Chapter 2 shows the location of the site and provides details of ownership.
- Chapter 3 describes the legal and policy frameworks that safeguard the protection of the site.
- Chapter 4 explains the nature of the organisation that will be set up to protect and manage the site.
- Chapter 5 describes the major management challenges, the current state, the trends that influence the site and the management measures envisaged, as well as the available resources. Furthermore, this chapter points out how the heritage is propagated through education, information, research, and promotion.
- Chapter 6 deals with the monitoring programme designed for the management of the site and for reporting developments.

### SUB-SECTIONS

The sub-sections are an integral part of the Management Plan and provide a further elaboration of the management on the OUV per component part. The structure of these sub-sections corresponds with the structure of the main section.







**PART ONE:  
MAIN  
DOCUMENT**

# Introduction

Since 2005, drawing up a Management Plan is a requirement of the World Heritage Committee of UNESCO. Management Plans are aimed at upholding the Outstanding Universal Value of World Heritage sites recognised by UNESCO. This involves:

- The protection, preservation, sustainable maintenance and management of the World Heritage site.
- The appropriate incorporation of new developments.
- The propagation of the World Heritage site to society.

Protection is in order and ensured by laws and regulations. In addition, the parties know how to deal with developments without harming the OUV of the Colonies of Benevolence. It is important to understand that we are dealing with a landscape, in which agricultural use is essential for the continuity of the OUV of the World Heritage site. The parties concerned regard the propagation of this World Heritage site as a development challenge, which will be an important task for the Colonies of Benevolence in the coming years.

The Colonies of Benevolence were presented as a prospective UNESCO World Heritage site in the Netherlands in 2011 and in Belgium in 2013. In 2015, the Dutch government decided, also on behalf of the Flemish Region in Belgium, to officially nominate the Colonies of Benevolence in 2017. Following the decision in 2018 by the World Heritage Committee to refer the nomination back to the States Parties, the revised nomination with three component parts is now being proposed: A: Frederiksoord-Wilhelminaoord, B: Wortel, and C: Veenhuizen.

This Management Plan focuses on positioning the OUV of the World Heritage site Colonies of Benevolence on the overarching level of this transnational serial site. The collectiveness of the Component parts A, B and C can be found in various aspects. The Colonies of Benevolence were established between 1818 and 1825 in 'rough areas', in what are currently the Netherlands and Belgium. The origins of the separate component parts are comparable, and they share a conceptual framework and role in (re-)education, care of the poor, health care and training, etc. Moreover, they have developed in a similar fashion. Together they form a 'cultural landscape' with agricultural use, with

aspects of a free and an unfree setting, defined by an ongoing development in landscape structure and with characteristic (clusters of) buildings and vegetation.

The Management Plan is an integral part of the nomination file (section 5e).

MANAGEMENT UNIT COMPONENT PART		COUNTRY	YEAR	PROVINCE	MUNICIPALITY/ CITY
Component part A	Frederiksoord	the Netherlands	1818-1820	Drenthe	Westerveld
	Wilhelminaoord, Vierdeparten	the Netherlands	1821-1823	Drenthe and Fryslân	Westerveld, Weststellingwerf
Component part B	Wortel	Belgium	1822	Antwerp	Hoogstraten
Component part C	Veenhuizen	the Netherlands	1823	Drenthe	Noordenveld

## M1.2 THE NETHERLANDS AND BELGIUM AND THE COMPONENT PARTS OF THE COLONIES OF BENEVOLENCE

1:800.000



# 1

# Outstanding Universal Value Colonies of Benevolence

## 1.1 QUALITATIVE DESCRIPTION

### 1.1.1 A significant and large-scale social experiment

The Colonies of Benevolence, an Enlightenment experiment in social reform, demonstrated an innovative, highly influential model of pauper relief and of settler colonialism – the agricultural domestic colony. The Colonies of Benevolence created a very functional landscape out of isolated peat and heath wastelands through the domestic colonisation of paupers. In the process, colonists would become morally reformed ideal citizens, adding to the nation's wealth and integrating marginal territories in emergent nation states. Over a seven-year period, almost 80 square kilometres of wastelands, domestic territory considered unfit for settlement, were reclaimed in Colonies in present-day Belgium and the Netherlands. The process of transforming its poorest landscapes and citizens through a utopian process of social engineering went on until well into the 20th century.

To implement this experiment a panoptic disciplinary system for pauper settlers was developed that resulted in a basic transformation of penal systems. The innovative disciplinary system adopted was to rehabilitate and morally transform 'degenerate' paupers into ideal productive citizens. This panoptic disciplinary system is manifested in the organisation of the landscape that settlers had to create for their own support. This model fostered important associated sciences (including criminology, penology, physical anthropology and agronomy) as manifested in on-site laboratories and educational institutions.

The experiment had its foundation in the first half of the 19th century. Changes that took place later on in the 19th and at the beginning of the 20th century continued and built upon the original ideas of farming colonies, thus reinforcing the original Colony landscapes rather than expunging them.

The Dutch model of 'domestic colonies' soon spread to most other European nations, but particularly to France and Germany, where it was adapted for use with other marginalised sectors of the population

such as juvenile delinquents, psychiatric patients and the disabled. Consequently, the major social significance of the Colonies of Benevolence is to be found in their continuing impact on almost all forms of custodial care practised in Europe.

After 1918, social legislation came into being. The Colonies of Benevolence lost their relevance and evolved into 'normal' villages and areas with prisons and institutions for custodial care.

The proposed World Heritage property consists of a transnational series of four former Colonies of Benevolence in three component parts: Frederiksoord-Wilhelminaoord, Wortel and Veenhuizen. These are the Colonies where the original cultural landscape has been preserved and can best be understood. All the component parts consist of a combination of relict landscape layers which together illustrate the flourishing period of the Colony model. Component part A presents former free Colonies (Frederiksoord, Wilhelminaoord), Component part B a hybrid Colony (Wortel), free evolved into unfree, and Component part C an unfree Colony (Veenhuizen). The characteristic layouts associated with the 'free' or 'unfree' status as presented by relict landscape layers are clearly recognisable in all areas.

### 1.1.2 New cultural landscapes

Between 1818 and 1918, the Society of Benevolence established and developed seven Colonies of Benevolence in sparsely populated corners of the kingdom. In these domestic Colonies, 80 square kilometres of rough heaths and peatlands were cultivated and transformed into fertile farmland.

There were two types of Colony: free and unfree. The regime of the free Colonies was less rigid than that of the unfree Colonies. The free Colonies were aimed at housing people in a family context, while the unfree Colonies focused on groups of individuals (vagrants, beggars, orphans...) and had a more collective character. The Enlightened aspect of this

idea was that a solution was provided for all the target groups.

In the course of two centuries, these cultural landscapes, intentionally designed and created by human hands, have organically evolved within the structures of the foundation phase.

### 1.1.3 Poverty reduction through domestic colonies

The Society of Benevolence reacted to disruptive societal changes (the shift from ancient regime to capitalist free market system) in the Post Napoleonic War era. They differed from existing systems of poverty relief in their aim not only to cure the symptoms of poverty (homelessness, lack of food and care), but also remediate its causes, e.g. lack of work and education, and to offer a perspective of development.

The method they introduced was novel at the time: a domestic agricultural colony, which focused on the power of 'productive labour' to transform able-bodied poor people into self-reliant citizens and poor soil into productive land.

### 1.1.4 An ideal of productive citizens and productive land

The starting point of the Colonies of Benevolence was a societal ideal of 'productive' citizens and productive land. They demonstrated a typical 19th century 'civilisation' effort, which put into practice the enlightened ideas of 'transformable' man and land.

In the process colonists were to become morally reformed ideal citizens, adding to the nation's wealth and activating marginal territories in emergent nation states



As long as they functioned as ‘agricultural colonies for poverty alleviation’ there was a continuous belief in the makeability of man and land, and permanent research as to how productivity could be raised. Proof is to be found in the descriptions of methods and processes, the social guidance and the individual files of colonists during the period as working Colonies.

### 1.1.5 Provide food and work for the colonists themselves

The focus on agriculture served the goal of self-sufficiency, intended to have a beneficial effect on the cost of the system itself. Possible surplus production (which was to be put on the free market) was considered as positive, since there was an overall lack of affordable food. This consideration of a guaranteed food supply was a justification from a purely societal perspective.

Operation-wise, there were mixed farms, with a combination of mostly arable farming, forestry, horticulture and only a limited percentage of cattle, as spade husbandry was the basic model for putting to work as many people as possible. By necessity, the Colonies fostered a culture of experiment and best practices to enhance their agricultural production. The poor soil, the permanent lack of manure and the less skilled workforce of colonists urged them to investigate all methods and techniques to achieve improved production. The intended self-sufficiency was only reached after a long period, in the second phase, and spade husbandry was abandoned.

Gradually the Colonies moved away from their goal to provide ‘productive’ work for the poor. Today, people continue to live and work in these areas – but there is no longer an overall goal of poverty alleviation. Most of the Colonies, however, still accommodate small scale social employment and care schemes which reflect the initial scope.

### 1.1.6 Operation on a national scale

The Colonies of Benevolence were a nationwide and national initiative in the way they were managed, financed and organised.

The Society of Benevolence was a private organisation with local branches and citizen-members all over the country – extensively supported by the Crown, both privately and in its political State functioning. Members represented local civilian elites of all kinds and from all religions.

Despite their private origin, the Colonies of Benevolence were gradually embedded in the respective national legal systems – with a very clear ‘shift’ from the involvement of the Dutch royal family to the role of the State in all the unfree Colonies and in Wortel Colony.

From the very beginning up to the end of their functioning as domestic colonies for poverty relief, the initiative was on a national scale: poor people from all over the country were transported to the Colonies. The status of the unfree Colonies as national sites/assemblies was confirmed in social legislation approved at the end of the 19th century.

By sustaining the initiative, national authorities recognised that in the context of a free market paid work was an important precondition for protecting people from poverty.

## 1.2 SUBSTANTIATION OF THE OUV

### Criterion (ii)

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

The Colonies of Benevolence bear testimony to an exceptional and nationwide Enlightenment experiment in social reform, through a system of large agricultural home colonies. They proposed a model of social engineering based upon the notion of ‘productive labour’, with the aim of transforming poor people into ‘industrious’ citizens and uncultivated ‘wastelands’ into productive land. In addition to work, education and moral upliftment were considered essential contributions to the aim of transforming poor people into self-reliant citizens.

The Colonies of Benevolence were developed as systematic self-sustaining agricultural settlements with state-of-the-art social facilities. As such, the Colonies of Benevolence pioneered the domestic Colony model, attracting considerable international attention. For more than a century, they exerted an influence on various types of custodial care in Western Europe and beyond.

### Criterion (iv)

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

The Colonies of Benevolence are an extraordinary series of planned panoptic disciplinary settlements, meant for temporary segregation of able-bodied poor in a closed agricultural environment with permanent

supervision. Deliberately cultivated as ‘islands’ in remote domestic heath and peatland areas, the Colonies implemented the ideas of a panoptic institution for the poor in their functional and spatial organisation.

The distinctive landscape organisation aimed to reinforce the disciplinary regime and economic health of the Colonies. The strict hierarchical structure and dimensioning, with the carefully considered landscape layout and design, was instrumental in the intended influencing of the behaviour of the inhabitants, who were supposed to become ‘industrious’ and ‘rational’. In a context of dominant economic liberalism, the Colonies of Benevolence were an early attempt to influence the labour market and a precursor of later social intervention policies of governments in the context of employment.

The Colonies of Benevolence are an outstanding example of a landscape design that represents an agricultural home colony with a social aim. The landscape patterns reflect the original character of the different types of Colonies and their subsequent evolution, and illustrate the extent, the ambition and the evolution of this social experiment.

The Management Plan focuses on the World Heritage site of the Colonies of Benevolence in the Netherlands and Flanders, as described and with the boundaries stipulated in the nomination file UNESCO World Heritage site Colonies of Benevolence.

The Site holders are responsible for the protection, sustainable maintenance and management of the Colonies of Benevolence, for making them recognisable, accessible and perceptible, and for the propagation of the Outstanding Universal Value of the Colonies of Benevolence. The Site holders adopt the Management Plan.

The Management Plan was drawn up in consultation and cooperation with the parties involved in the protection and safeguarding of the Outstanding Universal Value. It consists of a general part and three sub-sections for the different component parts.

### 1.3 INTEGRITY AND AUTHENTICITY

The Colonies of Benevolence, an Enlightenment experiment in social reform, demonstrated an innovative, highly influential model of pauper relief and of settler colonialism – the agricultural domestic colony. The Colonies of Benevolence created a very functional landscape out of isolated peat and heath wastelands through the domestic colonisation of paupers. Over a seven- year period, almost 80 square kilometres of wastelands, domestic territory considered unfit for settlement, were reclaimed in Colonies in present-day Belgium and the Netherlands. The process of transforming its poorest landscapes and citizens through a utopian process of social engineering went on until well into the 20th century. Changes that took place in the 19th and the beginning of the 20th century continued and built upon the original ideas of farming colonies, thus reinforcing the original Colony landscapes rather than expunging them. The connecting factor is not one single ‘authentic’ period, but the landscape structure which has developed in two determining phases:

- 1 the first phase of the creation (1818-1859).
- 2 the phase of the further evolution, the phase of state institutions and privatisation (1860-1918).

#### 1.3.1 Integrity

All the Colonies of Benevolence suffered a decline in the mid-19th century (due to financial problems). From the mid-20th century, following the development of alternative national relief systems, the Colonies of Benevolence gradually became obsolete.

The Colonies, which were run by the State by that time, were partly redeveloped into penitentiary facilities.

The proposed World Heritage property consists of a transnational series of three component parts, representing parts of the former Colonies of Benevolence of Frederiksoord-Wilhelminaoord and Veenhuizen, as well as the entire Wortel Colony. In these Colonies the original cultural landscape has been preserved and can be understood.

The boundaries of the property are defined on the basis of the original cultivation zone and the assessment of the integrity of individual attributes conveying the spirit and feeling of the Colonies. They include aspects of the landscape structure, structure of the buildings, exemplary buildings and planting that illustrate the history and development of the Colonies of Benevolence.

The selected component parts in the series testify to the unique integrated landscape typologies of the Colonies with attributes dating back to the flourishing period of the Colonies of Benevolence (1818-1918). The series reflects all the forms of cultivation and the spatial interpretation of the organisational models: the free Colonies are characterised by continuous ribbons with small-scale farms (Colony houses), which are grouped in a variety of ways, while large institutions surrounded by groups of farms are typical for the unfree Colonies. Changes that took place in the 19th century and at the beginning of the 20th century continued and built upon the original ideas of farming colonies, thus reinforcing the original Colony landscapes rather than expunging them.

Each component part has a distinctive character, derived from its particular topography and history and reflected in the varied distribution and character of the attributes (see 3.1.A of the Nomination File and the Appendix: List of Attributes for a complete overview). Furthermore, the property reflects: integrity of location and setting, integrity of use, as

agricultural and care landscapes, integrity of historical knowledge, as a result of extensive archiving, including iconographic material, and research.

The attributes of Outstanding Universal Value are generally in good condition. Policies and regulations safeguard the preservation and the continued use – in line with the developments over the past two centuries. Buildings relevant to the development history of the Colonies have the status of protected monument or are protected by designations as protected villagescape or protected landscape.

Risks affecting the sites include the impact of climate change and economic pressure on agriculture. The latter include risks of merging of plots, different crops, increase in the scale of the buildings, larger fields, wider roads, installations for the generation of sustainable energy. These risks are managed through established systems of land management overseen by the assigned Site holder and Colony management. There is no pressure of urbanisation, due to the remote positioning in mainly agricultural zones.

### 1.3.2 Authenticity

The structure of the cultural landscape, the existing buildings and plantings authentically and credibly tell the story of the Colonies of Benevolence, from their inception to the present day. Said structures and elements have remained recognisable and have been preserved in their essence.

Up until well into the 20th century, the Colonies were used as domestic pauper colonies, in line with the objectives formulated by the Society of Benevolence. In the course of the 20th century, this original function was combined and gradually supplemented with new functions.

Consequently, the connecting factor is not one ‘authentic’ period. The series as a whole provides an accurate picture of the social experiment of the Society of Benevolence and of its distinctive landscape patterns. The authenticity of the proposed series of

Colonies of Benevolence is reflected in the following (mutually reinforcing) aspects:

- Authenticity of the landscape layout.
- Authenticity of the structure of planting and trees.
- Authenticity of buildings (design and architecture).
- Authenticity of buildings (materials and substance).
- Authenticity of the spatial structure (location and settings).
- Authenticity of functions (use and function).
- Authenticity of ambitions (spirit and feeling).

### 1.3.3 Attributes

The proposed World Heritage property consists of a transnational series of four former Colonies of Benevolence in three component parts: Frederiksoord-Wilhelminaord, Wortel and Veenhuizen. These are the Colonies where the original cultural landscape has been preserved and can best be understood. All the component parts consist of a combination of relict landscape layers which together illustrate the flourishing period of the Colony model. The attributes of the Colonies of Benevolence conveying their Outstanding Universal Value are:

- **The basic typology:** the characteristic landscape typology of the Colonies of Benevolence in their flourishing period – with representative relict landscape layers illustrating the functional and spatial coherence.
- **The orthogonal grid:** all individual elements of the orthogonal grids: planted roads, waterways, the measurement system applied and the place of the buildings in the grid.
- **Representative buildings and planting:** individual buildings, ensembles and planting which are representative of this panoptic model of an agricultural colony.

COMPONENT PART	ATTRIBUTES	
<b>Frederiksoord</b> (1818-1820) <b>Wilhelminaoord</b> (1821-1823)	Typology	Free Colony Long ribbons with small farms
	Structure	Main avenues, secondary avenues, planting Bargecanal Measurement system: plots 2.4 hectares, later 2.8 hectares, increased to 6 × 50 hectares Pattern of buildings
	Representative Buildings and planting	Colony houses, housing for officials, schools, central facilities, workshops, farms, buildings Society of Benevolence, church, Westerbeeksloot estate, star-shaped forest, horticultural school
<b>Wortel</b> (1822)	Typology	At first free Colony, later unfree Colony Farm ribbons with central crossroads with facilities and ongoing development
	Structure	Main avenues, secondary avenues, roads and paths in between the main road structure, planting Main canal, moats, Staakheuvelse Loop (slow-running brooks) Measurement system: plots of 3 hectares Pattern of buildings
	Representative Buildings and planting	Staff houses, State institution and workshops, farm, cemetery, village centre (cross roads)
<b>Veenhuizen</b> (1823)	Typology	Unfree Colony Central institutions with large farms
	Structure	Main avenues, secondary avenues, planting Main canals, 'wijken', plot ditches Measurement system: 750, 375 and 25 metres
	Representative Buildings and planting	State Institutions and staff housing, workshops, churches and cemeteries, 'Middenhuisboerderijen' (farms with house in between the stables)

See section 3.1.A of the Nomination File and the Appendix "List of Attributes" for a complete and detailed overview and maps for the attributes in each Component part.

#### 1.4 STARTING POINTS OF THE MANAGEMENT PLAN

The purpose of this Management Plan is to preserve, propagate and reinforce the Outstanding Universal Value for present and future generations, where possible and appropriate. To this end, the Site holders apply the following general starting points or 'principles', of which the first two are derived from the Charter (points 9 and 10) which was signed by all the parties in 2012:

- 1 Maintaining the support of inhabitants and entrepreneurs in the Colonies of Benevolence for the special cultural landscape of the Colonies will be actively stimulated.
- 2 The nominated World Heritage site stimulates, maintains, reinforces and utilises the cultural heritage values in the Colonies of Benevolence, and regards these as a source of inspiration for future developments in the territories.
- 3 The Colonies of Benevolence are managed through collective coordination and control, with the responsibility for the implementation being placed at the lowest possible level.
- 4 Both mutual and more broadly-based international exchanges and project development linked to the Colonies will be stimulated.

In this Management Plan, the activities for the next 10 years are listed. These are:

- A Propagation of the values and the meaning of the Colonies of Benevolence.
- B Policy-based protection.
- C Management-based protection.

This translates into the following activities:

##### Ad A. Propagation

As regards the continuation of the many existing projects and activities in the field of education, museums/visitors' centres, theatre, research, creative industries and tourism, and the up-scaling and connecting of these projects, attention will be given to the collective appeal of the World Heritage site.

In the coming years, the special significance of the Colonies of Benevolence in relation to contemporary issues of poverty and social problems will be deepened and put to use.

See also Section 5.4.

##### Ad B. Policy-based protection

At the time of the nomination, the policy of the participants of the steering group is focused on preservation of the heritage of the Colonies of Benevolence, and on enhancing them and making them accessible. This involves not only spatial policy, but also policies regarding culture, recreation and economy.

The task for the next 10 years is to raise this collective to a higher level, emphatically in cooperation with the network of inhabitants, site managers and owners, enterprises, organisations in the field of education and research, and influential participants in the public debate on poverty and social engineering.

##### Ad C. Management-based protection

The assessment and visualisation (monitoring) of developments and potential threats for the preservation and protection of the OUV of the Colonies of Benevolence.

The identification of appropriate and feasible actions and measures to address these developments and potential threats in such a way that the preservation and the protection of the Colonies of Benevolence is sustainably safeguarded in the next 10 years.

The organisation of the management of the Colonies of Benevolence with scope for new developments, and the recreational and educational significance, focusing on – and inspired by – (material and intangible) heritage values.

The involvement of parties in the implementation of the management measures.

The Management Plan is aimed at sustainably anchoring the management, the protection, the preservation and the maintenance of the Outstanding Universal Value of the prospective World Heritage site Colonies of Benevolence. Part of the management is to timely find appropriate solutions and to anticipate on developments and potential threats that manifest themselves in and around the area of the Colonies of Benevolence.

Management, protection and preservation require the cooperation of residents and users in the Colonies and in their immediate vicinity. This entails that the Site holders will implement the Management Plan in collaboration with:

Parties like stakeholders and managers that play a role in the protection, preservation, sustainable maintenance, management and propagation of the universal values of the World Heritage site.

Parties, such as other governing authorities, that play a role in realising new uses or dealing with external developments in such a way that the OUV of the Colonies is not compromised.

The management ensures that people will be involved in the choice and the implementation of management measures if these affect their property or their use. The management also ensures the continued contribution of the environment and of specific expertise in the management of the heritage.

The Colonies of Benevolence jointly coordinate and control the management of the three component parts as a whole on an overarching level. The responsibility for the implementation of management measures is placed and will remain at the lowest possible level, with the organisation that is best equipped in this respect. Each component part is responsible for the preservation and management of its own property (property and attributes present), and for managing the effects that may arise from a larger area of influence. On administrative and operational levels, the organisation will further develop the cooperation and collectivity achieved in the nomination phase. Management measures will if possible be implemented in the component part. On an overall level, the aim is to preserve and further develop the recognisability and the individual character of the cultural landscapes. Communication, coordination, monitoring and periodic reporting that transcend the component parts, will also take place jointly on an overarching level.

The nomination of the Colonies of Benevolence is a transnational serial nomination, which implies a higher degree of complexity, due to management at (inter)national level. Most issues will be dealt with at local, regional or national level, but some will be dealt with at bi-state level. Those tasks will be taken care of by an 'Intergovernmental Committee' (IGC). The Site holders will develop common visions for tourism, education and presentation, as well as the alignment as regards management and maintenance of the heritage (restoration and re-use) and a common method to anticipate spatial and functional developments. Dissemination of the importance of the OUV of the Colonies is required in cooperation with all the Colonies, including those that are not part of

the proposed property. The three bi-state visions will be drawn up in participation with Colony managers, stakeholders and residents.

The Site holders are responsible for the adequate management of the World Heritage site. This means setting in motion and implementing activities that preserve and improve the quality of the World Heritage site. The Site holders encourage research, by providing facilities and making information available where possible. If relevant and feasible, research results will be integrated in the protection, spatial development, education, information and promotion of the Colonies of Benevolence. They will be presented in the component parts and made digitally accessible as far as possible.

Future development is possible and desirable, provided the safeguarding of the OUV serves as the basis. In this respect, maintaining scope for development is a starting point for the further functional use. In certain component parts, characteristic elements have disappeared. Preserving the current constellation is paramount, with restoration where necessary, and appropriate adaptive re-use in case of prominent buildings and sites, with adequate management of the existing attributes.

The inhabitants in and around the component parts and their use and management of the land and the buildings, provided these are not inconsistent with the OUV, are of great importance for the sustainable and adequate management and the safeguarding of the Colonies in their environment. This use and the pride involved are key assets for the preservation, without high costs and without resorting to museum conservation, which would be difficult to sustain in the long run.

Involvement of local communities, i.e. stakeholders and residents, is organised in all the component parts. Both in the Netherlands and in Flanders, stakeholders and residents are closely involved in the development of their habitat, being the area in which they live and

work. Participation of residents and stakeholders is common policy for governing authorities in both countries in respect of all kinds of developments with a possible impact on society, and is also formally arranged through possibilities of objection and appeal within the framework of the laws and regulations in both countries. Therefore, this is basically regulated much more broadly than the protection of the OUV. In addition, the involvement of the residents in the component parts is seen to through information evenings, newsletters (Component part A) and participation in the feedback group in the Netherlands and representation in the Technical Coordination Committee in Flanders.

## 1.5 STATUS OF THE MANAGEMENT PLAN

The Dutch State and the Flemish Region are responsible for the nomination and the adoption of the Management Plan, which complies with the requirements of the World Heritage Committee of UNESCO. At bi-state level an Intergovernmental Committee will be installed. The Site holders (shared siteholdership of the province of Drenthe and Kempen Landschap), as 'Nodal Point', are responsible for the management. The Site holders play an important role in the implementation of the Management Plan. No later than 1 January 2021, the steering group will establish an Advisory Committee for Science, Education and Quality, for the purpose of issuing advice to the steering group, the Site holders and the Colony managers.

After having been adopted by the steering group of administrators of the provinces and municipalities concerned, the Management Plan will primarily be a binding plan for the Site holders. The Management Plan provides the basic principles and guidelines for the policies of all the signatories. It has no legal status itself, but the management measures affect public authorities, private parties, owners and users/operators. Following adoption by the steering group,



the Management Plan is added to the nomination file to be submitted to the World Heritage Committee of UNESCO.

#### TIME SPAN OF THE MANAGEMENT PLAN

A Management Plan is usually adopted for a period of 10 years. The nomination of the Colonies of Benevolence for recognition as World Heritage site is submitted in 2017 for approval in 2018, at the 200th anniversary of the Society of Benevolence and the start of the first Colony, and 25 years after the abolition of the Vagrancy Act in Belgium.

This Management Plan focuses on the period 2018–2028. Included in the Management Plan are developments (opportunities or threats) which are likely to manifest themselves in those 10 years. The administrative parties commit themselves to act in accordance with this Management Plan during the nomination phase (2016–2018). Three years after its entry into force, a mid-term review of this Plan will take place.

## 2

# Location, buffer zone and ownership

### 2.1 LOCATION

The Colonies of Benevolence are located in the Netherlands and Belgium on the following coordinates of properties. The maps are included in the sub-sections of this Management Plan.

NAME OF COMPONENT PART	COUNTRY	REGION	COORDINATES	AREA OF NOMINATED PROPERTY (HA)	MAP NUMBER
Component part A: <b>Frederiksoord-Wilhelminaoord</b>	The Netherlands	Drenthe and Fryslân	N 52°51'26.236" – E 6°10'1.805" Church	555	M1.3
Component part B: <b>Wortel</b>	Belgium	Antwerp	N 51°24'10.2" – E 4°49'27.5" Central Crossroads	550	M 1.4
Component part C: <b>Veenhuizen</b>	The Netherlands	Drenthe	N 53°2'31.59" – E 6°23'29.72" Second Institution	907	M 1.5
Total area (ha)				2012	

## 2.2 BOUNDARIES (STATEMENT ON BOUNDARIES AND BUFFER ZONES)

The nominated World Heritage site consists of three component parts, situated within the historical areas of reclamation and cultivation of the former Colonies of Benevolence. The boundaries of the component parts encompass the areas that testify to the unique integrated landscape typologies of the Colonies, with attributes dating back to the flourishing period of the Colonies of Benevolence (1818-1918) (See maps in Section 3.1 of the Nomination File).

## 2.3 OWNERSHIP

The Colonies have a variety of owners. The land and the buildings are owned by the following parties:

OWNER	STATE (NL) OR FEDERAL GOVERNMENT ( B )	FLEMISH REGION	PROVINCE	MUNICIPALITY	WATER AUTHORITIES	PRIVATE PARTIES
<b>COMPONENT PART</b>						
<b>Component part A</b>						
Frederiksoord			✓	✓	✓	✓
Wilhelminaoord, Vierdeparten			✓	✓	✓	✓
<b>Component part B</b>						
Wortel	✓	✓	✓	✓		
<b>Component part C</b>						
Veenhuizen	✓		✓	✓	✓	✓

Apart from ownership, use and management are important factors in the preservation of the OUV. The Department of Justice, for example, plays a key role in the sustainable use of the judicial buildings, independent of the property position of the Central Government Real Estate Agency.

#### *State parties*

In Component part B, Wortel, the land and buildings are in communal hands (governing authorities and public institutions). The Belgian Federal government (Public Buildings Administration) owns the judicial institutions (prisons and reception of illegal immigrants), including the roads and some grounds.

In Component part C, Veenhuizen, the Dutch central government, through the Central Government Real Estate Agency and the Ministries of Defence and Justice, has an important land holding and ownership of buildings. In respect of this component part, this applies to the judicial institutions. In addition, the Central Government Real Estate Agency (part of the Ministry of the Interior) owns several buildings in Veenhuizen which are not in use by the Ministry of Justice (the former agricultural enterprise), and the state also owns a major part of the built monuments.

#### *Provinces*

The *provinces* have a land holding in the Dutch Colonies where it concerns the provincial roads and lands that came into the hands of the provinces as exchange land for re-parcelling operations. In Component parts A and C, the provinces are part-owners of the land of the provincial roads.

The Flemish Region and the province of Antwerp are owners of land, roads and houses managed by the Flemish Land Agency, the Agency for Nature and Forest, the Provincial and Intermunicipal Drinking Water Company of the province of Antwerp (PIDPA) and Kempen's Landschap. They own waterways, roads and land in Wortel Colony. A major part of the farmlands and buildings (houses) have been given in leasehold to farmers, entrepreneurs and private individuals.

#### *Municipalities*

The Dutch *municipalities* own social facilities and most of the local infrastructure, and the occasional piece of land (such as The Third Institution in Veenhuizen) in the Colonies. In Flanders the *city* of Hoogstraten is the owner of some grounds in Wortel.

#### *Water Authorities*

In the Netherlands the main water system, such as canals and some 'wijken' (waterways in peat districts) and ditches, including waterworks (such as locks, weirs and dams), whether or not still in operation, is owned by water authorities.

In Flanders, the water system is managed by the Flemish Land Agency and the Provincial and Intermunicipal Drinking Water Society of the province of Antwerp (PIDPA).

#### *Land management organisations*

In the Netherlands, *land management organisations* such as the Forestry Commission (an independent administrative body) and the Society for preservation of nature monuments own most of the forests and nature reserves in the Colonies.

#### *Private Owners*

Regarding the *private owners* of land and monumental buildings in the Dutch Colonies, the Society of Benevolence, a private foundation and the legal successor to the original Society, plays a prominent role with an important and active property portfolio in Component part A Frederiksoord-Wilhelminaoord and the surrounding area. Apart from this foundation, many buildings and agricultural lands are owned by *private parties*.

In addition, hundreds of private parties rent or lease land and/or buildings, and on a daily basis take decisions regarding the use and maintenance of these grounds and objects. This often concerns long-term contracts. Private individuals and organisations in the Flemish Colonies, for example, have a 99-year lease agreement.

# 3

## Safeguarding in legal and policy frameworks

### 3.1 INTERNATIONAL TREATIES, CONVENTIONS AND CHARTERS

For the purpose of drawing up management measures for the prospective World Heritage site Colonies of Benevolence, international conventions were referred to which have been ratified by the Kingdom of the Netherlands and the Kingdom of Belgium. International charters and guidelines concerning cultural heritage were also consulted. Listed below are the most important international conventions and charters for the protection of the Colonies of Benevolence as proposed World Heritage site. In addition to heritage, the Colonies also contain nature values, which enjoy protection under European guidelines.

#### 3.1.1 World Heritage

The following treaties, resolutions and documents are relevant for the management of the Colonies of Benevolence as cultural heritage.

### I WORLD HERITAGE

*World Heritage Convention (Convention concerning the Protection of World Cultural and Natural Heritage. UNESCO, Paris, 16 November 1972)*

The ratifying countries have committed themselves to ensuring that the heritage sites within their borders that comply with the UNESCO criteria will be identified, protected, preserved, made accessible and transmitted to future generations. The *World Heritage Convention* is implemented by the *World Heritage Committee*, which is charged with:

- Identifying cultural and natural heritage of Outstanding Universal Value and inscribing this on the *World Heritage List*.
- Assessing reports as well as exercising control over sites by means of periodic monitoring, reactive supervision, reports on the state of conservation and enhanced monitoring.
- Deciding whether the heritage on the World Heritage List should be included on the list of World Heritage sites in danger.

- Determining how and under which conditions the UNESCO *World Heritage Fund* can be used to help countries protect the World Heritage site. The Committee will also take decisions on financial aid to states that are not in a position to bear the costs of the nominations.

The *World Heritage Convention* was ratified by the Kingdom of the Netherlands in 1992 and by The Kingdom of Belgium in 1996.

By the inscription of sites which represent cultural and natural heritage on the World Heritage List – following nomination by the state in which they are located – UNESCO (the *World Heritage Committee*) declares the site to be of Outstanding Universal Value for the international community and the history of mankind.

*Operational Guidelines (Operational Guidelines for the Implementation of the World Heritage Convention)* (UNESCO, first edition 1977, current version 2019)

The *World Heritage Committee* has drawn up a manual (*Operational Guidelines*) for the implementation of the World Heritage Convention. The Committee periodically reviews the guidelines, on the basis of decisions, new concepts, knowledge and experience regarding the World Heritage site. The *Operational Guidelines* provide guidelines for the protection and preservation of World Heritage sites inscribed on the World Heritage List. Subjects considered in this manual include:

- the process leading to inscription on the World Heritage List;
- monitoring the conservation status of World Heritage sites;
- periodic reporting;
- support of World Heritage sites.

The Operational Guidelines were first published in 1977. They are regularly updated to take into account new concepts, knowledge, insights, etc.

On the basis of these guidelines, UNESCO requires a special Management Plan for new nominations. The World Heritage Committee as well as the Netherlands and Belgium consider this to be a proper instrument for the protection and preservation of a heritage site and for the safeguarding of its social function and its meaning.

## II AUTHENTICITY

*The Venice Charter (International Charter for the Conservation and Restoration of Monuments and Sites, 1964). ICOMOS Charter – approved by the ICOMOS General Assembly*

The Venice Charter contains the principles for the preservation and restoration of heritage, particularly monumental buildings. The essence of the Charter is that heritage must be permanently protected in order to serve a social purpose. The Venice Charter was drawn up by ICOMOS (International Council on Monuments and Sites), which advises UNESCO and in particular the World Heritage Committee. UNESCO recognises the Venice Charter as an important starting point regarding (world) heritage. Requirements set out in the Charter include that special attention is to be paid to the preservation of the characteristic features, the *genius loci*, of the environment of monuments. The Venice Charter has also provided the basis for the current understanding of authenticity: ‘Replacements of missing parts must integrate harmoniously with the whole, but at the same time must be distinguishable from the original so that restoration does not falsify the artistic or historic evidence’. Authenticity is one of the fundamental principles in the *World Heritage Convention* and the associated *Operational Guidelines*. In 2008, the *World Heritage Committee* declared that ‘authenticity’ and ‘integrity’ constitute an integral part of the declaration of Statement of Outstanding Universal Value (OUV) for each World Heritage site.

In respect of the Colonies of Benevolence, both countries concerned have extensive and successful experience in the field of high-quality rehabilitation and suitable adaptive re-use and conversion of vacant buildings and building complexes. The *genius loci* has always been the starting point in this connection, as well as the search for a re-use appropriate to the landscape and the original functions of agriculture, penance, self-sufficiency, care and training. In 2014, Kempens Landschap was awarded the Grand Prix of the Europa Nostra Award in recognition of the way in which they manage and restore heritage. The Society of Benevolence received a special recommendation from Europa Nostra in 2015 for their efforts to restore and maintain the intangible and tangible heritage of its predecessor(s).

*The Nara Document on Authenticity (1994).  
ICOMOS Resolution – Resolutions adopted during  
or as a result of ICOMOS Symposia*

The *Nara Document* is a guideline for ICOMOS and the *World Heritage Committee* in respect of the identification and the preservation of the authenticity of the historic environment, taking into account the fact that authenticity is one of the fundamental principles of the *World Heritage Convention* and the associated *Operational Guidelines*. In 2008, the *World Heritage Committee* declared that ‘authenticity’ and ‘integrity’ constitute an integral part of the declaration of Statement of Outstanding Universal Value (OUV) for each World Heritage site. The document states that the diversity of cultures and heritage in our world are an irreplaceable source of spiritual and intellectual value for all of mankind. In our world, the protection and reinforcement of cultural heritage and the diversity should be actively promoted as an essential aspect of human development.

The Colonies of Benevolence are a fine example of cultural landscapes of which the identity and authenticity have been preserved and have remained recognisable throughout the stages of development. Their concept – domestic agricultural colonies for poverty relief – and the resulting panoptic landscapes

are an important testimony to the social history of the Netherlands and Belgium and custodian care in the Western world.

*Riga Charter on Authenticity and Historical  
Reconstruction in relationship to Cultural  
heritage (2000)*

This charter states that the reconstruction of cultural landscapes can only be carried out if no damage is done to existing *in situ* remains. Reconstructions must be legible and reversible, and must be required for the preservation of the site. The Riga Charter builds on the Venice Charter.

The available knowledge on archaeological values and historic planting is used for possible reconstructions and for maintenance and restoration of the landscape.

*Reconstruction in the World Heritage Context.  
European Association for Architectural  
Education (Rome 2013)*

This article focuses on the preservation of heritage with respect for the historical authenticity and credibility. It also emphasises the need for customisation in the contemporary management of these landscapes.

When drawing up the Management Plan for the Colonies of Benevolence and in the course of the nomination process, much attention was paid to involving owners and users of the landscape. They will continue to actively contribute to the management. This is customised per Colony. At the same time, an overall view of the development of the whole will be ensured.

Involving owners and users of the landscape was a key factor in the decision process for drawing up the Management Plan of the Colonies of Benevolence and for the nomination process. In the future these stakeholders will remain active contributors to the management. This is customised for each Component. At the same time, an overall view of the development of the whole will be guaranteed.

## CONTEMPORARY INTERVENTIONS IN A HISTORICAL CONTEXT

### *Resolutions of the Symposium on the Introduction of Contemporary Architecture into Ancient Groups of Buildings (ICOMOS General Assembly 1972)*

The resolutions articulate how to deal with the introduction of contemporary architecture into ancient groups of buildings (see also the *Venice Charter*):

- The old structure is the basis. New architecture should be integrated and should not affect the structure and aesthetics.
- Authenticity is the basis, avoid imitation;
- Revitalisation through new use is encouraged, as long as it does not disturb the integrity and the character.

Because of their protected status, additions and changes in the Colonies of Benevolence are closely monitored. The attributes (structures, buildings) and historic functions form the basis for new plans that respect the structure of the landscape.

### *Vienna Memorandum on World Heritage and Contemporary Architecture – Managing the Historic Urban Landscape (2005) UNESCO Memorandum – adopted by the UNESCO International Conference and the World Heritage Committee*

The *Vienna Memorandum* deals with the impact of present-day urban developments and contemporary architecture on the value of cultural heritage. The memorandum contains principles for the long-term preservation of heritage and monuments. Constant changes in dynamic cities and municipalities require that policy makers and stakeholders develop a vision for the city as a whole as well as for future urban development in line with the historical development pattern. It is a challenge for contemporary architecture and urban design to meet the needs of dynamic and socio-economic developments, while at

the same time respecting the cultural heritage and the historic urban landscape.

The Colonies of Benevolence are situated in a living landscape, where people live and work and contribute to the preservation and management. The transnational cultural landscape will continue to develop, in line with the cultural heritage values and with a high spatial quality. It should be noted that the pressure of urbanisation is low in the areas where the Colonies are located.

## TOURISM

### *International Charter on Cultural Tourism; Managing Tourism at Places of Heritage Significance (1999) ICOMOS Charter – Charters adopted by the ICOMOS General Assembly*

In times of increasing globalisation, the protection and the presentation of our cultural heritage is a major challenge. The management of the heritage is the responsibility of the Site holders and the regional community, with the primary objective of clarifying the meaning of and the need for preservation, both to the managing community and to visitors. World Heritage implies the obligation to respect the values and the interests of the past and the present for the community, as well as the values and interests of the landscape and the culture in which the heritage has evolved.

National and international tourism is the most important way to exchange information about past and present societies. Tourism emphasises the economic importance of the heritage. Also in that sense, the preservation of heritage is important for the regional and national economy, and for development and innovation – provided it is managed properly.

The Colonies of Benevolence are attractive landscapes for recreation and tourism. Until now, the size of the flow of visitors has ranged from several thousands to 250,000 visitors per year per component part. It is



expected that recognition as UNESCO World Heritage site will lead to further tourism development and that the number of visitors will increase. As all the component parts adhere to the principles of sustainable tourism development, this development will be in line with the hosting capacity of the heritage areas. The estimated increase can easily be accommodated in the area, as existing visitors' centres and museums are extending their activities and will thus continue to provide visitors with appropriate hospitality, adequate guidance and information. The existing recreational infrastructure, including routes for hiking, horseback riding and cycling is permanently being updated and adapted. Consequently, the anticipated and intended increase of the number of visitors and tourists (including day trippers) is not expected to have any significant negative effects on the OUV. The development of tourism and increase of visitors is and will be monitored. Moreover, Site holders will develop common visions for tourism, education and presentation.

#### MISCELLANEOUS

##### *ICOMOS Charter on the Interpretation and Presentation of Cultural Heritage Sites (ICOMOS 2008)*

This Charter builds on the Venice Charter (1964), and emphasises the importance of public communication and education for heritage preservation, and learning about the past and about the phases of development of the site. As regards the interpretation of the value of the site, the involvement of all the stakeholders is encouraged.

This involvement of the stakeholders is strongly developed in the Colonies of Benevolence, and is also part of the task of the organisation charged with the future management of the site.

Public communication takes many forms.

A good example is the performance of the theatre production 'The Pauper Paradise' (Het Pauperparadijs), an accessible and powerful musical

theatrical performance, which touched upon the social relevance of the history of the Colonies of Benevolence and connected people emotionally with the place. The play was first performed in the summers of 2016 and 2017, on the location of The Second Institution in Veenhuizen. This attracted a total of 90,000 visitors over the two years, from the region as well as from cities in the western part of the Netherlands. In both years, the performance was completely sold out. After 2018 the performance continued in the Carré Theatre in Amsterdam.

##### *Kyoto Vision (2012)*

On the occasion of the 40th anniversary of the *World Heritage Convention*, the *Kyoto vision* emphasised the importance of the relationship between people and heritage, based on respect for the cultural and biological diversity and sustainable development. This is the only way to bring the 'future we want' within reach.

In the Colonies the relationship between people and heritage is reflected in a multidisciplinary and participatory approach to conservation, with the active involvement and influence of the local community.

### 3.1.2 European nature protection

Since May 2011, the European Union has been applying the Natura 2000 strategy. More than 25,000 areas within the territory of the European Union, as well as parts of marine areas in some member states, have been designated as Natura 2000 sites. The Natura 2000 sites are protected under the European Birds Directive of 1979 and the Habitats Directive of 1992 for the protection of rare or threatened species of birds, plants and animals, and certain habitat types. In the Netherlands, Natura 2000 is anchored in the Act of 25 May 1998, laying down new rules for the protection of nature and landscape (Nature Conservancy Act 1998). In Flanders, this took place by decree of 21 October 1997 regarding nature conservation and the natural environment (Belgian Official Gazette: 10 January 1998).

The Netherlands or the Flemish Region registers an area with the EU, which proceeds to place the area on a list of areas to be protected. The area is then formally designated as a Natura 2000 site. Following this, a Management Plan must be drawn up by the competent authority in the relevant area, in consultation with all the stakeholders in and around the area. The Natura 2000 sites themselves are protected against activities that affect the conservation status of the area. The law also covers 'external effects' resulting from activities outside the area that might affect the nature values in an area, regardless of the distance from the protected area.

For the Colonies of Benevolence the following nature conservation areas are of interest, due to their location within the property of the Colony or in its vicinity and where external effects are possible.

COMPONENT PART	NATURE CONSERVATION AREA
Frederiksoord-Wilhelminaoord	Drents-Friese Wold
Wortel	Heesbossen
Veenhuizen	Fochteloërveen

Compliance with the requirements of nature legislation and regulations in the Netherlands and Flanders is an integral part of the procedures for spatial planning and decision-making. In respect of all the areas management plans apply that were drawn up and will be implemented in consultation with stakeholders.

### 3.2 NATIONAL POLICIES, LAWS AND REGULATIONS

In the Netherlands, the OUV of the Colonies of Benevolence is safeguarded through national policies, and in Belgium (Flanders) through regional policies.

Laws and regulations are covered by three systems:

- The system of protection through spatial planning.
- The system of heritage policy.
- The system of nature policy.

For the protection and the preservation of the OUV, protection through spatial planning in the Netherlands is currently focused mostly on spatial functions (zoning) and the main structures of the landscape (roads and waterways), while heritage policies are more particularly oriented towards the preservation, the protection and the restoration of the built objects, archaeological sites and valuable areas. The nature conservation policy can have a significant protective impact on ecological values as well as on the landscape component. The Environment & Planning Act, which will replace the Spatial Planning Act and a large number of related laws, provides opportunities for a more integrated protection.

In the Flemish decrees regarding the designation as protected landscape, spatial structures as well as heritage values and consistency are safeguarded. The designation also affects the spatial implementation plans of provinces and municipalities. In Flanders, the protection of immovable heritage applies to the monuments, the archaeological sites and the landscape.

Although there are many similarities in how both countries regulate heritage protection, there are also differences. The Site holders will develop common visions for further alignment as regards management and maintenance of the heritage (restoration and re-use) and also a more common method to anticipate spatial and functional developments. These bi-state

visions will be drawn up in participation with Colony managers, stakeholders and residents.

The schedule below presents a broad outline of the legal framework and instruments, per government layer, as employed for the protection of the OUV.

Compliance with the requirements of nature legislation and regulations in the Netherlands and Flanders is an integral part of the procedures for spatial planning and decision-making. In respect of all the areas management plans apply that were drawn up and will be implemented in consultation with stakeholders.



THE NETHERLANDS	LEGAL FRAMEWORK AND INSTRUMENTS		BELGIUM
Central government	Legislation National spatial policy → — Environment & Planning Act (2021) — Decree on the Quality of the living environment (2021) — Environment Plan (2021) Instructional Provisions Designation Monument Designation Natura 2000	Legislation	Federal government
↓		Decree Protection Landscape Designation Monument Designation Natura 2000 Design Plan and Avenue Management Plan Landscape Management Plan Forest Management Plan	↓  Flemish Region
Provinces	Environmental Plan Regulation Designation Monument	Provincial Spatial Development Plan	↓  Province
↓			
Water Boards	Water Management Plan Regulations (Keur en Legger)		↓
↓			
Municipalities	Zoning Plan → Environmental Plan Environmental Permit Regulations Designation Monument	Spatial Development Plan Mobility Plan Licensing	Municipalities

Above, an outline is given of the main features of the spatial, heritage and nature conservation policies of both member states, on the basis of which the specific implementation is regulated. The visions, plans, decrees and measures that have been taken in order to safeguard the OUV, as drawn up by provinces, municipalities and water authorities, are specifically described for each component part in the sub-sections. The duration of these plans varies. In future, when updating these plans and drafting new plans, the OUV will specifically be taken into account. Where possible, efforts will be made to harmonise the contents of the plans and to synchronise their duration.

### 3.2.1 Outline of spatial and heritage policy in the Netherlands

In the Netherlands, legislation for spatial planning and heritage is currently being simplified and made more integral. The new Heritage Act (formerly Monuments and Historic Buildings Act and other legislation) has entered into force on 1 July 2016. With regard to the immovable heritage, this Act focuses on the preservation, the protection and the restoration of the built or landscaped objects (national monuments) and archaeological monuments. Up to 2021, the spatial protection of the heritage values will be regulated through the Spatial Planning Act (Wet Ruimtelijke Ordening – Wro). The new Environment & Planning Act will be in force as from 2021. This Act provides a more integrated protection of the OUV in areas, and also supports the integral assessment of developments. The Act contains separate, generic rules regarding the safeguarding of the qualities of a World Heritage site, and redirects the State in a position to issue instructions to other authorities regarding the safeguarding of the values of UNESCO World Heritage sites.

The Colonies of Benevolence will have similar protection to that currently enjoyed by the World Heritage sites ‘De Beemster’ and ‘Stelling van Amsterdam’ (Defence Line of Amsterdam), on the basis of the instructional provision ‘world heritage’ in the Environment & Planning Act and more specific in the Decree on environmental quality. For this purpose, a coherent framework of agreements is to be set up, focused on the adequate safeguarding of the OUV of the Colonies of Benevolence in all the Dutch municipalities. In this respect, further agreements will also be made concerning the transition of the prevailing frameworks (zoning plan) to the future frameworks (environmental plan), including the period of transitional legislation.

As per 1 January 2017, in addition to the Heritage Act and the Environment & Planning Act, legislation regarding nature areas was also changed. From that date, the new Nature Conservation Act replaced the former Nature Conservation Act, the Flora and Fauna Act and the Forestry Act, and will eventually be incorporated in the Environment & Planning Act. This Act also contributes to the preservation of the nature values related to the OUV.

In this way, the protection of heritage (built monuments, archaeology, conservation areas), nature and landscape, and its incorporation in provincial and municipal environmental visions, environmental plans and environmental permits in the Netherlands is and will be safeguarded, as well as the harmonisation with the water management plans of the water boards.

## SPATIAL PROTECTION

### *Protection through spatial planning: Spatial Planning Act (until the introduction of the Environment & Planning Act in 2021)*

The Dutch system of spatial planning is decentralised. Each level of government (central, provincial and municipal) bears its own responsibility. The basis of the system is the municipal authority's zoning plan [*bestemmingsplan*]. This provides the legal framework for the assessment of applications by initiators of developments. When drawing up and implementing spatial planning policies, the municipalities are required to take account of cultural heritage, in accordance with the Spatial Planning (General Rules) Decree (Barro). Central government has formulated an extra protection policy specifically for the conservation of World Heritage sites; this is binding at provincial and municipal levels of government. This extra protection policy was set out by central government in the National Policy Strategy for

Infrastructure and Spatial Planning [*Structuurvisie Infrastructuur en Ruimte*] in 2012. Preservation and reinforcement of World Heritage sites is one of the thirteen national interests specified by the government in this document.

Up to 2021, the province requires that the municipalities translate its specifically designated provincial interests into municipal policies, such as municipal spatial policy strategies (structural visions) and zoning plans. The actual spatial safeguarding of State and provincial interests will eventually be ensured in a municipal zoning plan. The zoning plan and municipal regulations provide the framework for the assessment of applications submitted by initiators of developments such as building plans or functional changes in land use.

Until 2021, the protection of the OUV is safeguarded in the following spatial frameworks at State and provincial level:

COMPONENT PARTS	STATE	PROVINCE
Frederiksoord-Wilhelminaoord	Structural Vision Infrastructure and Spatial plan (2012)	Environmental vision Drenthe (2014) Cultural Heritage Compass province of Drenthe (2010) Regional Plan Fryslân (2007) and mid-term evaluation (2013) Spatial Regulation Fryslân (2011) Proud of the space (Grutsk op 'e romte) (Fryslân, 2013)
Veenhuizen	Environmental Vision Noordenveld 2030 (2019)	Environmental vision Drenthe (2014) Cultural Heritage Compass province of Drenthe (2010)

The OUV is safeguarded by the municipalities in various environmental and/or zoning plans and underlying landscape development plans and architectural guidelines, and in sectoral visions and plans in specific policy areas. An overview per Colony is provided in the sub-sections.

***Spatial protection: Environment & Planning Act (introduction 2021)***

The Environment & Planning Act will enter into force in 2021, and entails changes to the spatial planning system. Through the Environment & Planning Act, the Netherlands intends to cluster dozens of laws and hundreds of regulations regarding space, housing, infrastructure, environment, nature and water, and create a holistic environmental law. The Dutch Colonies will then be protected on a national level on the basis of the instructional provision ‘world heritage’ in the Decree on the quality of the living environment, which is part of this new national Environment & Planning Act.

Meanwhile, several provinces and municipalities have already drawn up new strategic visions (for example Environmental Vision Drenthe and the draft Environmental Vision Fryslân) and plans (Environmental Visions Noordenvelde and Weststellingwerf) to anticipate this new framework. Current zoning plans are being converted into environmental plans. In this new context, the instrument of the environmental permit, which is delegated to the municipalities, will become an even more important instrument for the preservation of the OUV. The Environment & Planning Act requires a different, more integrated approach, and a further shift in policy and implementation towards local authorities will be seen. With the new legal regime, built objects will increasingly be evaluated in the context of their environment, while through the environmental plan it will be easier to combine the protection of a national monument with the protection of the historic environment.

***Social audit mechanisms***

Each particular type of plan has built-in social audit mechanisms, such as the possibility of bringing in advisory committees (including the municipal Spatial Quality Committee, formerly Committee for Building Aesthetics and Heritage) and of offering stakeholders the opportunity to participate, submit a response, or raise objections to spatial visions or plans. In practice, stakeholders will often be involved and consulted at an early stage with regard to new environmental visions and plans and other developments in an area.

In addition, the State and the provinces share their expertise with local stakeholders through a ‘knowledge infrastructure’. At state level, the Cultural Heritage Agency has expertise and a digital infrastructure in various cultural heritage fields, and it also disposes of an extensive monuments register, while the National Restoration Fund offers knowledge and resources to provide guidance in restoration projects. Furthermore, the Board of Government Advisors (including the Government Advisor on Landscape and Water) offers expertise which can be used in case of complex design tasks. A comprehensive knowledge base is also available at a provincial level, for example at the Cultural Heritage Support Centre for Municipalities (Steunpunt Cultureel Erfgoed voor Gemeenten), Monument Watch for preservation and maintenance (Monumentenwacht), Knowledge Centre Adaptive Re-use North (Kenniscentrum Herbestemming Noord), Heritage Homes (Erfgoedhuizen), Landscape Management Netherlands (Landschapsbeheer), and heritage advisory organisations such as Het Oversticht, Hûs en Hiem and Libau.

Within the organisation of the site management, early identification of developments is provided by the Colony managers at an annual expert meeting of the partners. The Advisory Committee for Science, Education and Quality issues advice on the preservation of the spatial quality.

As an example, In Component part A the municipality, the Society of Benevolence, the

Provincial Government, the Heritage Advisory organisation and the Cultural Heritage Agency have organised periodic consultations in which all spatial developments that may affect the OUV are discussed before official spatial procedures are started or permits are applied for.

#### *Spatial framework instruments*

For large-scale spatial interventions the spatial regime, in conformity with the existing EU directives, entails the obligation to perform an Environmental Impact Assessment (EIA) procedure, in which the impact of various proposed decisions must be integrally weighted against each other. The EIA obligation applies to large-scale interventions, for example in the field of wind turbines, housing and industrial estates. In case of the construction or widening of national (and also sometimes provincial) roads, railway lines, etc., a Planning Procedures Order must be issued, which includes the completion of the EIA-procedure.

In addition, various instruments will be proactively deployed in the spatial planning system, to ensure that heritage will be properly taken into account in spatial considerations such as architectural guidelines, vision documents, heritage assessments, etc. Landscape development plans and landscape management plans will be drawn up with a specific focus on the landscape. The results of these studies and visions can subsequently be anchored in the formal spatial planning instruments, such as the future environmental visions and environmental plans, and could play a role in the assessment of applications for permits for developments in an area.

A new instrument that has recently been used in the Netherlands is the Heritage Impact Assessment (HIA). This instrument is deployed to investigate the effects of interventions on the OUV of World Heritage sites in case of developments where tension with the OUV is anticipated. An HIA is not a formal spatial planning instrument, but its results can be anchored in legal planning instruments, as is the case with

architectural guidelines, vision documents, heritage assessments, etc.

#### *Spatial protection of the OUV Colonies of Benevolence*

An analysis of the various policy documents and their legal translation shows that in the current situation the proper safeguarding of the OUV of the Dutch Colonies of Benevolence is largely ensured by national government, provinces and municipalities. The vast majority of the Colonies already enjoy protected status, which includes the OUV. In some cases, further technical adjustments might be appropriate for the protection in zoning plans/environmental plans (Frederiksoord-Wilhelminaoord). In those parts which are not covered by a regime of protected villagescape or landscape, permit-exempt construction is possible in certain cases.

With the introduction of the Environment & Planning Act, improved possibilities will be created to protect all heritage values in the Dutch Colonies of Benevolence and to integrally assess developments. At national level, the protection of the Dutch Colonies will be regulated on the basis of the instructional provision ‘world heritage’ in the Decree on the quality of the living environment, which is part of the national Environment & Planning Act (2021). The entire property will then be covered by this new instructional provision, ensuring proper safeguarding of the OUV. This instructional provision will also be reflected in the provincial and municipal environmental visions, the municipal environmental plans and the assessment of (applications for) environmental permits

#### **HERITAGE POLICY**

The Dutch regime of heritage policy applies a division of responsibilities which differs from the system of protection through spatial planning. The State as well as provinces and municipalities are authorised to draw up a list of protected monuments. Registered national and provincial monuments may consist of more than one building. See for a complete and detailed list of the Dutch monumental status of the



buildings Section 3.1.A of the Nomination File and the Appendix “Attribute List”.

On 1 July 2016, the Heritage Act entered into force. This Act replaces the 1988 Monuments and Historic Buildings Act. The Act regulates the protection of national monuments (buildings and archaeological sites). The designation of protected townscapes and villagescapes will be transferred to the new Environment & Planning Act. In case of any changes to these monuments and protected townscapes and villagescapes, the municipality is responsible for decision-making and licensing, subject to the opinion of the municipal Spatial Quality Committee and, in the event of radical interventions, the Cultural Heritage Agency. If the national monument is located outside built-up areas, the province also has an obligation to advise.

In the case of provincial monuments, the Provincial Monument Regulation applies. Here, too, the municipalities are responsible for decision-making and licensing. Where provincial monuments are concerned, the province has an advisory role.

On the basis of the Heritage Act, the State is responsible for the listing of national monuments, and imposes rules regarding archaeological monument care. On the basis of the Environment & Planning Act, a generic instruction (by the Decree on environmental quality) will be issued to municipalities to take into account the preservation of cultural heritage when adopting environmental plans, and a specific instruction will be issued to the provinces for De Beemster, Stelling van Amsterdam, Limes and Nieuwe Hollandse Waterlinie (New Dutch Waterline). The Dutch government has decided to offer the Colonies of Benevolence similar protection on the basis of the instructional provision ‘world heritage’ in the Environment & Planning Act, and more specifically the Decree on environmental quality. Accordingly, Frederiksoord-Wilhelminaoord and Veenhuizen will be protected at national level.

### **Monument Watch**

In the Netherlands a Monument Watch Federation is established, with a Monument Watch Foundation per province. In the provinces of Drenthe and Fryslân, these provincial Monument Watch branches contribute to the preservation of monuments by taking and encouraging preventive measures, and they have a role in monitoring the state of maintenance. Objective and professional periodic inspections are offered to owners of monuments, including the possibility of minor (emergency) repairs. Subsequently, owners are presented with a written report containing practical maintenance recommendations and a list of priorities.

### **NATURE CONSERVATION**

In the Netherlands, European legislation for Natura 2000 sites is anchored in the Nature Conservation Act (2017, successor to the Nature Conservation Act, the Forestry Act and the Flora and Fauna Act). Through the Nature Conservation Act, certain species of plants and animals are protected. The new Nature Conservation Act stipulates that permits in respect of spatial interventions related to protected species are granted by the municipality and assessed by the provinces. A component of the Nature Conservation Act is the instruction to the provinces to realise the National Ecological Network (formerly the Ecological Main Structure – EHS). This network also comprises economic zones with nature and valuable cultural landscapes. The State has transferred the budget for the purchase, the organisation and the management of areas in the National Ecological Network to the provinces. Subsequently, the provinces determine the actual development, and safeguard the incorporation of the National Ecological Network in the provincial environmental plan. In zoning plans, municipalities carefully define what is and what is not allowed in a National Ecological Network area. All the Dutch Colonies are affected by the National Ecological Network. Unlike Natura 2000 sites, the National Ecological Network does not cover ‘external effects’.

### Responsibilities

Starting from 2021, the new framework leads to the following overview:

	STATE	PROVINCE	MUNICIPALITY
<b>POLICY</b>	National Environmental Vision Vision Heritage and Space	Provincial Environmental Vision	Municipal Environmental Vision
<b>LEGAL FRAMEWORK</b>	Environment & Planning Act Decree on the quality of the living environment Decree activities in the environment Decree buildings in the environment Heritage Act Nature Conservation Act	Provincial Regulation	Environmental Plan Municipal Regulations
<b>INSTRUMENTS</b>	Environmental Impact Assessment Instructional Provision world heritage Instructional Provision Protected townscape/village-scape/landscape Designation national monument	Environmental permits Environmental Impact Assessments Designation provincial monument	Environmental Permits Designation municipal monument

### 3.2.2 Outline of spatial and heritage policy in Flanders

In Belgium, the authority for the recognition of immovable heritage (architectural heritage, archaeology and landscapes) lies with the Flemish Region. In this respect, the Flemish government employs a graduated system:

- 1° The inclusion in a (fixed) inventory.
- 2° The protection by ministerial decree, or through conversion into a spatial implementation plan (RUP).

When immovable heritage is included in the scientific inventory, there are no specific legal consequences. The inventory is primarily a policy instrument.

The Flemish government can legally adopt certain scientific inventories, in which case some legal consequences become applicable for the owner and manager. Only when the competent minister proceeds to protect, preservation is guaranteed: the property must remain minimally in the state at the time of its listing.

In addition to deploying the immovable heritage instruments, spatial planning instruments can also be used to safeguard immovable heritage. In such cases the preservation is a deliberate spatial policy choice at municipal, provincial or regional level.

#### SPATIAL PROTECTION

Since 1980, spatial planning in Belgium has been the responsibility of the different regions (including the Flemish Region). Spatial legislation in Belgium was restructured by the ‘Decree on the Organisation of Spatial Planning’ of 18 May 1999. The decree introduced the Spatial Development Plan and the Spatial Implementation Plans. The region, the provinces and the municipalities can draw up development plans and implementation plans. The spatial implementation plans should comply with the policy options laid down in the development plans.

These principles are included in the Flemish Codex Spatial Planning of 1 September 2009. Article 1.1.4 of this Codex stipulates sustainability and spatial quality as objectives, and puts particular emphasis on the consideration of spatial requirements in relation to other interests. “The spatial planning is focused on a sustainable spatial development (...). In that respect, the spatial requirements of the different social activities are simultaneously considered. Aspects taken into account are the spatial capacity, the consequences for the environment and the cultural, economic, aesthetic and social consequences. In this way it is endeavoured to achieve spatial quality.” The Codex is the most important decree as regards the spatial planning in Flanders.

In general, the subsidiarity principle applies: a government acts in respect of those subjects that are best attended to at the level concerned. It was decided, for example, to draw up a Provincial Spatial Implementation Plan (PRUP) for Wortel Colony, which was identified as an area of supracolony value.

The Municipal Decree (15 July 2005) and the Provincial Decree (29 December 2005) govern the mandatory submission of municipal decisions to the province, and of provincial decisions to the Flemish Government. The higher government layer has the possibility to decide to suspend if, for example, contradictions arise with development plans or implementation plans of a higher level. Suspension is also possible if a decision is found to be inconsistent with directly effective standards from other policy areas than spatial planning (also including heritage policy). In case of suspension, the municipality or province can take a new decision. In this way, decisions on government levels are integrated from high to low. Moreover, the balance of interests between the heritage and spatial quality and other interests is thus controlled.

A lower authority may take a decision that conflicts with a development plan or implementation plan of the higher level (for example, when it is judged

obsolete), but only if the higher level has issued written agreement and if it takes place in or following a plenary meeting about the plan for which approval is required.

For interventions that affect spatial planning, the Flemish Codex RO decides whether a permit is required. In case of permits with regard to protected heritage, it is required to seek advice from Flanders Heritage Agency (Agentschap Onroerend Erfgoed), because the protection should be considered as a direct working standard. This advice must be complied with if it is negative or imposes conditions (see below). The municipality must issue the urban development permit. A number of interventions are exempt from the licensing obligation, for example small detached buildings and small roofless structures. For a number of interventions the licensing obligation has been replaced by a notification requirement, for example for the installation of a large window, interior renovations or the construction of small annexes. However, in the context of protected heritage, permission for these interventions will still have to be obtained from Flanders Heritage Agency.

In addition to the urban development permit, an environmental permit is also required for certain interventions. On 23 February 2017, the environmental permit will come into effect (the implementation decision for the environmental permit was approved on 27 November 2015). This type of permit will replace the planning and environmental permit. The planning and environmental aspects will be evaluated simultaneously upon application. The applications will be submitted to one service, the 'Service Counter All-in-one Permit for Physical Aspects' (Omgevingsloket), followed by one public enquiry and one round of consultations.

An analysis of the various policy documents and their legal translation reveals that the OUV of the Flemish Colonies of Benevolence is already properly safeguarded. The decisions regarding protection as monument and protection as landscape have been incorporated in all spatial policy frameworks, policy plans and management plans.

#### HERITAGE POLICY

The protection is currently covered by the Flemish Decree concerning the protection of immovable heritage ('het Onroerenderfgoeddecreet') of 12 July 2013, which was amended on 4 April 2014. In a decision of 16 May 2014 ('het Onroerenderfgoedbesluit'), the Flemish government set out the details of the implementation. In Wortel Colony there are no formal monuments. Although the buildings in Wortel Colony are not separately listed as monuments, they enjoy similar protection as they are an integral part of the protected landscape.

The Flanders Heritage Agency of the Flemish Region has explicitly been charged with the inventory of the entire valuable immovable heritage (architectural, landscape and archaeological) in Flanders. This inventory is available on the website <https://inventaris.onroerenderfgoed.be>. Inclusion in the established inventory provides administrative authorities with a **duty of care** for the items inventoried, a **duty to state reasons** to investigate if their own activities have an impact and which protective measures are taken, and a **duty to inform** to indicate the inclusion of objects in the inventory in case of transfer of ownership, rent or lease.

In case of changes to the heritage, a municipal urban development permit is required. In this connection, the municipality is obliged to request a binding advice from the Flanders Heritage Agency. This agency is qualified in respect of:

- Advice regarding applications for demolition of items of the architectural heritage.
- Advice on felling of trees or clearing of woody plantings with heritage value.
- Dealing with notifications of archaeological preliminary research involving interventions in the soil.
- Receiving notifications of the commencement of an archaeological excavation.
- Granting permission for any action in or affecting protected items.

The heritage values are protected by the binding advice of the Flanders Heritage Agency, in addition to the protection they already enjoy through the spatial structure plans and implementation plans.

As of 2017, municipalities can be designated as immovable heritage municipality. They can also unite with other municipalities in a recognised intermunicipal immovable heritage authority. A recognised immovable heritage municipality assumes the authorities of the Flanders Heritage Agency in respect of the immovable heritage in its territory. Until now, the city of Hoogstraten has not expressed any ambition in this direction. For the protection of the OUV, recognition as intermunicipal immovable heritage has no added value and is not required.

Apart from the established inventory of immovable heritage, a landscape atlas is available which provides an overview of historical landscape features, structures and entities. Included in the atlas are 'anchorages', landscape ensembles which are particularly valuable from a heritage perspective. Landscapes can be demarcated as Heritage Landscapes in a spatial implementation plan drawn up by a municipality, a province or the Flemish Region. This means that the measures for the preservation of the heritage values and the heritage characteristics are incorporated in the spatial planning regulations. There are legal consequences attached to Heritage landscapes. These are determined through the spatial planning regulations in the spatial implementation plan concerned.

Summarised, an **inventory** can be made of immovable heritage (incorporated in a scientific inventory, but without legal consequences); it can be **defined** (incorporated in the inventory and also 'defined' via a legal procedure, with certain legal consequences for the owner and manager) and **protected** (remain, at the very least, in the same state as at the time of the protection).

Protection can be focused on a monument, a cultural heritage landscape, a townscape or a villagescape and an archaeological site. For each of these kinds of protection, a transitional zone can be established in order to support the heritage value. In case of protected immovable heritage, the Flanders Heritage Agency specifies the heritage values on the basis of a visit to the site. Protection has legal consequences for the owner or another holder of legal rights: the active and passive preservation principle (taking managing and protective measures and refraining from disfiguring or damaging activities), the licensing obligation in case of interventions, a demolition ban and an information obligation in case of transfer of ownership.

The owners and the managers can draw up management plans for immovable heritage and for heritage landscapes. This releases them from the obligation to apply for separate permits for the works incorporated in the Management Plan. Management contributions can be obtained from the Flemish government. These may consist of heritage grants in respect of management, research allowances for carrying out studies and drawing up management plans, and project grants for establishing collaboration agreements and management agreements, and for carrying out awareness-raising and research projects.

The Decree concerning the protection of immovable heritage contains measures to impose judicial penalties in respect of actions or omissions, to force offenders to carry out restorations and pay compensation, or to officially proceed to restoration. In the Flemish Wortel Colony the OUV is properly safeguarded on the basis of the Decree concerning the protection of immovable heritage, and through the inclusion of heritage values and spatial quality in the Provincial Spatial Implementation Plans. Since 1999 Wortel Colony has been recognised as protected landscape.

#### MONUMENT WATCH

In 1991, Monument Watch was founded in Flanders in order to encourage the maintenance of valuable historical heritage. Besides an overarching Flemish office, there are five provincial offices and one office for sailing heritage. Monument Watch conducts periodic inspections and draws up comprehensive reports with concrete recommendations for maintenance, repair and preservation of the building or the interior. Membership applies per heritage object owned. There are no monuments in Wortel Colony so Monument Watch has no tasks there.

#### NATURE CONSERVATION

In Flanders, the European legislation on Natura 2000 sites is laid down in the decree of 21 October 1997, concerning nature conservation and the natural environment (publication Belgian Official Journal: 10 January 1998). In addition, the Species Decree of 15 May 2009 applies in Flanders. This decree specifies which species of animals and plants are protected in the Flemish Region, and which legal consequences are attached to this protected status. In addition to this, the Belgian Royal Decree of 16 February 1976 provides protective measures for certain wild-growing plants.

#### PARTICIPATION IN DECISION-MAKING

Every citizen may submit comments and objections in respect of the various urban development plans and also, for example, protection decisions, under the Heritage Act and the Nature Decree. The plans will be available for public consultation during a certain period. Comments or objections can be submitted in writing. The deciding authority takes the results of the public consultation into account and adjusts the plan, if required. Following this, the government definitively adopts the plan.

In addition, the authorities employ provincial and municipal Committees for spatial planning ('Procoros' and 'Gecoros'), and for the Flemish region the Strategic Advisory Council Urban Planning (SARO). These bodies are composed of representatives of various stakeholders in the area.

# 4

## Organisation Colonies of Benevolence

### 4.1 ADMINISTRATIVE DIRECTION AND FRAMEWORKS IN BRIEF

The Dutch and Belgian governments are responsible for the nomination and safeguarding of the OUV. The State Parties ensure the preservation of the OUV and the propagating of its values. They jointly take the responsibility for a long-term adequate implementation of the Management Plan for the site, and for timely compliance with the procedural requirements for verification by UNESCO, through periodic reports based on monitoring.

Starting point for the organisation is that it will take into account the differences between the two countries and between the Colonies, and that decisions will be taken by overall consensus. Management in the component parts will be implemented through a combination of instruments and supported by the active involvement of the stakeholders, including residents.

The Cultural Heritage Agency of the Netherlands (Rijksdienst voor het Cultureel Erfgoed – RCE, executive institution of the Ministry of Education, Culture and Science) and the Flanders Heritage Agency (Agentschap Onroerend Erfgoed, executive institution of the Flemish Government) will act as Focal Points, in accordance with the procedural requirements of UNESCO. The steering group will request both organisations to participate in the steering group.

The nomination of the Colonies of Benevolence is a Transnational Serial Nomination, which implies a higher degree of complexity, due to management at (inter)national level. Most issues will be dealt with on a local, regional or national level, but some at bi-state level. To carry out those tasks, an Intergovernmental Committee will be installed.

The Netherlands and Belgium have opted for a joint siteholdership with a ‘Nodal Point’, or Site holder, appointed in the Netherlands and in Flanders. This is a simple, pragmatic and effective solution for the transnational and serial site. In the Netherlands,

the siteholdership is invested with the province of Drenthe (on behalf of the two Dutch provinces of Drenthe and Fryslân and the municipalities concerned), and in Flanders with the province of Antwerp, which has delegated this task to the (non-profit) organisation Kempens Landschap. In consultation with Kempens Landschap, it was decided that the province of Drenthe assumes general coordination in matters that transcend the two member countries, as far as these are not matters concerning the IGC.

The member countries will establish a steering group, consisting of administrators of the provinces and municipalities concerned. The steering group, collectively and by consensus, is responsible for the long-term protection of the World Heritage site after nomination. The steering group meets once or twice a year. Through its coordinating role in the siteholdership, the province of Drenthe will provide the first chairman of the steering group following nomination.

On an overarching level, the Site holders in the Netherlands and in Flanders oversee the operational implementation and preparation of the tasks within their responsibility. The Site holders each appoint an operational site manager, who can rely on a compact implementing organisation (programme office). At the same time, the site managers are an extension of – and accountable to – the Site holders. The staff of the programme office will be provided by both Site holders and by other organisations concerned.

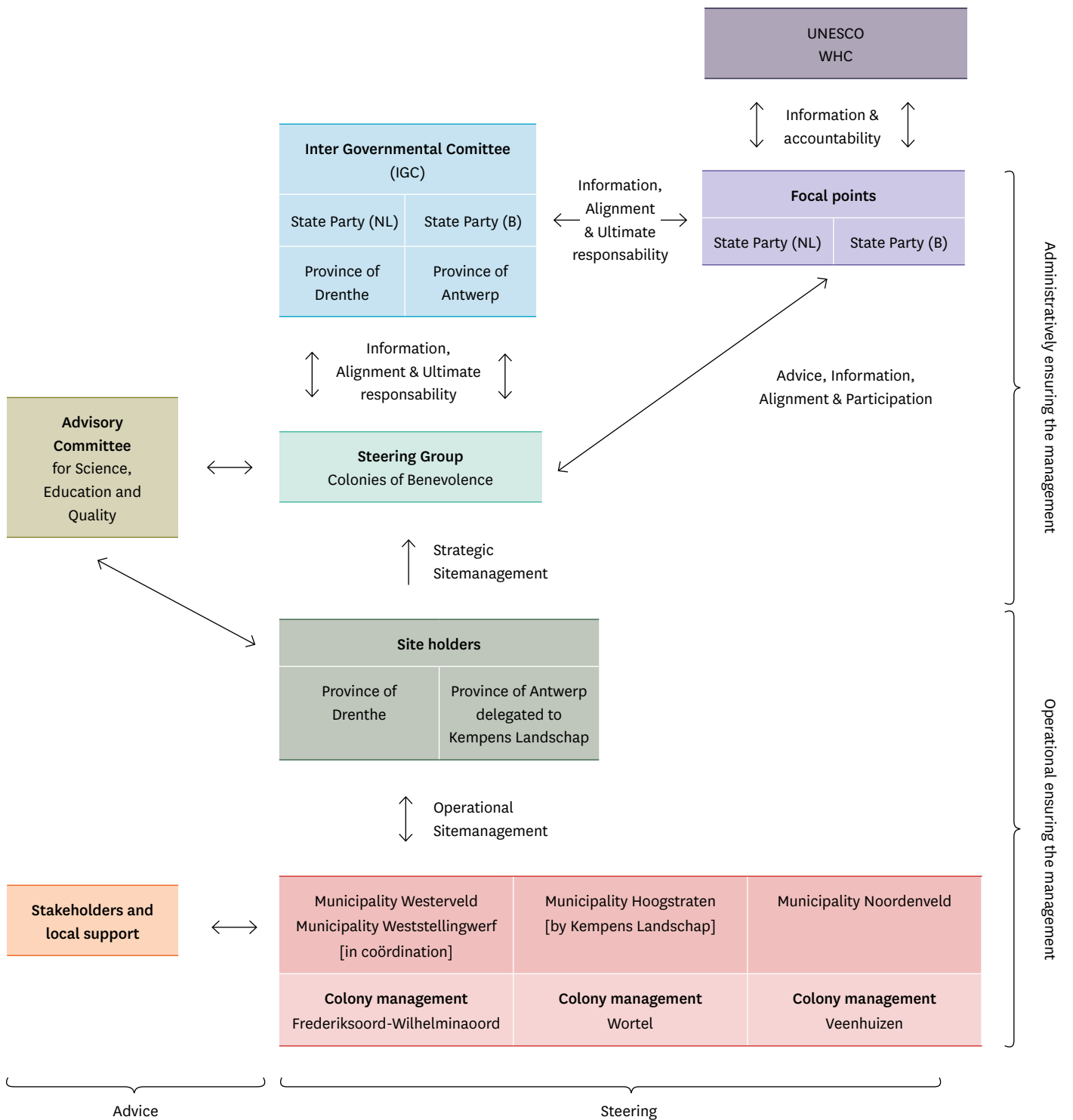
Per component part, one Colony manager will be appointed and a coordination mechanism installed whenever multiple municipalities are clustered in one component part (Frederiksoord-Wilhelminaoord).

Stakeholders, including residents, will be involved at the level of each component part. In the Netherlands, feedback groups will be set up for this purpose, while in Flanders an already existing group of stakeholders and public owners – the Technical Coordination

Committee (TCC) – will be in charge. Tailor-made methods will be applied for informing and involving the residents and users of the Colonies regarding the implementation of the Management Plan.

No later than 1 January 2021, the steering group will establish an Advisory Committee for Science, Education and Quality, for the purpose of issuing advice to the steering group, the Site holders and the Colony managers. Requests for advice as well as the advice issued proceed via the steering group and on an operational level via the Site holders.





## 4.2 STATE PARTIES (FOCAL POINTS)

As far as UNESCO is concerned, the member state (the total of governing authorities in a country), is the party responsible for the nomination, the inscription, the recognition, as well as for the safeguarding of the OUV. Following nomination, in UNESCO terms this requires: an adequate and verifiable management of the site. For each member state, a ‘focal point’ must be designated, as a basis for compliance with the procedural requirements, particularly in respect of periodic reports. In the Netherlands, this position is fulfilled by the Cultural Heritage Agency of the Netherlands (RCE) and in Flanders by the Flanders Heritage Agency. The RCE in the Netherlands and the Heritage Agency in Flanders are requested by the steering group to participate in the steering group. In so doing they will retain their position in respect of UNESCO.

## 4.3 INTERGOVERNMENTAL COMMITTEE (IGC)

The nomination of the Colonies of Benevolence is a Transnational Serial Nomination, which implies a higher degree of complexity, due to management at (inter)national level. Both member states are required by UNESCO to designate one body to act as ‘Nodal Point’ for all matters concerning the nomination of the World Heritage site and its long-term protection following nomination.

Most issues will be dealt with on a local, regional or national level, but some at bi-state level. There are three main tasks regarding the preservation which must be overseen at bi-state level:

- a. Information: each of the State Parties must take ownership towards UNESCO when issues concerning only their part of the site are involved. However, it should be evident that the other State Party must be informed and given the opportunity to contribute.

- b. Alignment: the State Parties are jointly responsible towards UNESCO, when issues raised have a transnational character and involve both State Parties.
- c. Ultimate responsibility: a bi-state structure is required with a mandate to remedy and decide when any conflicts occur between the Site holders at national level.

These three tasks will be undertaken by an ‘Intergovernmental Committee’ (IGC). Both countries will be equally represented in this IGC, by a spokesperson from each of the State Parties and the Chairs of both Site holders. When the IGC fails to reach a unanimous decision, decision-making will be transmitted to ministerial level of both countries.

The communication guideline adopted is that UNESCO communicates with the State Party or State Parties and that the State Parties (the Focal Points) communicate directly with the steering group and the Site holders and/or when necessary with the steering group at the IGC. The Site holders deal with the issue and report back and will (if necessary) transmit the issue to the IGC for a decision.

The Site holders will develop visions for tourism, education and presentation, as well as alignment as regards management and maintenance of the heritage (restoration and re-use) and a common method to anticipate spatial and functional developments. Dissemination of the importance of the OUV of the Colonies is required in cooperation with all the Colonies, including those that are not part of the proposed property. The three bi-state visions will be drawn up in participation with Colony managers, stakeholders and residents, and the Advisory Committee for Science, Education and Quality will be asked for advice concerning the visions. The intention is for these visions to be completed two years after the date of inscription on the World Heritage List.

#### 4.4 SITEHOLDERSHIP

The member states opt for a joint siteholdership, with a Nodal Point, or Site holder, appointed in the Netherlands and Flanders. This provides a simple, pragmatic and effective solution for the organisational issue of a transnational serial site. By opting for a joint siteholdership, differences in culture, working methods and regulations in both countries are taken into account, with an appropriate coordination mechanism in both the Dutch and the Flemish context. The member countries will establish a steering group, consisting of administrators of the provinces and municipalities concerned. This steering group is responsible for the long-term protection of the World Heritage site after nomination and the implementation of the binding recommendations of the IGC.

The joint Site holders can call on parties concerned to fulfil their responsibilities in respect of the nomination as a whole, or in case a party focuses too much on its own component part. This means that the joint Site holders have their own responsibility towards the steering group (see section 4.2) and perform tasks on behalf of the steering group.

The Site holders are charged with:

- Ensuring, on behalf of the steering group, the protection of the World Heritage site as a whole, as well as a long-term adequate protection of the OUV.
- Drawing up the Management Plan.
- Ensuring the implementation of the Management Plan in accordance with the cycle: planning, implementation and execution, monitoring, evaluating and adjusting.
- Ensuring compliance with the periodic (six-year) reporting obligations towards UNESCO.
- Ensuring the implementation of the binding recommendations of the IGC.
- Ensuring the required communication,

harmonisation, coordination and collaboration between the component parts.

- Ensuring the timely involvement of relevant authorities and stakeholders at the level of the site as a whole and, as far as propagation is concerned, of all the original Colonies of Benevolence.
- Ensuring, together with all the parties concerned, the availability of sufficient resources for the implementation of management measures.
- Ensuring timely consultation of the Advisory Committee for Science, Education and Quality, including advice in respect of separate component parts.
- Ensuring timely consultation and agreement with the steering group and, if necessary, with each separate member of the steering group, to achieve the administrative safeguarding of the harmonisation required by UNESCO (working on the basis of the same ambition, principles and starting points) in the implementation of the Management Plan.
- Implementing the bi-state level visions on tourism, education and presentation, the alignment as regards management and maintenance of the heritage (restoration and re-use), and a common method to anticipate spatial and functional developments.
- Promoting the development of a vision for the joint operation.
- Stimulating the mutual exchange of knowledge and the presence of expertise in the field of spatial quality, to ensure that developments take place on the basis of the OUV and with the employment of knowledge of the heritage and design expertise.
- Timely administrative identification of and reaction to threats and developments that might affect the OUV of the World

- Heritage site (for example outcomes Heritage Impact Assessments (HIA)).
- Timely involvement of the steering group and steering group members in upholding and further reinforcing the support and enthusiasm for the World Heritage site among the stakeholders and in society (propagating World Heritage site Colonies of Benevolence in coordination with the stakeholders regarding the visitors' centres).
- Being the first point of contact for national governments, including IGC, and involving them in the field of knowledge and advice concerning the implementation of management.

In the Netherlands, the shared siteholdership is invested with the province of Drenthe, which acts on behalf of the Dutch provinces of Drenthe and Friesland and the municipalities concerned. In Flanders, the siteholdership is laid down with the Province of Antwerp, which delegates this task to Kempens Landschap. Since 1997, Kempens Landschap, on behalf of the province of Antwerp, has acted as manager of Wortel Colony, and has signed the charter for the nomination. In consultation with Kempens Landschap, the province of Drenthe will assume general control in matters that transcend the two countries, as far as these are not matters concerning the IGC.

#### 4.5 STEERING GROUP

Tasks associated with the propagation of the meaning of the World Heritage site (communication), the control of the overarching spatial aspects, harmonisation and coordination, monitoring and periodic reports that transcend the component parts, are implemented on an overall level and performed collectively, and managed by the site manager under the administrative authority of the steering group. The organisation assumes that a mixture of instruments

will be required to ensure adequate management. In addition to regulations, the use of other policy instruments is imperative: communication and marketing, networking, development of programmes and projects, fundraising, financial management etc. This calls for powers of seduction, persuasiveness and social commitment. The site management delegates the application of these instruments to the party that is best equipped for this purpose. This requires a clear supervision of the implementation of measures taken by the parties for the whole of the site and for the Colonies.

In the nomination phase, a steering group has been active consisting of administrators of the provinces and municipalities concerned. The steering group is responsible, collectively and on the basis of consensus, for the long-term protection of the World Heritage site following nomination, as far as it does not concern matters for the IGC. Members of the steering group are representatives of both State Parties, both Site holders and the provinces and municipalities concerned.

The steering group is responsible for:

- Administratively contributing and ensuring the continuing and further reinforced support and enthusiasm for the World Heritage site among stakeholders and in society (propagating World Heritage site Colonies of Benevolence in coordination with the stakeholders regarding the visitors' centres).
- Administratively safeguarding the harmonisation in the implementation of the Management Plan. In practical terms, this concerns the harmonisation of the management of all the individual Colonies, in order to operate on the basis of a common set of objectives for the protection of the OUV.
- Ensuring the implementation of the binding recommendations of the IGC.
- Ensuring, if necessary, the implementation

of advice from the Advisory Committee for Science, Education and Quality.

- Timely administrative identification of and reaction to threats and developments that might affect the OUV of the World Heritage site (for example outcomes Heritage Impact Assessments).
- Administratively ensuring the raising of the necessary means for the implementation of the Management Plan, including the functioning of the organisation necessary in this respect, which is charged with the practical implementation of the management measures. These management measures are to be incorporated in an implementation programme for the overarching activities, to be adopted annually, including a progress report.
- Administratively safeguarding the timely compliance with monitoring and reporting obligations towards UNESCO.

The steering group appoints one of its members as chairman and meets once or twice a year. On account of its management role in the shared siteholdership, the province of Drenthe will provide the first chairman following nomination.

#### 4.6 IMPLEMENTING ORGANISATION AT PROGRAMME LEVEL

On an overarching level, the Site holders are responsible for the operational implementation and preparation of the tasks that are part of his responsibilities. In brief: the operational management of the World Heritage site must be carried out. The Site holders appoint an operational site manager, who can rely on a compact implementing organisation, which is fed by the organisations responsible for implementation in the component parts. This complies with the UNESCO requirement of an adequately organised operational management for

the transnational and serial nomination. For the performance of his tasks, the site manager can rely on a compact implementing organisation (programme office). This is necessary in order to fulfil the tasks of the operational management on an overarching level. The site manager also serves as the extension of – and is accountable to – the joint Site holders.

The programme office is staffed by both Site holders and other organisations concerned. The size, as well as any costs arising from the appointment of the site manager and the implementing organisation, are identified in chapter 5 (Section 5.4). The programme office boasts expertise in specific areas, such as communication, education, research, promotion and marketing and/or monitoring (this listing is not exhaustive) and administrative support. The need to draw on this expertise will vary in time as regards intensity and extent, which requires a flexible attitude on the part of the organisations involved.

The operational management entails:

- The implementation of the Management Plan and following from that the long-term preservation and protection of the OUV of the World Heritage site in accordance with the Management Plan.
- The implementation and harmonisation of the management in and of the separate Colonies.
- The alignment, coordination and, in consultation with the steering group Colonies of Benevolence, implementation of the Management Plan and the responsibilities towards UNESCO.
- Ensuring that, where necessary, the signals and recommendations of stakeholders from the various Colonies are aligned at overarching level and presented to the steering group.
- Maintaining contacts with IGC and the Advisory Committee for Science, Education and Quality on an operational level.

- Raising sufficient resources (people, knowledge and money) for the implementation of the (overarching) measures in the Management Plan.
- Timely detection and identification of developments that might affect the OUV of the World Heritage site and timely adoption of measures focused on such developments.
- Ensuring that the organisation is prepared for and able to deal with risks and calamities.
- Monitoring the World Heritage site and carrying out practical preparations for complying with the reporting requirements of UNESCO, including the six-year review.
- Propagating the World Heritage site through the most uniform and harmonised possible implementation of: communication, education, knowledge development and sharing, information and promotion and marketing.

#### 4.7 ORGANISATION PER COMPONENT PART

UNESCO requires that the member states ensure an adequately equipped operational management at the level of each separate component part. Per component part, a Colony manager is designated. In case of Frederiksoord-Wilhelminaoord, each municipality will designate a Colony manager and a coordination mechanism will be set up. The manner in which this management is implemented may be different for each component part and requires a tailor-made approach. Below, the administrative frameworks and the organisational structure per component part are outlined.

##### 4.7.1 Administrative direction and frameworks

In Flanders, Component part Wortel is managed by Kempens Landschap. The administrative direction takes place through the existing structures of the province of Antwerp and the Board of Kempens Landschap, in which the province and the municipalities are represented. In the Netherlands, alignment is sought with the structure as developed in the nomination phase in respect of the component parts located in the Netherlands, whereby the municipalities take the lead in orchestrating the implementation of the management measures.

The *Colony management* encompasses:

- Long-term preservation and protection in accordance with the Management Plan.
- Propagation of the World Heritage site through communication, education, knowledge (research and exchange), information, and promotion and marketing, including coordination with stakeholders regarding the visitors' centre in or nearby the component part.
- Ensuring harmonisation, coordination, involvement and interaction with stakeholders, including citizen participation.
- Providing sufficient resources (people, knowledge and money) for the implementation of management measures.
- Ensuring timely detection and identification of the effects of developments that might affect the OUV, and adopting appropriate measures.
- Being prepared for, able to deal with and respond adequately to risks and calamities.
- Providing adequate information for the purpose of monitoring and reporting by the countries to UNESCO.
- Sharing relevant information with the site management.
- Encouraging the mutual exchange of

knowledge and the availability of expertise in the field of spatial quality, so that developments take place on the basis of the OUV and with the employment of knowledge of the heritage and design expertise.

Especially in the field of harmonisation, alignment and coordination, the nature of these tasks makes them the direct responsibility of the Site holders. Consequently, they will be carried out under his direction.

#### 4.7.2 Organisational structure at a Component part level

In Component part A, Frederiksoord-Wilhelminaoord, including Vierdeparten, the coordination structure in which the municipalities Weststellingswerf and Westerveld collaborate, will be upheld on an administrative and official level. The provinces of Drenthe and Fryslân participate in the implementation of the Management Plan, in the case of Fryslân on the basis of delegation to the municipality of Weststellingwerf. At implementation level, the Foundation Society of Benevolence and the agricultural organisations are requested to participate in the implementation of the Management Plan in this component part.

In Component part B, Wortel in Flanders, the implementation structure is organised by Kempens Landschap.

In Component part C Veenhuizen, the Colony management is carried out by the municipality of Noordenveld, in close collaboration with the province of Drenthe and the national government.

Per Component part there is room for tailor-made solutions, within the structures listed below:

- A Colony manager who acts as first point of contact for the Site holders and, on an

operational level, the overall site manager designated by the Site holders.

- A coordination structure, or mutual agreements between the governments on the approach to management only within Component part A.

#### 4.8 INVOLVEMENT OF STAKEHOLDERS AND LOCAL SUPPORT

At present, the organisation is provided with structure and content by the authorities involved. They are aware of the fact that support and active involvement of stakeholders in the area (landowners, farmers, residents, education, etc.) is needed to arrive at an adequate implementation of the management measures, and for the operation and maintenance of the component parts and the site as a whole. It is up to the authorities to control the management of the World Heritage site, in mutual collaboration and together with stakeholders. The participation of stakeholders and users shall be given shape on the basis of a network approach, and will require tailor-made solutions per component part. Such participation will comply with the requirements of laws and regulations in respect of spatial planning and heritage policy.

Involvement of local communities, i.e. stakeholders and residents, is organised in all the component parts. Both in the Netherlands and in Flanders, stakeholders and residents are closely involved in the development of their habitat, being the area in which they live and work. Participation of residents and stakeholders is common policy for governing authorities in both countries in respect of all kinds of developments with a possible impact on society, and is also formally arranged through possibilities of objection and appeal within the framework of the laws and regulations in both countries. Therefore, this is basically regulated much more broadly than the protection of the OUV. In addition, the involvement of the residents in the

component parts is seen to through information evenings, newsletters (Component part A), and participation in the feedback group in the Netherlands and representation in the Technical Coordination Committee in Flanders.

It should be noted that the stakeholders are a very diverse group, comprising large landowners, farmers, foundations, inhabitants/private individuals, educational bodies and numerous users, visitors and interested parties. Per component part a tailor-made way will be sought to inform individual stakeholders and involve them in the future implementation of the Management Plan, in which stakeholders (can) play a variety of roles. Consultation with stakeholders will continue in a similar fashion following nomination.

Following nomination, it is intended to grant an active role to the Foundation Society of Benevolence and agricultural organisations in the Colony management of Component part A.

In the Dutch component parts there are feedback groups. In addition, regular informational evenings on current topics are held for inhabitants. In the feedback groups, consultation takes place on a more structural basis, and agreements are made concerning each party's involvement with the protection of the OUV, the implementation of management measures, the contribution to subjects such as education and information, and the management of the site. Such agreements are tailor-made, and can be different per stakeholder. The operating mode in respect of the advisory group will be further professionalised, taking into account the responsibilities of the parties.

In Flanders there is no feedback group. In the Component part Wortel, most of the stakeholders have a seat in the Technical Coordination Committee (TCC), chaired by Kempens Landschap. In this Committee, all the relevant decisions are pre-discussed. For inhabitants and local residents, regular informational evenings are held.

The involvement of stakeholders is organised per component part. At the level of the transnational and serial World Heritage site and the steering group, stakeholders are not represented, in view of the fact that their interest concerns mainly the component part. The steering group is advised by the Advisory Committee for Science, Education and Quality.

In respect of decisions in the context of spatial planning or heritage policy which also affect the Colonies of Benevolence, the statutory forms of advice (including from the Focal Points RCE and Flanders Heritage Agency and also the IGC) and consultation of parties concerned are complied with. All the parties are given the opportunity to submit views, comments and objections.

#### 4.9 ADVISORY COMMITTEE FOR SCIENCE, EDUCATION AND QUALITY

No later than 1 January 2021, the steering group will establish an Advisory Committee for Science, Education and Quality, for the purpose of issuing advice to the steering group, the Site holders and the Colony managers. Requests for advice as well as advice issued proceed via the steering group and on an operational level via the Site holders and site management. The Site holders maintain the contacts with the Advisory Committee. The steering group can invite the Advisory Committee on an ad hoc basis to attend meetings and ask for advice. The Committee may also through the Site holders advise Colony managers on issues concerning a component part which might affect the OUV in the component part and/or the Colonies of Benevolence as a whole. In addition to expertise regarding heritage and culture, the Committee also has knowledge about spatial and landscape quality and nature values.



On the overall level of the three component parts, the safeguarding of the OUV is the central task of the steering group and the site managers, and the IGC at bi-state level (if required). An inherent aspect of the context of a living landscape is that initiatives may present themselves in one or several of the component parts that might have an impact on the quality of the entire site. This will lead to a series of managerial tasks to be carried out, including early detection of such developments, and meetings, at least once a year, of experts on the subject from provinces and municipalities, in order to jointly consider developments and trends, and how to address these in a coordinated way.

UNESCO requires particular attention being paid to the role and position of science during and following the nomination. So far, scientists have been involved in the nomination file on a temporary basis, for example, in drawing up the OUV (thematic research group), the Comparative Analysis and the landscape analysis.

#### 4.10 SPATIAL AND LANDSCAPE QUALITY CONTROL

The central task for the steering group and the site manager on the overall level is to preserve the OUV. Intrinsic to living landscapes is that initiatives may present themselves in one or more of the component parts that may affect the quality of the entire site.

The organisational model comprises three levels to ensure the early identification of initiatives that are important for the adequate protection of the OUV of the Colonies:

- The steering group, under the direction of the Site holders, ensures timely identification of and reaction to administrative developments with a potential impact on the World Heritage site.
- The Site holders ensure timely identification of trends and developments with possible consequences for the OUV of

the Colonies of Benevolence and proposes, if desired, measures for protection.

- The Colony managers observe and identify the effects of trends and developments, and take appropriate action if required.

On this basis, the Site holders can ensure timely identification of developments that might affect the OUV, and at an early stage enter into consultations with parties concerned, seek advice, initiate or carry out research, or organise mediation. This early detection makes it possible to explore alternatives and discuss effective protective measures.

On an overall level it is also important to ensure that such initiatives are not only detected at an early stage, but also to provide for an approach whereby the OUV is safeguarded on the basis of an adequate elaboration of such developments regarding spatial and landscape quality.

The Advisory Committee for Science, Education and Quality has an active role in achieving this. The Committee will be asked to issue advice on developments in the component parts that may affect the values and qualities in the whole Colony area. For this purpose, the Committee will be composed of Flemish and Dutch experts on heritage, spatial quality, urban design and landscape. The members of the Committee may, if required, call on third parties to bring in specific expertise. In respect of the contribution of Dutch experts, contact will be sought with the regionally operating quality teams from Het Oversticht, Hûs en Hiem and Libau. The Committee will operationally report to the site manager, who will present the advice to the steering group.

In addition to the advisory role of the Advisory Committee for Science, Education and Quality, the available experts of the parties in the steering group in the fields of, for example, heritage, spatial quality, urban development, recreation and tourism and landscape, meet once a year. The objective of this meeting is to share and exchange knowledge and

experience regarding developments in the component parts and ways in which these can be adequately anticipated. The meeting reflects on cases that have arisen in the past year and on developments to be expected in the next year. The meeting aims, where possible, to arrive at the most uniform approach to future initiatives in the Colonies of Benevolence, with the focus on the preservation of the OUV. The basic principle of the meeting is the preservation of a high spatial and landscape quality.

#### 4.11 EXTRAORDINARY CHAIR CULTURAL HERITAGE AND SPATIAL PLANNING

Component part A – Frederiksoord-Wilhelminaoord: The municipality of Westerveld has taken the initiative to install an extraordinary chair on Cultural Heritage and Spatial planning and Social engineering, dedicated to the Colonies of Benevolence, in close cooperation with Wageningen University and Research (WUR). The aim is to develop knowledge about the use of heritage values as a resource for innovative solutions and approaches to current local, regional, national and global issues.

#### 4.12 MAINTAINING CONSENSUS

Consensus in decision-making is the basic principle of the collaboration of the state parties that submit the nomination. So far, this has proved to be a very workable model, and the parties will continue in similar fashion following nomination. The organisational model contains a joint management Committee (the steering group Colonies of Benevolence) and an Intergovernmental Committee for issues on a bi-state level. Moreover, the Advisory Committee for Science, Education and Quality can advise the steering group. If, despite working on the basis of consensus, discussions arise between the State Parties, the Site holders and the steering group about matters affecting the OUV, such matters will be referred to the IGC (bi-state level).

When the IGC fails to reach a unanimous decision, decision-making will be transmitted to ministerial level of both countries. Consensus is the starting point, and the intention is that parties solve and manage disagreements through mutual consultation before referring matters to the IGC.

Disagreements may arise, both between the two countries and between the various levels of government within the countries, or within the coordination mechanisms at component part level. Differences may also arise between departments of one and the same government (national, regional, provincial, municipal) in the assessment of the interest of the heritage against other interests such as traffic, nature, energy production, etc.

As regards the alignment between member states, the steering group is the platform where agreement should be reached, and the IGC if necessary.

For the alignment within each government, the representative of that government in the steering group is responsible. For the alignment between the governments in each country, there are instruments in spatial policy, and nature and heritage policy, through which higher government levels can intervene – if desired – if lower government levels conduct matters in a way that does not conform to higher-level policy. However, such instruments (suspension, designation) are rarely used in practice, since the process of coordination and consensus prevails between the governments. In order to reinforce the consensus model, the Site holders can decide to use positive instruments to help parties in resolving disputes, for example by initiating or carrying out research, by seeking expert advice or through the use of additional resources. The Advisory Committee for Science, Education and Quality, or its members with specific expertise, can be called in as advisory body, also through the site manager by the Colony managers. A further option is to resort to mediation. Only as an ultimate and best avoided remedy, controlling and corrective instruments may be employed, or referring

the issue to the steering group and/or IGC. The member states bear the ultimate responsibility for the nomination of the Colonies of Benevolence as a serial and transnational World Heritage site, and the maintenance of the approval.

In *Flanders*, the consensus model is the basis for the collaboration of parties with Kempens Landschap and the standard working method in the Technical Coordination Committee (TCC). This is also the basis on which consultations take place when developments or trends occur with a potential impact on the OUV. Although Kempens Landschap formally does not have the power to overrule, it is recognised as an intermediary organisation by all the parties, while its position is also laid down in the form of a non-profit organisation with all the relevant authorities in the Board of Directors.

In *the Netherlands*, such a coordination mechanism is less unequivocally regulated. The province of Drenthe will realise its coordinating role through bilateral contacts with the Dutch partners. To this end, further agreements have been made in the Netherlands between provinces and the municipalities on the consistent discussion of issues and developments that transcend the level of a component part or that may affect the OUV. It is desirable in this respect that the status of the Colonies of Benevolence is included in visions and policy instruments at national and provincial level. For example, the Netherlands integrates all its World Heritage sites in the Environmental Law Decision, while following nomination the provinces will definitively include the World Heritage status of the Colonies of Benevolence (including the OUV) in their environmental vision and in the provincial heritage policy.

The communication guideline adopted, is that UNESCO communicates with the State Party or State Parties and that the State Parties (the Focal Points) communicate directly with the steering group and the Site holders and/or when necessary with the steering group at the IGC.

The following steps are taken if discussion arises about developments or measures affecting the OUV:

- Upholding the consensus model is paramount
- The Site holders play an intermediary role in consultation about developments and trends with a potential impact on the OUV.
- All the parties inform each other at an early stage on developments and trends with a potential impact on the OUV.
- The Site holders focus on finding a solution to a problem or a disagreement which is acceptable to all the parties and has the mandate to react by:
  - Initiating early consultations with parties concerned: setting the agenda for discussion with official and administrative parties responsible in the Colony concerned.
  - Seeking advice from the Focal Points and the Advisory Committee for Science, Education and Quality. Colony managers too may seek such advice.
  - Make proposals to come to a workable solution.
  - Facilitating consultation between the relevant authorities and the initiators of the developments.
  - Issuing research assignments.
  - Encouraging parties to have a Heritage Impact Assessment (HIA) or an expert assessment (weighty opinion) drawn up.
  - Starting mediation.
- The Site holders / steering group will (if necessary) refer the issue to the IGC for a decision.
- The IGC will refer the issue to ministerial level of both countries if they fail to reach a unanimous decision.

# 5

## Main management challenges

This chapter indicates how to deal at an aggregate level with developments (opportunities and threats) that the component parts may have to face. In the sections dedicated to each component part, this is further detailed per component part.

General introduction on how to deal with developments the component parts may have to face and what the approach should be on the basis of a common framework, with an elaboration in each component part in the sections.

### 5.1 COLLECTIVE RESPONSIBILITY FOR ADEQUATE MANAGEMENT

#### 5.1.1 Common and supported ambition

The Colonies of Benevolence attach great importance to a common and supported management of the OUV of this 'cultural landscape'. From the beginning of the nomination, much attention has been paid to consensus in respect of the approach and the involvement of local and regional partners as well as the people who live and work in the landscape, practise agriculture and/or enjoy recreation there. This will be continued following approval.

The ambition is to propagate the history of the Colonies of Benevolence from their beginnings, and the way they have developed, and to make this known and accessible to a wide audience. This is achieved through visitors' centres, documentaries, books, theatre productions, websites and many other

media, but also by properly maintaining, protecting and partly valorising the landscape with the representative buildings. The Colonies are well aware that a joint endeavour of the seven Colonies originally founded is required to accurately reflect this history. The collaboration on propagation with these parties will be ensured through a new Charter.

The parties in the nominated component parts are prepared to make a joint investment, now and in the future, in order to preserve this unique landscape that marks a special part of Dutch and Belgian history, also for future generations. The propagation of this history will take place in collaboration with stakeholders regarding the visitors' centres and the parties involved in the parts of the Colonies originally founded that have not been nominated.

Many of the values we nowadays consider normal in the society of both countries stem from this period, and the two countries wish these values to remain visible also for young people. The comprehensive, nationally organised experiment in poverty reduction in the Colonies of Benevolence was indeed a social initiative of unprecedented scope, rooted in the principles of the Enlightenment. Current values as regards emancipation, self-reliance, freedom of religion, right to education and care of the elderly in both countries have their basis in the Colonies of Benevolence. The experiment had a great impact on ideas about the edification of the masses, upward social mobility and the role and responsibility of the State in this connection in 19th century Europe. To this day, the story of the Colonies of Benevolence remains very much alive and the parties jointly wish to continue to propagate this.

The long-term strategy for managing the component parts is aimed at the preservation and reinforcement of the OUV. The development philosophy encompasses a strategy in which the cultural heritage cohesion of the territories is a determining factor and a source of inspiration for the sustainable development of these areas, and the adaptive re-use of buildings in line with

landscape structures and the history (agriculture, agricultural innovation, care, housing, education, detention, recreation) of the Colonies of Benevolence.

### **5.1.2 A powerful organisation based on collectiveness**

The Colonies of Benevolence jointly coordinate and control the management of the site as a whole. The province of Drenthe and Kempens Landschap (on behalf of the province of Antwerp) act as Site holders. Administratively, a steering group has been established under which the Site holders operate. At bi-state level, the Intergovernmental Committee will be installed. The Advisory Committee for Science, Education and Quality will provide advice to both the Site holders and the Colony management. The parties that are members of the steering group have made manpower and resources available for the site management. The Site holders are responsible for the adequate management of the World Heritage site as a whole. The Site holders launch the activities that preserve and improve the quality of the World Heritage site and is also responsible for communication, coordination, monitoring and periodic reporting. The Colony managers are responsible for the preservation and management of the property, as well as for managing the effects that may arise from a larger area of influence. The development of four visitors' centres to propagate the history of the Colonies of Benevolence on the basis of one joint concept is realised partly through private initiatives. In the Dutch Colonies, consultation with feedback groups takes place on a structural basis, and agreements are made regarding each party's commitment to the protection of the OUV, the implementation of management measures, the contribution to subjects such as education and information, and management of the property. In Belgium, most of the stakeholders have a seat in the Technical Coordination Committee (TCC), of which Kempens Landschap is chairman. Here, all the relevant decisions are pre-discussed.

For inhabitants and local residents, regular informational evenings are held in all the component parts. The Colonies of Benevolence involve owners, users and scientists in the development and implementation of the site management and the safeguarding of the quality of the heritage. The management provides continuity in respect of the contribution of the environment and of specific expertise in managing and preserving the quality of the heritage.

### 5.1.3 Government management and protection

In the Netherlands, the OUV of the Colonies of Benevolence is safeguarded through national policies, and in Belgium (Flanders) through regional policies.

Laws and rules are laid down in three systems:

- The system of protection through spatial planning.
- The system of the (immovable) heritage policy.
- The system of nature policy.

In addition, the nature values are protected by European legislation such as Natura 2000.

At national level, the component parts of the Colonies of Benevolence in the Netherlands are largely recognised as ‘State protected villagescape’; Frederiksoord (1999 and 2009), Wilhelminaoord (2009) and Veenhuizen (1999 and 2008). By 2021, the Dutch component parts will be enjoying protection on a national level by the Decree of environmental quality, as part of the Environment & Planning Act.

In Flanders, Wortel Colony is recognised as ‘protected cultural heritage landscape’ (1999 and 2007). This ensures protection at the highest possible level.

A ‘state protected villagescape’ or a ‘protected cultural heritage landscape’ entails recognition of the special cultural heritage value of an area, as does the recognition of the Dutch component

parts as protected World Heritage by the Decree on environmental quality, with the objective of preserving and protecting the characteristic spatial quality of a place and the landscape heritage. Spatial interventions require careful examination of the existing quality.

In the Netherlands, townscapes and villagescapes are spatially protected by the municipalities through a ‘dual zoning’ (for example Value Cultural Heritage) in the zoning plan. An environmental permit is required to (re-)build or demolish within a protected townscape or villagescape.

In Flanders, owners and managers are obliged to keep the landscape in a protected cultural heritage landscape in a proper state, by carrying out maintenance and preservation tasks.

In both countries, the representative buildings enjoy monument status and these components are protected in the landscape structure. Since 2000, large-scale restorations of landscape structures and buildings have been taking place.

In case of unexpected large-scale developments occurring that might affect the OUV, an HIA is to be carried out in this respect. The outcomes of the HIA will be taken into account in decisions about the location and implementation of the development.

### 5.1.4 Protection nature values

In the Dutch component parts, sections of the property and areas in the setting belong to the National Ecological Network, which ensures the protection of the nature values. For Wortel Colony the nature values and their protection are an integral part of the protected status of the landscape. In both countries, Natura 2000 sites have been designated (Veenhuizen) in or near the component parts. Consequently, they are part of a network of nature reserves and enjoy protection at both national and European level.

### 5.1.5 Rehabilitation of landscape, nature and buildings

From the beginning of the 21<sup>st</sup> century and based on a long-term vision, both in Belgium and in the Netherlands large-scale investments have been made on behalf of the Colonies of Benevolence in the preservation and rehabilitation of the structure of the landscape and the buildings. In this connection, much attention is paid to sustainable exploitation and local business activities, in keeping with the cultural and historical essence of the areas.

### 5.1.6 Recognition for management and maintenance of landscape and heritage

The separate areas received international recognition for the way they manage and maintain the landscape and heritage up till now. In 2011, Veenhuizen won the EDEN Award of the European Commission and was labelled as a European Destination of Excellence. The adaptive re-use of local heritage successfully contributes to Veenhuizen being a sustainable tourist destination.

Because Westerveld uses cultural heritage as a driving force for its identity and as a connecting element between its cores, this municipality in 2011 won the BNG heritage prize awarded by the Dutch Municipal Bank. Inhabitants are actively involved and are enthusiastic participants in processes and projects.

In 2014, Kempens Landschap won the Europa Nostra Award in the category 'dedicated service'. The jury stated that, since the adoption of the European Landscape Convention, 10 years ago, it had hardly witnessed a more effective example of the expression of the European vision. The Society of Benevolence received a special recommendation from Europa Nostra in 2015 for their efforts to restore and maintain the intangible and tangible heritage of its predecessor(s).

## 5.2 STATE OF CONSERVATION

### 5.2.1 Maintenance and management of the attributes

The attributes of the Colonies of Benevolence are:

- The characteristic typology: the characteristic landscape typologies  $\alpha$  and  $\beta$  of the Colonies of Benevolence in their flourishing period – with representative relict landscape layers illustrating the functional and spatial coherence.
- The grid: all the individual components of the orthogonal grids: planted roads, waterways, the measurement system applied and the place of the buildings in the grid.
- The representative buildings and planting: buildings, ensembles and planting which are representative of this panoptic model of an agricultural colony.

All the component parts consist of a combination of landscape layers of the Colony phases I and II, which together illustrate the flourishing period of the Colony model. In Component part A, Frederiksoord-Wilhelminaoord, with free Colonies, both layers of typologies  $\alpha$  and  $\beta$  are represented. In Component part C, Wortel, with a hybrid character, where free evolved into unfree, layer  $\alpha^1$  together with layer  $\beta^2$  are represented. In Component part C, Veenhuizen, both layers of typology  $\beta$  are represented. The characteristic layouts associated with typologies  $\alpha$  and  $\beta$  are in good condition. Everywhere, this structure was laid down in spatial plans, plans for roads and waterways, and nature plans, and it is largely protected as townscape or villagescape and landscape.

The preservation of the grid calls for *regular management and maintenance* of the landscape structure: the planted roads, the water structure and the plots. This is provided for in the regular management and maintenance programmes (to

which budgets are allocated) of the road authorities, water authorities, organisations for the management of landscapes and sites, or it is part of the regular management programme of the owners. Preservation of the plots is part of the zoning plans. The preservation of the planted roads is also part of nature plans and is regulated by licenses.

The representative buildings from the two flourishing phases of the evolution of the Colonies of Benevolence have remained preserved and are *protected* by the designation as protected townscape and villagescape, protected landscape, or on the basis of the monument status of the respective buildings and, in consequence, the effect on spatial decisions. A number of these objects are in the course of *restoration* and *adaptive re-use* is sought, in line with the history and functions (agriculture, agricultural innovation, care, housing, education, detention) in case of existing or imminent vacancy. Adaptive re-use with recreational functions is a relatively recent phenomenon.

Furthermore, in recent years restorations of characteristic elements in the structure of the Colonies of Benevolence have been carried out. This not only applies to objects (for example the restoration of waterworks in Veenhuizen), but also to typical structures (for example landscape structures and ‘wijken’ in Veenhuizen).

### 5.2.2 Planning of management and maintenance

Management and maintenance are regulated in a variety of ways. In the sense of protection by means of Decrees at State level and zoning plans and environmental plans of municipalities (10-year cycle), including the protected townscapes, villagescapes and landscapes if necessary, but also in accordance with the regular planning trajectories in respect of, for example, municipal green plans and water management. The owners of monuments have a maintenance obligation, and in this respect the

periodic services of the Monument Watch are at their disposal.

### 5.2.3 Long-term objectives protection and rehabilitation

The long-term overall strategy is aimed at the preservation and reinforcement of the OUV in all the component parts. The main challenge for the Colonies of Benevolence is to preserve the quality of life in the areas and to seek and incorporate new economic impulses. The development philosophy encompasses a strategy in which the cultural heritage context of the areas prevails and serves as an inspiration for sustainable development, as expressed by Drenthe in its cultural policy and in the Environmental Vision of this province.

In all the Component parts rehabilitation (restoration, adaptive re-use and landscape rehabilitation) is part of the spatial and nature plans. The adaptive re-use in all the Colonies should be in line with the landscape structures and history (agriculture and agricultural innovation, care, housing, education, detention, recreation). The Site holders will develop a common vision on the further alignment with regard to management and maintenance of the heritage (restoration and re-use) and a common method to anticipate spatial and functional developments.

## 5.3 DEALING WITH TRENDS AND DEVELOPMENTS

In the Colonies, analyses have been carried out regarding the trends and developments that might affect the OUV and the spatial quality of the Colonies now or later. For each development or trend deemed relevant, possible management tasks and measures to be taken have been articulated. Trends and measures investigated are: residential development pressure, business development pressure, changed agricultural use, recreation and tourism, comprehensive water



management, infrastructure and traffic, nature and landscape, heritage and archaeology, climate changes/calamities and cumulation of (small-scale) interventions.

These changes not only occurred in recent years, but took place to a greater or lesser extent throughout the history of the Colonies of Benevolence. The organisation and management of the component parts were always adapted accordingly. Changes took place in the first phase of the foundation of the Society of Benevolence, and particularly in the second phase (1860-1918), with the establishment of the State Institutions (unfree Colonies) and privatisation (free Colonies).

*Housing preferences*, for example, changed with family sizes and the extent to which the residents as colonist, vagrant or official, were tied to the institutions within the Colony. Houses were modernised and enlarged to adapt them to new requirements. In some places, houses and industrial buildings were demolished and new ones were built. Currently there are plans for building homes and recreational accommodations. The component parts are not situated in densely populated areas, so the trends evolve gradually and can be managed effectively.

In most cases, *business activity* does not put a strong pressure on the component parts. In Veenhuizen, the use by the Department of Justice has an important impact, particularly because of the changes in penitentiary use, expansion or partial closure of buildings.

Increase in scale and innovation of *agriculture* was one of the objectives at the establishment of the component parts. Agriculture continues to develop and current agricultural use is an important driving force for management and preservation, as long as it takes place in harmony with the heritage values.

Over the last two centuries, *traffic* has increased in size, weight and character. The roads that were built

in times of stagecoaches and wheelbarrows, now require careful management and maintenance.

The *nature* and the layout of the *landscape* contribute very palpably to the experience of the free and unfree Colonies. A strong point in the component parts is that the structure and composition have taken shape over the two phases of the Colonies, that they have been preserved and that they are still managed systematically.

The Colonies of Benevolence were built on relatively poor and cheap soil and on grounds that were already state owned or could be easily purchased. Traces dating from the period preceding the Society of Benevolence are interesting for *archaeological* research. This is conducted in accordance with the scientific principles applicable. The *heritage values*, from the foundation of the Colonies up to the current functions, are protected by heritage policies.

Below, we have listed a number of developments in more detail and have highlighted the component parts that require specific attention, and what management measures are to be taken in that respect. In separate paragraphs we will address the (limited) impact of *climate change*, possible *calamities*, the pressures from *recreation* and *tourism*, and the vision of the Site holders on how to deal with these developments. In the three sub-sections, these trends and measures are further detailed for each component part.

### 5.3.1 Spatial developments

Above we have given a rough description of the developments. The vision of the Site holders are that the Colonies are 'living landscapes', where developments remain possible, provided they are neutral or supportive of the OUV. The table below shows certain categorised developments, and indicates in which Colonies they have occurred.

TREND	CHARACTERISATION	COMPONENT PART		
		A	B	C
<b>Residential development</b>	Modernisation, expansion	x	x	
	New construction	x		
	Vacancy		x	
<b>Business development</b>	Changing penitentiary use			x
	Adaptive re-use buildings	x	x	x
<b>Changed agricultural use</b>	Further increase in scale, innovations	x		
	Adaptive re-use agricultural buildings	x		
	Pressure heavy agricultural traffic			x
<b>Recreation and tourism</b>	Campsites and accommodations	x		
	Visitors' centre	x		x
	Reinforcement route structures	x		
<b>Comprehensive water management</b>	Restoration water structure	x		
	Improvement flow and water quality		x	
<b>Infrastructure and traffic</b>	Redesigning roads	x		
	Building parking facilities			
	New utilities	x		
<b>Nature and landscape</b>	Felling and replanting avenue trees		x	
	Diversification of forestry / enhancement of heaths		x	
<b>Climate changes, calamities</b>	Sustainable energy transition	x		x
<b>Cumulation (small-scale) interventions</b>	Differences in house style signposting		x	

### 5.3.2 Management measures

The trends identified lead to management measures to anticipate them at an early stage, to see to it that they will not adversely affect the OUV, the heritage and the spatial quality in a broad sense. In this respect, the management philosophy is applicable and much attention is paid to overarching and local interests. The majority of management measures is already included in the existing policies of municipalities, provinces, region and State, and is incorporated in the existing management, which is carried out by themselves or by agencies, water authorities, site managers and owners. For further specification we

refer to the sub-sections of this Management Plan. The Colony managers and the site manager monitor trends and identify relevant developments. These developments will be monitored and discussed in consultation between governments, stakeholders and owners.

Specific management measures are provided to deal with a limited number of developments. These are specified in the three sub-sections. Below, we provide an overview of the most striking measures, and the component part in respect of which they are taken.

TREND	SPECIFIC MANAGEMENT MEASURE	COMPONENT PART
Residential development	Incorporation recreational homes	A
Business development	Drawing up environmental vision Noordenveld	C
	Spatial incorporation Judiciary	B, C
Changed agricultural use	Land use	C
Recreation and tourism	Improvement cycle network	C
Comprehensive water management	Construction new fens and pools	B
Infrastructure and traffic	Incorporation information facilities, signposting, parking	A, B, C
Nature and landscape	Reinforcing landscape structures	C
	Ecological link Wortel-Merksplas	B
Climate changes, calamities	Incorporation of new sources of energy	A
Cumulation (small-scale) interventions	Unified signs and logos	B

### 5.3.3 Climate change and environmental impact

Climate change is not yet experienced as a decisive factor on a local/regional level. At this stage, no environmental impact with a potential influence on the OUV can be identified. The Colonies of Benevolence are not located in higher risk areas for floods or earthquakes. Of course strong winds, thunderstorms and hail can cause damage to the plantings and buildings. Another potential threat for particularly the greenery and the planting in the area is the increase of the average temperature and shifts in the character of the seasons. In the long term this could lead to changes in species and vegetation. This is particularly true for the avenue planting and solitary beeches, which are part of the original planting.

Although on a local level, both dehydration and waterlogging occur as a result of climate change, but these aspects are not a direct threat, because of the proper control of available water resources and the management of the water board. The control of the water resources in the region is currently regulated by the water management infrastructure, the construction of which had already been started in the years of the Society of Benevolence. Water issues are managed adequately by water authorities, and damages caused by the climate, the environment or calamities will be repaired whenever necessary and possible.

All in all, the risks of climate change are adequately regulated.

### 5.3.4 Natural disasters, calamities and risk management

In the areas where the component parts of the Colonies of Benevolence are located, there is no increased risk of floods or earthquakes, although strong winds, thunderstorms and hail could cause damage to plantings and buildings. This particularly applies to the avenue planting and to solitary beeches, which are part of the original planting. Diseases pose a potential threat to the vegetation and the planting, for example tree diseases that threaten certain species of trees.

The damage to vegetation and planting can be compensated partially by a replanting obligation, with the exception of tree diseases which might lead to the (local) extinction of some specific species. The damage to buildings caused by strong winds, thunderstorms and hail can mostly be repaired and private parties who own the buildings are insured in this respect.

### 5.3.5 Recreation and tourism

The Colony landscapes are attractive for recreational activities and leisure. The cultural heritage elements appeal to descendants of colonists and to those interested in the history of Colony life. So far, this has not led to serious recreational pressure. It is expected that the flow of tourists and visitors will increase slightly. In most Colonies, or in the immediate vicinity, there are sufficient opportunities for recreational accommodation, such as campsites, hotels, bed and breakfasts and group accommodations. The recreational infrastructure offers enough space to accommodate the expected growth. The planned visitors' centres will expand and align their services and activities, and will provide visitors with proper hospitality and guidance. The Site holders will develop a common vision for tourism, education and presentation.

## 5.4 RESOURCES

For the financing and distribution of the costs of the Colonies of Benevolence as World Heritage site, the following starting points apply:

- Each Colony bears its own costs for the implementation of management measures.
- Parties jointly bear the costs for the overall control and coordination, including the obligations relating to monitoring and periodic reporting.
- The Flemish and Dutch governments each offer separate grants and financial support systems regarding management, maintenance and preservation, as well as audience reach and tourist-recreational development, of which parties in the area can make use for the financing of activities.

### 5.4.1 Costs regular management and maintenance attributes

The costs of regular management and maintenance of the attributes shall be borne by the managing organisations or the owners of land and/or buildings.

The maintenance of roads, roadsides, avenues, waterways and parts of the landscape are included in the regular management and maintenance programmes of municipalities, water boards and management organisations such as the Forestry Commission, Flemish Land Agency, Kempen Landschap, the Foundation Society of Benevolence and the State of the Netherlands.

Private owners of land (agriculture, private owners) and buildings that are part of the attributes of the Colonies of Benevolence will ensure the regular management and maintenance of these properties.

### 5.4.2 Costs visitors' centres

The costs associated with the development and maintenance of the visitors' centres as regards the design concept will be covered by the initiators' own resources, admission fees and possibly occasional donations and subsidies. The regular operating costs shall be borne by the initiators of the visitors' centres.

### 5.4.3 Costs regular procedures laws and regulations, including government planning processes

The protection of the Colonies of Benevolence as future World Heritage site is based largely on the protection of the attributes which is provided by the authorities. This encompasses structures and characteristics of the landscape, the protection of buildings and specific green elements, on the basis of the prevailing regulations in the field of spatial planning, heritage and/or nature. This implies that authorities must adopt policies and incorporate those in plans, and safeguard the protection of attributes through the existing instruments, i.e. permits, notifications and exemptions. The costs in respect of this planning process are borne by the authorities. The total costs associated with the implementation of these regular government tasks, including the costs incurred by involving organisations and consultants in carrying out these activities (for example in the Netherlands the involvement of the Committee on Building Aesthetics and Heritage and/or the Monuments Committee, Quality Team, etc.), are borne by the authorities and are not specified separately in the context of the Management Plan.

#### 5.4.4 Capacity and resources

After having obtained the UNESCO World Heritage status, the deployment of staff and resources (on an annual basis) consists of three components:

- 1 Structural deployment of staff for establishing the programme organisation.
  - Programme office with both Site holders and central functions: this concerns an input per Site holder of 1 FTE (i.e. a total of 2 FTEs), spread over the competences of site management, covering overall control and coordination, communication and PR, monitoring and reporting to UNESCO, and administrative support. The tasks of the site manager are specified above in chapter 4.
  - Per component part, a Colony manager is appointed. The extent of this function depends on the complexity and size of the management unit, but amounts to at least 0.25 FTE per component part or, in case of Component A, per municipality. The tasks of the Colony management are specified above in chapter 4.
- 2 Structural means to finance activities, centralised/decentralised.
  - A central annual budget of € 92,500 is estimated for the first year. It is the ambition to increase this budget. It concerns the costs for research and monitoring, reporting and visits UNESCO, meetings of steering groups and working groups, website, PR and central provision of information, costs Advisory Committee for Science, Education and Quality, etc. The functioning of this latter Committee, which serves to safeguard the spatial quality of the Colonies, may require additional budget, to be allocated centrally.
  - Decentralised costs depend on the complexity of the component part. It is estimated that each Component part

requires a budget of approximately € 15,000 in respect of research and monitoring, decentralised provision of information (linked to communication and information) and PR, and the coordination and harmonisation with local and regional parties, including the feedback group.

- 3 Resources for the financing of incidental projects and research, centralised and/or decentralised. For these resources external funding will be sought, for example donations and grants.

Apart from these resources, which shall be structurally allocated following the granting of the status of UNESCO World Heritage site, there were also a short-term (2016-2020) requirement of people and resources for maintenance and management of the Colonies, and for establishing the nomination. This deployment of 'incidental' resources illustrates the readiness of governments to invest:

- Restoration various buildings Frederiksoord and surroundings, several millions of euros (largely completed).
- Restoration programme Veenhuizen, dozens of millions of euros (largely completed).
- Programme of the province of Drenthe Adaptive re-use Characteristic Property.
- Programme of the province of Drenthe Colonies of Benevolence.
- State resources in the Netherlands for the Colonies of Benevolence. Total of € 400,000, of which € 50,000 and € 117,000 contributed recently.
- State restoration resources in the Netherlands and Flanders.

#### 5.4.5 Distribution key costs arising from Management Plan

The distribution key for the costs of the Management Plan is related to the costs of the joint overall organisation structure, including structural resources needed at that level for research and monitoring, meetings of steering groups and working groups, website and central information provision, Advisory Committee for Science, Education and Quality, visits and meetings UNESCO, etc.

The distribution key of the costs for both countries and involved parties is linked to the ground surface and number of partners.

##### CAPACITY BUILDING:

##### KNOWLEDGE AND TRAINING

The programme office and the site managers can call on the knowledge and expertise in the field of heritage management which is available at the national organisations Cultural Heritage Agency of the Netherlands and Flanders Heritage Agency. Both organisations have specific tasks regarding research, acquiring and sharing of knowledge, and issuing advice on restoration and management, with priority for World Heritage sites. In addition, they are explicitly involved in the organisation of the Colonies of Benevolence, in an advisory role.

The Netherlands has designated a Chief Government Architect (Rijksbouwmeester) and Flanders a Flemish Government Architect (Vlaamse Bouwmeester). Both issue advice on architecture, urban design and landscape and water, and in the Netherlands also on infrastructure. Besides, the Centre of Expertise for Nature and the Environment (Kenniscentrum voor Natuur en Leefomgeving) in the Netherlands focuses on development and sharing of knowledge.

In the field of the conservation of structures and objects, including green landscape elements, a great deal of knowledge is also available at the level of the site managers, within the provinces and in the various regional and management organisations

(Flemish Land Agency, Kempens Landschap, Forestry Commission, Society of Benevolence, Monument Watch and Archaeological Monument Watch, Het Oversticht, Hûs en Hiem, Libau, Knowledge Centre Adaptive re-use North, Heritage Homes, Landscape Management Netherlands, etc.).

Finally, one of the aims of the Advisory Committee for Science, Education and Quality is to offer the extensive knowledge needed to properly manage the site.

The programme office is charged with periodically bringing these experts together for the discussion of themes and the exchange of knowledge on research, techniques, management. This will also contribute to the development of the capacities of staff and stakeholders at site level.

It is noteworthy that as per mid-2016 the Flemish and Dutch UNESCO Committees and the Focal Points of Flanders and the Netherlands jointly set up a strategic capacity building programme. This programme is an extension of the European Action Programme (Helsinki Action Plan), which was prepared following the results of the Second Cycle of Periodic Reporting in Europe, 2012-2015. (Source: World Heritage in Europe Today, UNESCO, 2016). The capacity building programme focuses on site managers, administrators of World Heritage sites and their communication staff.

#### 5.4.6 Staff functions and qualifications

The staff functions within the programme office in respect of programme management are executed at the level of higher professional or university education. Staffing is further determined on the basis of job profiles, which focus on the adequate implementation of the tasks at hand.

Both in the Netherlands and in Flanders there are specialised training courses on the subjects of restoration and monument care, and also of landscape care, at colleges and universities.

Many professional organisations with a long track record in terms of management and maintenance are involved in managing the different attributes. The Colony managers monitor the adequate implementation of the management and maintenance tasks and ensure, in collaboration with the programme management, that knowledge – if relevant – is exchanged in respect of the day-to-day management and maintenance of attributes.

Through the membership of the Dutch Foundation World Heritage the Netherlands, active exchange of knowledge and experience in managing a World Heritage site also takes place.

## 5.5 THE PROPAGATION OF THE WORLD HERITAGE SITE COLONIES OF BENEVOLENCE

The story of the Colonies of Benevolence, their long history, deserves a broad audience. It is the story of the search for solutions to poverty and of the makeability of man and the environment. The landscapes and buildings are worth visiting and they bring the story to life. Moreover, the Colonies provide added value to companies and organisations that have settled there.

Many initiatives have been established in the Colonies. These will be presented in an even better way, and they will also illustrate the overall impact and significance of the historical project. The various interpretation initiatives concern the entire phenomenon of the Colonies of Benevolence as well as the story of each individual Colony. Attention will be paid to both the positive and the negative impact of the Colonies on society, people's lives and local communities, and a link will be established with contemporary international social issues such as poverty and care.

The Site holders aim to reinforce the already existing communication, education and museum infrastructure, to promote recreation and tourism in

the Colonies and to stimulate the public debate on poverty and poverty reduction. In this respect, the Site holders are working in line with the UNESCO Education Strategy 2014-2021, with the Flemish and Dutch policies on education and information, with the efforts of [www.wereldergegoed.nl](http://www.wereldergegoed.nl) and [www.erfgoedkaart.be](http://www.erfgoedkaart.be) and with the activities of regional and local managers of the Colonies or parts thereof.

If the status is granted, the Site holders will manage the brand 'Koloniën van Weldadigheid' (Colonies of Benevolence) together with the UNESCO World Heritage logo. A joint communication strategy will be followed and research, education, information, promotion and marketing will be enhanced. The Site holders will concentrate on the cultural, educational and informative aspects of the overarching story of the Colonies and on the promotion of the serial site. Local organisations, private parties and individuals will be explicitly invited to participate in these activities and will be encouraged to establish initiatives themselves. Private parties will also have a role to play in the marketing of commercial services and products offered locally in and around the Colonies. The Site holders will guide all these partners to ensure coherent interpretation and messages.

The Site holders aim at a shared ownership for these activities by governments, public and semi-public organisations, private parties and individuals, who all have an interest in the propagation of the heritage. By maintaining good relations with these parties, the Site holders will stimulate their awareness of their responsibilities in respect of their own part as well as the whole, and the proper assumption of these responsibilities.

### COMMUNICATION STRATEGY

The Site holders will implement a joint communication strategy, together with the future Colony managers. This communication about the heritage value of the areas and their promotion was started simultaneously with the collaboration in respect of the nomination process (in the Netherlands



in 2011 at the time of the inscription on the Tentative List, and in Belgium in 2013) and the joint decision in 2015 to nominate. The communication strategy for dissemination of the heritage values of the Colonies of Benevolence will be continued and enhanced following recognition by UNESCO.

In each of the separate Colonies there have been years of experience in communication, research, culture, education, information, promotion and marketing. Municipalities and provinces, tourist offices, educational and cultural organisations, historical societies and local history circles have been active in this field. Book publishers, producers of theatre performances and events, as well as entrepreneurs in and around the Colonies are also promoting the Colonies. During the nomination period, the communication efforts have been intensified, and recognition by UNESCO will provide a new impetus, also as a result of the efforts of the programme office of the Site holders.

Because of the serial, transnational character of the heritage, the communication must cover the overarching story of the Colonies of Benevolence as well as the development of the individual Colonies. With a view to the distances between the Colonies, it is to be expected that people will visit one or several Colonies in one day, but not often all of them. Therefore, the overarching story of the Colonies is offered in each Colony, just as each Colony is given sufficient scope for its specific contribution. Visitors are invited to visit the other Colonies to also get to know that specific part of the story. Via the internet, the Colonies of Benevolence as a whole will be easy to find and to (virtually) visit.

#### PROMOTION AND MARKETING

The collaborating governments are developing a joint marketing strategy for the Colonies of Benevolence. 'Koloniën van Weldadigheid' (Colonies of Benevolence) will be used as the main brand, to be managed by the Site holders. The individual Colonies will have sub-brands. The main brand 'Koloniën van Weldadigheid'

will always be clearly recognisable as text image and logo. Each Colony will have one sub-brand, which is consistent with the Colony's local prominence. Following recognition of the heritage by UNESCO, the UNESCO World Heritage logo will be connected to the main brand. The trademark for these logos and text images has been registered. During the preparation of the nomination, joint work was carried out on the creation of a visual identity in which this layered quality of brand and sub-brands, as well as their use, is expressed. This was also done with the aim of giving direction to the enthusiasm and the many initiatives that emerged during the nomination process.

The Colonies have a joint communication policy (vision, visual identity, logo use, layout for exhibitions, audio-visuals), managed by the Site holders. The Site holders are ultimately responsible for the consistent overall story, as laid down in the nomination in collaboration with the administrators of the Colonies (in the future: the Colony managers). The Site holders and the Colony managers jointly propagate this overall story, including information about the locations, consistency and appeal of the Colonies. In addition, each Colony tells its own specific story as a part of the serial and transnational heritage site.

With the brand 'Koloniën van Weldadigheid', the Site holders and the Colony managers create an overall connection, encourage visits to the Colonies and contribute to the promotion of the area for tourism and recreation, and to the marketing of services and (regional) products offered by entrepreneurs in the Colonies. The visitors contribute to the generation of income for the various owners, managers and shopkeepers, and for enterprises and facilities established in and around the Colonies, and in that way contribute towards the preservation and prominence of the heritage.

The Site holders provide arrangements and guidelines for the use of the logo 'Koloniën van Weldadigheid' by entrepreneurs and associations in and around the Colonies.

### RESEARCH AND CULTURAL EDUCATION

Scientists, national and provincial archives and private individuals are researching all aspects of the Colonies of Benevolence: the system, their international impact, the life of the colonists. The Site holders stimulate this research by offering facilities and making information sources available where possible. Research results, if relevant and if possible, are incorporated in the education, information and promotion of the Colonies of Benevolence. They are offered in the Colonies and, as far as possible, made digitally accessible.

The Advisory Committee for Science, Education and Quality advises the steering group in this field. In this Committee, researchers from universities and research organisations, managers of archives and experts in the field of education and information are invited. They discuss current knowledge about the Colonies and the research efforts, contribute to scientific meetings and issue advice on how to utilise knowledge, on the museum quality and interpretation, and on the preservation of the historical values.

The Site holders stimulate the development of cultural events about the tradition of and life in the Colonies through consultation with cultural organisations and private parties (such as literature publishers, theatre producers...). Within the cultural policies of the participating governments, these activities can get extra support in various ways, also financially.

Component part A – Frederiksoord-Wilhelminaoord: The municipality of Westerveld has taken the initiative to install an extraordinary chair on Cultural Heritage and Spatial planning, dedicated to the Colonies of Benevolence, in close cooperation with Wageningen University and Research (WUR). The aim is to develop knowledge about the use of heritage values as a resource for innovative solutions and approaches to current local, regional, national and global issues. The purpose is to clarify the values of contemporary communities that give significance to the historic environment, including people's sense

of identity, belonging and place, as well as forms of memory and spiritual association. How to capture the essence of cultural heritage through these intangible values? And how to embed these intangible values in new plans and design schemes? These questions touch upon the unseen qualities of a place, for example the intentions of a design, and associations that have become connected with a place and/or landscape. The research intended will investigate the Colonies and other places of sociocultural interest.

### VISITOR FACILITIES AND INFRASTRUCTURE (FOR EDUCATION AND INFORMATION)

The historical value and significance of the Colonies of Benevolence will be presented to a broad audience by means of publications, visitors' centres, museums, facilities for remembrance and family research, events and expositions. This complies with the requirements and wishes in relation to the requested recognition as World Heritage site, as well as with the obligations resulting from the Decree concerning the protection of immovable heritage of the Flemish Region, and the requirement to provide information to the information system in accordance with the Dutch Heritage Act.

In previous years educational organisations, associations and private partners have engaged in a great number of educational and informative activities, for which they could make use of the material and resources created during the nomination process. In 2015, for example, a joint campaign to inform a broad audience about the Colonies of Benevolence was organised, with the support of the governments: One history, seven stories. As a result of this, a more permanent collaboration has been established between the Society of Benevolence (Frederiksoord), the National Prison Museum (Veenhuizen), Kempens Landschap (Wortel and Merksplas), the Association Ommerschans (Ommerschans) and the Drents Archive. These five parties are operating visitors' centres in existing or new facilities, where the overall story of the Colonies is presented. For this purpose they produce

all kinds of supporting materials such as texts, film and video, on and offline presentations, and they organise meetings and events. Visitors' centres are established for Component part A (Frederiksoord-Wilhelminaoord), Component part B (Wortel) and Component part C (Veenhuizen). In Component parts A and B, the visitors' centres are located adjacent to the property.

The Site holders will continue to stimulate the collaboration between the various visitors' centres by supplying them with advice, information, materials and financial support. The Site holders will also provide broad audiences with information, free of charge, in public spaces in the Colonies. At overarching level and local level respectively, this task can be outsourced to independent organisations and private parties, or carried out under license (to be issued by the Site holders). The Site holders will control the proper use of names and logos.

These activities will take place in collaboration with scientific partners, educational organisations, municipalities and provinces, regional bodies for cultural education and information, historical societies and local history associations and with the numerous volunteers who are active in the Colonies. Furthermore, links will be established with European events such as Open Monuments Day in the Netherlands and in Flanders.

# 6

## Monitoring

### 6.1 MONITORING SYSTEM

Organised by the Site holders and in collaboration with the Colony managers, a coherent monitoring system will be set up.

The purpose of this monitoring system is to provide information on a regular basis for the site management. This information will serve to safeguard the OUV and to facilitate a timely response to developments, trends and potential threats to the OUV. The monitoring system makes it possible to inform the State Parties and the steering group by means of an annual report, and provides the basic information for the periodic (six-yearly) reporting to the World Heritage Committee.

The monitoring system concerns the following issues:

- Monitoring the state of maintenance of the attributes of the OUV.
- Early identification of developments and trends, both in and outside the World Heritage site, which may affect the OUV. This constitutes the basis for interventions

and measures to ensure the orderly management of the developments and trends.

- Monitoring the progress of the management measures, so that adjustments can be made where necessary.
- Compliance with the World Heritage Committee requirement to produce a report on the site every six years (periodic reporting).

The management system includes various indicators for measuring each of the above goals. The starting point for the monitoring system is the information that has become available in the context of the nomination (baseline situation).

The monitoring rhythm varies: continuous alertness and identification, an annual progress report, and the six-yearly report to the World Heritage Committee. The system provides the basis through an annual, and for some more complex indicators biannual or lower frequency, measurement of the specified indicators in respect of the various issues indicated above that

are subject to monitoring. For each key indicator it is specified how it is measured, who is responsible, and the measurement frequency.

The input for the monitoring system and the preparation of an annual monitoring report to the steering group is provided centrally from the programme office and organised by the Site holders. The steering group annually submits the monitoring report for advice to the Advisory Committee for Science, Education and Quality.

The Site holders (the operational role of the site managers) is responsible for the collection of information, the bundling of data and reports for the site as a whole and per country (transcending level). The Colony managers are responsible for supplying the information per Colony.

The development of the monitoring system will be organised organically and will be further substantiated, building on the methodology used for other World Heritage sites. The Advisory Committee for Science, Education and Quality will also be involved in this. This implies that in future the number of indicators may be modified and extended.

#### PERIODIC REPORTING WORLD HERITAGE COMMITTEE

The monitoring provides input for the periodic reporting to the World Heritage Committee, which in principle takes place every six years. The further details of the monitoring method will partly be tailored to this specific objective.

### 6.2 6.A KEY INDICATORS FOR MEASURING STATE OF CONSERVATION

Monitoring takes place on the basis of both quantitative and qualitative indicators:

- Indicators of a quantitative nature. This concerns the state of maintenance and concrete, measurable developments, such as the number of environmental permits applied for and granted, adjustments and

changes to representative buildings or planting, number of visitors, number of inhabitants, etc.

- Indicators of a qualitative nature. This concerns for example the monitoring of social and spatial trends that may affect the OUV.

#### State of maintenance

The state of maintenance focuses on the attributes of the Colonies of Benevolence:

- The basic typology of the free and unfree Colonies of Benevolence.
- The structure of roads, plantings and waterways, the measurement system applied, and the grid of buildings.
- The buildings and plantings which are representative of the poverty reduction experiment and its ongoing development.

These attributes have been specified for the purpose of the nomination, from the perspective of authenticity and integrity. In addition, inventories and classifications of the landscape and the nature values have been made available in the context of landscape plans and zoning plans, while for some Colonies specific research was carried out into current nature values. All these inventories serve as a starting point for the baseline measurement.

In the context of the nomination, the basic typology of the free and unfree Colonies of Benevolence has been set out. Monitoring takes place on the basis of the monitoring of the structural features and of the representative buildings and plantings. The diagram below provides an overview of the way in which the monitoring of these attributes is carried out. The column on the right shows the party that provides the information. The Site holders or the site managers are ultimately responsible for collecting and entering data into the monitoring system. Per component part, the Colony management is in charge of collecting the information and conveying the data to the site managers.

ATTRIBUTE	MONITORING ACTIVITY	KEY INDICATOR	FREQUENCY	SOURCE OWNER
Structure of roads, planting and waterways, measurement system applied, grid of buildings	Aerial photography and drone recordings	Structural features and dimensioning Developments in cultural landscape Integrity avenue planting	Annual	Municipalities, Waterboards, Province, State
	Inspection public space (multi-annual maintenance programme public space (NL) / landscape management plan (FL)	Structural features and dimensioning Developments in cultural landscape Integrity avenue planting	Annual	Municipalities, Province, State
	Inspection waterways (and partly roads)	Structural features and dimensioning Integrity waterworks	Annual	Waterboards
	Revisions zoning plans / environmental plans	Impact on structural features Impact on integrity avenue planting	Annual	Municipalities, Provinces
	(Environmental) permits granted	Numbers Impact on structural features Impact on integrity avenue planting	Annual	Municipalities, Waterboards, Provinces
Representative buildings	Inspection of monuments (national, provincial, municipal)	Authenticity Integrity Construction	Four-yearly	Monument Watch (for Municipalities, Waterboards, Provinces, State)
	Inspection other representative buildings	Authenticity Integrity Construction	Four-yearly	Monument Watch (for Municipalities, Waterboards, Provinces, State)
	(Environmental) permits granted and supervision	Numbers Location Authenticity Integrity Construction Demolition	Continuous Annual	Governments Annual reports VTH (NL)
	Subsidies granted in respect of restoration and preservation	Authenticity Integrity	Continuous Annual	State Provinces
Representative plantings	Inspection representative plantings	Integrity avenue planting State of maintenance avenue and solitary planting	Annual	Bomenwacht (Trees Watch) (for Municipalities) Site managers
	Permits granted (avenues and trees)	Numbers Location Integrity avenue planting Replanting	Continuous Annual	Municipalities

The Netherlands and Belgium have a monuments register/protection database, in which the (national) monuments are registered on a national level. Provinces and municipalities have similar databases used for licensing. These databases can be expanded to include representative buildings without monumental status that are located in the protected villagescapes or landscapes (NL/FL), and/or in the Netherlands come under World Heritage protection on the basis of the Environmental quality decree.

In the Netherlands, authorities are required to publish an annual report on the granting of permits, and on supervision and enforcement in the context of the Environment & Planning Act (space, environment, construction, demolition and renovation). The basic information for these reports is generated by digital databases that facilitate making a selection for the Dutch Colonies. A separate paragraph on the Colonies of Benevolence will be included in the VTH (Permits, Supervision and Enforcement) annual reports of the Dutch municipalities.

In the Netherlands to date, landscape elements (structure of roads, planting and waterways, measurement system applied, grid of buildings) have not been part of the heritage monitor which the State in principle carries out every four years for (national) monuments. Currently, the Netherlands is working on a national landscape monitor, which in the long term will provide extra opportunities for monitoring structural features of the landscape.

In the Netherlands as well as in Flanders, the state of maintenance of the buildings (monuments) is recorded by Monument Watch, for the benefit of member-owners of monuments. These systems provide important information for the implementation of the baseline measurement. In both countries, a limited number of representative buildings without monument status have been designated as attributes. It is intended to enable recording by Monument Watch in respect of these buildings.

#### **EARLY IDENTIFICATION OF POTENTIALLY THREATENING DEVELOPMENTS AND TRENDS**

Through the early identification of developments with a potential impact on the OUV, monitoring has primarily an alerting and safeguarding function. It is important to keep proper track of developments that could damage the OUV, both at overarching level and per Colony. For this purpose, early identification of such developments should be reported by the Colony managers to the site manager. This involves keeping a constant and close watch on significant developments that may damage the OUV in the opinion of the Colony managers, who can at any time inform the site management of significant developments. On the other hand, the site management, too, should be alert in this respect (towards Colony managers).

In addition, the experts of the State Parties, provinces and municipalities meet once a year to jointly identify and interpret developments and trends in terms of their potential impact on the OUV. These annual expert meetings started in the summer of 2016, in order to gain experience with the joint monitoring of developments and trends and taking appropriate action, resulting in the most uniform approach. After nomination, this practice will be continued and will also include developments following from regular management and maintenance which might have an impact on the OUV.

The Advisory Committee for Science, Education and Quality also has a role in identifying such significant developments and advising on how to deal with them. The Committee will be asked for advice by the site management. The site management keeps a journal in the form of a database, in which developments are recorded according to nature and size, and in which it is indicated who has acted upon these developments and in what way. The table below provides an overview of the way in which this qualitative monitoring is realised.

DEVELOPMENTS AND TRENDS (QUALITATIVE)	MONITORING ACTIVITY	KEY INDICATOR	FREQUENCY	SOURCE OWNER / RESPONSIBLE PARTY
Significant developments (including possible incidents)	Notification of significant developments and incidents	Significant developments, including incidents (per Colony) notified and way of dealing with these	Continuous	Colony manager, Municipalities, Provinces, Waterboards
	Significant developments which could damage the OUV placed by the site manager on the agenda of: <ul style="list-style-type: none"> <li>— Advisory Committee for Science, Education and Quality</li> <li>— Steering group</li> </ul>	Number of significant developments, including incidents (whole site), and way of dealing with these	Continuous Annual	Site manager Annual expert meeting Advisory Committee
	The site manager records the developments and how they have been dealt with in a journal of developments and incidents.	Journal	Continuous Annual	Site manager

The monitoring of developments and trends takes place on the basis of a mainly qualitative assessment in respect of the possible impact on the management of the site and the safeguarding of the OUV. In part, these developments and trends can be deduced from environmental plans and permit applications.

The identification of developments and trends also requires basic quantitative information and substantiation of factors affecting the property. This concerns:

- development pressure.
- environmental pressure.
- natural disasters and risk preparedness.
- responsibility and number of inhabitants.

With the exception of the numbers of inhabitants, homes and of businesses, such data are as yet only fragmentarily available for most of the Colonies. Since 2017, Veenhuizen has annually been presenting its econ-o-meter, which tracks the number of companies, turnover of companies, number of day visitors, number of overnight stays, spending of visitors and activities undertaken.



DEVELOPMENTS AND TRENDS (QUANTITATIVE)	MONITORING ACTIVITY	KEY INDICATOR	FREQUENCY	SOURCE OWNER / RESPONSIBLE PARTY
Development pressure	Housing preferences	Number of new houses Number and type of changes to existing houses Number of cases of function changes in existing buildings (adaptive re-use)	Annual	Municipalities
	Development of business activities in the property	Number of companies Number of jobs Type of activity Changes in the nature of activity	Annual	Municipalities
	Increasing scale of agriculture	Number of agricultural companies Size of agricultural companies (units of livestock)	Annual	Municipalities
	Traffic (specified for types of traffic)	Number of traffic movements (counts)	Four-yearly	Municipalities
	Nature and landscape	See monitoring attributes	Idem	Idem
Environmental pressure	Impact on environmental quality (environment, water and nature) brought about by developments in and around the component parts	Number and nature of permit applications in respect of measures focused on sustainability	Annual	Municipalities, Provinces, Waterboards
National disasters and risk management	Security forces supply an overview of the times they have been called out on account of fires, storm damage, etc.	Number and nature of alerts, incidents and interventions	Annual	Municipalities
Responsible visitation	Pressure of recreational tourism on the areas	Number of visitors Spending of visitors Nature of visitors' activities	Annual	Municipalities, Visitors' centres
Inhabitants	Specification of number of residents in the property derived from municipal basic administration	Number of residents	Annual	Municipality

### RESULTS OF THE MANAGEMENT PLAN

It is important for the Management Plan of the site to keep track of the implementation of management measures in the Colonies. The implementation of these measures is part of the regular planning and control cycle of the site management. This is required for the annual budget and the feedback to the steering group.

The annual progress reports provide important information regarding the implementation of the commitments as formulated in the Management Plan on the one hand, and on the other hand the dynamics in the Colonies (both on an individual basis and overall). At least once a year, the Colony managers supply a report per Colony to the site managers on: the progress of management measures, significant developments (incidents) that might cause direct damage to the OUV and how these have been dealt with, concrete measurable developments (such as environmental permits), the state of maintenance of the attributes, .... The site management prepares an annual overall monitoring report, which is fed back to and adopted by the steering group, and submitted to the national Focal Points for World Heritage in both member states.

The report is placed on the agenda of the Advisory Committee for Science, Education and Quality. This committee meets (at least) once a year to:

- share information on relevant (spatial) developments in the Colonies.
- share knowledge on how to deal with such developments.
- identify which interventions can be deployed.

The annual progress reports serve primarily as a benchmark for screening the management of the Colonies and the site as a whole.

A special reporting point is the mid-term review (halfway the period of reporting to the World Heritage Committee), which will take place in 2023. Following this mid-term review, the monitoring system will be improved where necessary. In the planning cycle of the Management Plan, the progress and effectiveness of the Plan will be evaluated three years after its implementation. This mid-term review will also be presented to the Committee and the steering group.

COMPONENT	MONITORING ACTIVITY	KEY INDICATOR	FREQUENCY	SOURCE OWNER / RESPONSIBLE PARTY
Management Overall	<p>The Colony managers draw up an annual progress report on the Colony, with commitments in line with the Management Plan. Description of:</p> <ul style="list-style-type: none"> <li>— Progress introduction/implementation of management measures in annual progress report to steering group.</li> <li>— Projects and activities aimed at propagating the World Heritage site</li> <li>— Direct and indirect effects of the activities</li> <li>— This annual activity is part of the regular planning and control cycle, in which it is specified to what extent the measures are on schedule.</li> </ul> <p>The progress reports constitute the basis for commitments planned for the next year.</p>	Progress reports	Annual	Colony managers
	<p>On the basis of the progress reports of the Colonies, the site management draws up the overall progress reports, and discusses these in the steering group. Particular attention will be paid to the mid-term review of 2023</p>	Overall progress report mid-term review (2023)	Annual	Site management
Protection spatial regime	<p>The Colony managers register (as indicators of the dynamics potentially affecting the OUV):</p> <ul style="list-style-type: none"> <li>— Revisions zoning plans/ environmental plans</li> <li>— Number of environmental permits applied for and granted in the Colonies (NL) or notifications and authorisations issued (FL)</li> <li>— Advice obtained</li> </ul>	<p>Number of reviews spatial plans</p> <p>Number of environmental permits applied for and granted</p>	Annual	Colony managers, Site management
Protection monument regime	<p>Registering dynamics on the basis of:</p> <ul style="list-style-type: none"> <li>— Changes in municipal, provincial and national monuments</li> <li>— Changes in protected villagescapes (The Netherlands) (designations or instructions)</li> <li>— Changes in protected landscape (Flanders)</li> </ul>	<p>Number of alterations on:</p> <p>Monuments</p> <p>Protected villagescapes</p> <p>Protected landscapes</p>	Annual	Colony managers on the basis of governmental source information, Site management
Risk management	Reporting of incidents and interventions	Number of alerts, incidents and interventions	Annual	Colony managers, Site management
Information, promotion and education	<p>Registration of:</p> <ul style="list-style-type: none"> <li>— Number of visitors to visitors' centres</li> <li>— Information material</li> <li>— Educational packages</li> </ul>	<p>Number of visitors to visitors' centres</p> <p>Informative and educational material published</p>	Annual	Site management/ Colony managers in collaboration with owners of visitors' centres and tourist offices

### MEDIUM TERM: CRITICAL QUALITATIVE REFLECTION

in the run-up to the periodic reporting (in principle every six years) to the World Heritage Committee, a qualitative reflection takes place on authenticity, integrity, boundaries and description of the OUV, based partly on the annual progress reports. This is achieved in close collaboration between the site management, the Advisory Committee for Science, Education and Quality and the national Focal Points.

CRITICAL QUALITATIVE REFLECTION	MONITORING ACTIVITY	KEY INDICATOR	FREQUENCY	SOURCE OWNER/ RESPONSIBLE PARTY
Maintenance, management, restoration and reconstruction	State of maintenance of attributes: Basic typology Structure Representative buildings and plantings	State of maintenance of the attributes See monitoring attributes	See monitoring attributes*	See monitoring attributes
OUV	Based on the analysis of the results of the various monitoring activities: do the criteria still apply?	Qualitative assessment	At least once every six years**	Site management in consultation with Focal Points Site management in consultation with Advisory Committee for Science, Education and Quality
Authenticity and integrity	Evaluation of the statement of authenticity and statement of integrity	Qualitative assessment	At least once every six years**	Site management in consultation with Advisory Committee for Science, Education and Quality

\* At least prior to mid-term review and to six-yearly report to the World Heritage Committee

\*\* At least prior to six-yearly report to the World Heritage Committee

### 6.3 6.B ADMINISTRATIVE ARRANGEMENTS FOR MONITORING PROPERTY

The following organisations manage the data used for the monitoring. The monitoring is carried out under the direction of the transnational steering group and is coordinated by the Site holders/site managers and programme office:

- Site management (transnational):  
Kempens Landschap: Peredreef 5, 2580 Putte,  
Belgium  
Province of Drenthe: PO Box 122, 9400 AC  
Assen, The Netherlands
- Colony managers (per Colony or management unit):  
**Component part A: Frederiksoord-Wilhelminaoord**  
Municipality of Westerveld: PO Box 50, 7970 AB  
Havelte, The Netherlands  
Municipality of Weststellingwerf: PO Box 60,  
8470 AB Wolvega, The Netherlands  
**Component part B: Wortel**  
Kempens Landschap: Peredreef 5, 2580 Putte,  
Belgium  
**Component part C: Veenhuizen**  
Municipality of Noordenveld: PO Box 109, 9300  
AC Roden, The Netherlands
- Monuments registers:  
Flanders Heritage Agency: Herman  
Teirlinckgebouw, Havenlaan 88 box 5,  
1000 Brussels, Belgium.  
[www.onroerenderfgoed.be](http://www.onroerenderfgoed.be)  
Cultural Heritage Agency of the Netherlands:  
PO Box 1600, 3800 BP Amersfoort,  
the Netherlands.  
[www.cultureelerfgoed.nl](http://www.cultureelerfgoed.nl)
- The databases (including the GIS-maps) are managed by the Site holders

### 6.4 6.C RESULTS OF PREVIOUS REPORTING EXERCISES

In the context of the nomination, the attributes have been identified and described systematically. These data are included in the maps and matrices, and linked to the criteria and sub-aspects of the OUV. The state of maintenance of the individual attributes has also been indicated.



# **PART TWO: SUB- SECTIONS**





7

# **Component Part A: Frederiksoord- Wilhelminaoord**

Management Plan  
World Heritage nomination

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Colonies of Benevolence

# 7.0

## Introduction

The reason for preparing the Management Plan, section Component part A Frederiksoord-Wilhelminaard is that Belgium and the Netherlands have jointly decided to propose to UNESCO that the Colonies of Benevolence are nominated for UNESCO World Heritage status. Component part A Frederiksoord-Wilhelminaard encompasses larger parts of three of the total of seven Colonies of Benevolence founded by the Society of Benevolence in the period 1818 to 1825. Component part A Frederiksoord-Wilhelminaard developed in the context of the initiative started by the Society of Benevolence in the Northern Netherlands. Component Part A exists of large parts of Colonies of Benevolence of Frederiksoord, Wilhelminaard en Vierdeparten, grew into a large T-shaped area, which also covered the subsequently developed areas of not nominated parts of these three Colonies (as Boschoord (including Institute Wateren) and Willemsoord). These 'free Colonies' clearly made their mark on the landscape. This Colony landscape, and the ongoing development from the time of the cultivation, can still be recognised in the landscape of Component part A Frederiksoord-Wilhelminaard today.

The distinctive Colony landscape, with long ribbons of Colony houses on modest farmyards, the grid in the cultural landscape with the avenue structures and the alternating open and closed character with vistas, is protected by the two municipalities through: the zoning plans and underlying plans such as various policy documents, landscape plans and architectural guidelines. The core area of Frederiksoord-Wilhelminaard has been designated as protected villagescape by the State. The whole area of Component A will be protected on a state level after de Decree on environmental quality takes effect. In addition, a large number of buildings enjoy protection as monument. The existing and future protection of the landscape, combined with the relatively low level of dynamics of the character of the environment, will ensure that also in the years to come few large-scale violations of this landscape are to be expected. The scale of developments in the landscape as a result of agriculture fits in with the ongoing development of the agricultural function in the area ever since the days of the Colonies. In addition, prevailing policy prescribes that developments in these Colony areas should be properly integrated in the character of the landscape.

Moreover, the cultural heritage and/or archaeological values must specifically be taken into account in parts of the area. On the basis of prevailing plans and regulations, the landscape as it has developed since the time of the Colonies is already protected at such a level as to ensure that also after nomination this level will be adequate to preserve and protect the OUV, and that developments can be properly integrated in the landscape, also in relation to this OUV.

For some time now, the municipalities of Westerveld and Weststellingwerf have recognised the outstanding values of the Colony landscape. For that reason, the municipalities participate in the process of nominating the Colonies of Benevolence as UNESCO World Heritage site. In this respect they collaborate with the two provinces involved, the Society of Benevolence and the other parties in the area such as the Association Agricultural Interests Oorden and Parten (Vereniging Agrarische Belangen Oorden en Parten) (farmers) and the Central Business Association Weldadig Oord (Ondernemerskoepel Weldadig Oord) (village interests, residents, etc.). These parties have joined up, together with residents' representatives, in a feedback group.

The Management Plan of the Colonies of Benevolence consists of a main section and a sub-section per Component part. This is the section for Component part A Frederiksoord-Wilhelminaard, including Vierdeparten (founded 1818-1823).

In compliance with the Operational Guidelines, the Management Plan stipulates how the globally unique significance, the "Outstanding Universal Value" (OUV), of the Colonies of Benevolence will be preserved, reinforced and/or restored, taking into account the current state, the initial circumstances and the vision on authenticity and integrity. This section lists the management measures deployed for Component part A in order to achieve this objective, and the way this is ensured by the parties concerned, such as the governing authorities and other parties involved with the management of the heritage.

This section, Component part A, is an integral part of the Management Plan Colonies of Benevolence, nomination file UNESCO World Heritage site. In the general section of the Management Plan the overarching management aspects are dealt with. For each Component part separate sections have been drawn up with specific characteristics, developments and management measures for that section.

The Management Plan is valid for 10 years and will enter into force on the date that the World Heritage status is obtained. Work carried out in the nomination and referral phase is in line with and/or in accordance with this section.

# 7.1

## Outstanding Universal Value

### 7.1.1 OUTSTANDING UNIVERSAL VALUE COMPONENT PART A

The cultural landscapes of the Colonies of Benevolence are nominated on the basis of the criteria (ii) and (iv)

Criterion (ii)

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

The Colonies of Benevolence bear testimony to an exceptional and nationwide enlightenment experiment in social reform through a system of large agricultural home colonies. They proposed a model of social engineering based upon the notion of 'productive labor', with the aim of transforming both poor people into 'industrious' citizens, and uncultivated 'waste' soil into productive land. Next to work, education and moral uplifting were considered an essential contribution to the aim of converting poor people into self-reliant citizens.

The Colonies of Benevolence were developed as systematic self-sustaining agricultural settlements with state of the art social facilities. As such, the Colonies of Benevolence were a pioneer for the model of domestic colony, attracting considerable international attention. They had an influence for more than a century on various types of custodial care in Western Europe and beyond.

Criterion (iv)

**to be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history;**

The Colonies of Benevolence are an extraordinary series of planned panoptical disciplinary settlements, meant for temporary segregation of able-bodied poor in a closed agricultural environment with permanent supervision. Deliberately cultivated as 'islands' in remote domestic heath and peatland areas, the Colonies implemented in their functional and spatial organization the ideas of a panoptical institution for the poor.

The distinctive landscape organization aimed to reinforce the disciplinary order and economic health of the Colonies. The strict hierarchic structure and dimensioning, with the carefully considered landscape lay-out and design, was instrumental in the intended influencing of the behaviour of the inhabitants, who had to become ‘industrious’ and ‘rational’. In a context of dominant economical liberalism, the Colonies of Benevolence were an early attempt to influence the labour market and a precursor of later social intervention policies of governments in the context of employment.

The Colonies of Benevolence are an outstanding example of a landscape design that represents an agricultural home colony with a social aim. The landscape patterns reflect the original character of different types of Colonies and their subsequent evolution and illustrate the extent, the ambition and the evolution of this social experiment.

Characteristic of Component part A and in general the free Colonies is the ‘ribbon development’ system – long ribbons with identical, systematically arranged plots, and centrally located concentrations of collective facilities, such as the school and the church. The ribbons were laid out parallel to each other (Frederiksoord, Wilhelminaoord), they crossed each other, creating a village centre, or they were situated along main roads in the landscape (Vierdeparten).

Component part A was initially built up as a succession of small farms. The basic unit was the single family farm, which included a plot of land that was (in theory) sufficient to allow for a self-sufficient life plus the repayment of the debt to the Society in respect of housing, clothing, food, etc.

As from 1859, the Society of Benevolence changed the structure of the Dutch free Colonies into larger, collectively organised farms, with a view to creating a more efficient production process. The Society of Benevolence still exists in Component part A, although it no longer has any members. It maintained a social objective and is the owner of approximately 1300 hectares of land and 65 buildings in Frederiksoord and Wilhelminaoord.

**The most important attributes are:**

**Basic typology:** The characteristic landscape typologies free and unfree of the Colonies of Benevolence in their flourishing period – with representative relict landscape layers illustrating the functional and spatial coherence.

**Structure of the Colony Landscape:** All individual elements of the orthogonal grids: planted roads, waterways, the measurement system applied, plots and the place of the buildings in the grid.

**Representative buildings and planting:** Individual buildings, ensembles and planting which are representative of this panoptic model of an agricultural colony.

The following schedule presents a brief outline of the attributes in Component part A Fredewriksoord-Wilhelminaoord. See for a complete and detailed list of the Dutch monumental status of the buildings Section 3.1.A of the Nomination File and the Appendix “Attribute List”.

COMPONENT PART A FREDERIKSOORD- WILHELMINAORD	BASIC TYPOLOGY	STRUCTURE OF THE COLONY LANDSCAPE	REPRESENTATIVE BUILDINGS AND PLANTING
ATTRIBUTES	<ul style="list-style-type: none"> <li>— Free Colony</li> <li>— Farm ribbons with central crossroads with facilities</li> </ul>	<ul style="list-style-type: none"> <li>— Colonists' plots, approximately 2,5-2,8 hectares each</li> <li>— Plots of the 6 large farms, approximately 50 hectares each (after 1864-1867)</li> <li>— Roads and avenue planting</li> </ul>	<ul style="list-style-type: none"> <li>— Buildings society of Benevolence</li> <li>— Central facilities</li> <li>— Cemeteries</li> <li>— Colony houses</li> <li>— Church</li> <li>— Doctor's house</li> <li>— Workshops</li> <li>— Farms/Farmbuildings</li> <li>— Homes for the elderly Farms</li> <li>— Rectory</li> <li>— Post office</li> <li>— Schools</li> <li>— Staff housing</li> <li>— Teacher's house</li> </ul>

Below, the contribution of the Component part A to the serie in relation to the OUV is specified:

#### Characteristics Component part A: Frederiksoord-Wilhelminaord

**Typology:** free Colony, ongoing development structure free Colonies, more spacious layout (Wilhelminaord), linear structure (Vierdeparten).

**Structure of the landscape:** combination of natural elements, previous cultivations (estate) and cultivation by the Society of Benevolence. Small-scale orthogonal structure. Avenue planting. Cemeteries.

**Representative buildings and planting:** Westerbeekslot estate and mansion Huis Westerbeekslot (preliminary phase, office Society of Benevolence since 1818), dozens of buildings from the first and second phase of cultivation: Colony houses, churches, farms, retirement homes, schools, hotel, soup kitchen.

#### 7.1.2 INTEGRITY AND AUTHENTICITY

The Colonies of Benevolence, an enlightenment experiment in social reform, demonstrated an innovative, highly influential model of pauper relief and of settler colonialism - the agricultural domestic colony. The Colonies of Benevolence created a highly functional landscape out of isolated peat and heath wastelands through the domestic colonization of paupers. In the process colonists would become morally reformed ideal citizens adding to the nation's wealth and integrating marginal territories in emergent nation states. Over a seven year-period, almost 80 square kilometres of wastelands, domestic territory considered unfit for settlement, were reclaimed in Colonies in present-day Belgium and the Netherlands. The process of transforming its poorest landscapes and citizens through a utopian process of social engineering went on until well into

the 20th century. Changes that took place in the 19th and the beginning of the 20th century continued and built upon the original ideas of farming colonies, thus reinforcing the original colonies-landscapes rather than expunging them. The connecting factor is not one single 'authentic' period of time, but the landscape structure which has developed in two determining phases:

1. the first phase of the creation (1818-1859).
2. the phase of the further evolution, the phase of state institutions and privatisation (1860-1918).

#### **INTEGRITY COMPONENT PART A: FREDERIKSOORD-WILHELMINAORD**

In Component A, the forms of cultivation and the spatial interpretation of the organisational model of the free Colonies as the Society of Benevolence originally conceived them can be found. In this component the cultivation structure is determined mainly by the grounds of which the Society could obtain ownership, as well as by variations in the natural landscape and the different types of soil. In the course of time, this landscape was enriched, differentiated and updated. In addition, during all two phases more or less radical changes took place, which at times were carried out in the spirit of the Colonies and at other times were wholly unconnected thereto. Component A still reflects the original cultivation structure of the landscape and the whole range of functions, individual and collective facilities where the colonists lived and worked. The buildings in Component A were realised by the Society of Benevolence. After the privatisation, private builders also manifested themselves (houses and farms). The visual integrity has in some respects suffered from the effects of this privatisation. The importance of the heritage is fully recognised by the government and the population. There is no pressure of urbanisation in the surrounding areas, and when buildings are unoccupied adaptive re-use takes place.

In Component A, the construction of the small-scale cultivation landscape which is characteristic of the free Colonies and the up-scaling of plot sizes in the free Colonies developed after the experimental Colony of Frederiksoord, as well as the further increase in scale to 50 hectares applied by the Society of Benevolence in a subsequent phase (after 1859), are still visibly present. Component A provides a clear picture of the enormous scale of the experiment, involving in the free Colonies alone the cultivation and transformation of large areas of heaths and bogs to be used as agricultural land. Historical maps show the area cultivated by the Society at the time, and the structure of the landscape cultivation. The historical structure of the landscape in Component A has remained clearly and integrally recognisable, as evidenced by historical map analysis. The cohesion between the attributes in the landscape is also clearly visible. These are elements that refer to the large-scale land cultivation with a progressive social objective. In Component A, these elements include ditches, roads, planting patterns, plot structures, building structures, cemeteries, social functions and building typologies such as Colony houses and Colony farms, church and schools (for different ranks and positions), offices and retirement homes. Characteristic are the continuous ribbons with small-scale farms (Colony houses). The landscape typologies of the free Colonies, with their adaptations to local conditions and evolving insights, have remained recognisable, due to the presence of attributes such as roads, waterways and paths, green structures, trees and buildings. However, the visual and functional integrity has in some places been affected by subsequent developments (housing and agriculture). The function of agriculture, in combination with care and education, has remained recognisable in the area, although these functions evolved over time.

#### **AUTHENTICITY COMPONENT PART A: FREDERIKSOORD-WILHELMINAORD**

The structure of the cultural landscape and the existing buildings authentically and credibly tell the story of the Colonies of Benevolence, from their inception to the present day. Said structures have remained recognisable and have been preserved in their essence. The use of the Colonies for agricultural purposes and the objectives formulated by the Society of Benevolence two centuries ago, were in essence continued and supplemented with new functions, which provide the original social significance of the Colonies with a contemporary interpretation. The connecting factor is not one 'authentic' period, but the landscape structure which has developed over the two phases (see statement of integrity) can be recognised. Component A reflects this picture for the free Colonies.

#### **The authenticity of Component Part A: Frederiksoord-Wilhelminaord is reflected in:**

- The small-scale cultivation landscape characteristic of the free Colonies.
- The structure of farm ribbons with central crossroads and facilities.
- The main road structure and secondary road structure with avenue plantings.
- The plot structure with recognisable plot boundaries of Colony houses, farms and farm plots.
- The water structures created for the purpose of the cultivations.
- The combination of open and closed landscape characteristics.
- The buildings and building structure (including the grid) with Colony houses, farms, churches, schools, etc.
- The head office of the Society of Benevolence and the presence of the Society of Benevolence.
- The presence of specific plantings dating from the period of the Colonies.



## 7.2

# Component Part A: Frederiksoord- Wilhelminaoord

### 7.2.1 LOCATION AND BOUNDARIES

The boundaries of the nominated World Heritage site are basically based on the boundaries of the area that the Society of Benevolence cultivated on behalf of its Colonies. It concerns the cultivation which took place during the foundation phase of the Colonies of Benevolence (1818-1825). The boundaries of the Component Part A: Frederiksoord-Wilhelminaoord correspond with the area cultivated by the Society of Benevolence, with the exception of parts which do not reflect the essential expression of the OUV, or which as a result of subsequent developments cannot be clearly identified. All the relevant elements of the landscape structure, as well as the representative buildings and the exemplary buildings which reflect the history and the development of Component Part A, are located within the boundaries of the property.

The property is directly derived from the OUV, the area where the OUV manifests itself. This area is formed by the coherent set of 'attributes' (landscape elements, buildings) that directly express the main characteristics of the OUV. On the map this

is designated as 'nominated World Heritage site'.

In practice, this comes down to the area where the heritage values can be optimally experienced.

A large part of Component Part A is designated as the protected villagescape Frederiksoord-Wilhelminaoord is. Various buildings in this property enjoy monument status. The landscape in and around Component Part A is largely of an open character.

On the map (M 1.3), the boundaries of Component Part A: Frederiksoord-Wilhelminaoord are specified.



After 1859 small plots of land were reintegrated in large farms like Hoeve prinses Marianne (J.V.L.)



Huis Westerbeek, home of Johannes van den Bosch, currently the office of the Society of Benevolence, Frederiksoord (J.v.L.)

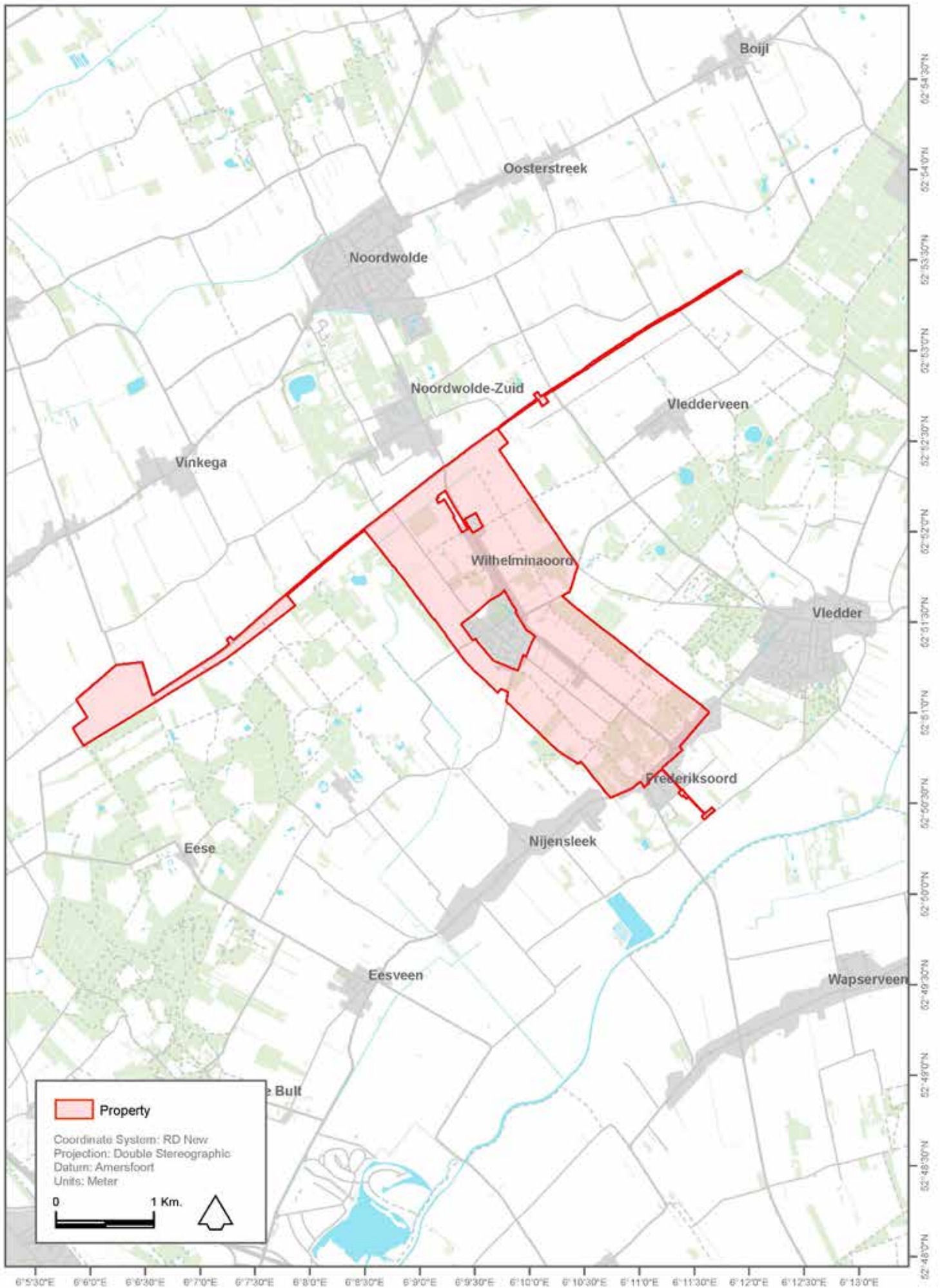




### M1.3 IDENTIFICATION

#### COMPONENT PART A: FREDERIKSOORD-WILHELMINAORD

1:50.000



## 7.2.2 QUALITATIVE DESCRIPTION

### 7.2.2.1 Broad outline

As from 1818, the Society of Benevolence founded a number of free Colonies on the border of the provinces of Drenthe, Overijssel and Friesland, in the north of the Netherlands. These comprised a total of approximately 400 Colony houses, accommodating on average seven people. Following a reorganisation in 1825, they were merged into three Colonies: Frederiksoord (I), Wilhelminaoord-Boschoord (II) and Willemsoord (III). Large parts of these three free Colonies are part of Component Part A in which the characteristic pattern of cultivation ribbons with farms (colonists' farms), intended for poor families, the best is reflected. The collective functions are concentrated at crossroads or on main roads. The area as a whole can be read as a spatial development of the evolving insights in the tangible colonisation practice of a free Colony.

### 7.2.2.2 Origins and current meaning

In the establishment and the development of the Colonies of Benevolence, the following periods can be recognised:

1. the first phase of the creation (1818-1859).
2. the phase of the further evolution, the phase of state institutions and privatisation (1860-1918).

### 7.2.2.3 Component Part A area FREDERIKSOORD

#### FIRST PHASE OF THE CREATION (1818-1859)

Frederiksoord marks the origins of the Colonies of Benevolence. At the same time this Colony, due to the continued presence of the office of the Society of Benevolence, is a symbol of the continuity and

the future. Centrally located in the Colony is the Westerbeekslot estate, which from 1614 had been developed by François van Westerbeek. In the foundation phase of the Colonies, Huis Westerbeek was the residence of the founder of the Society of Benevolence, Johannes van den Bosch. At present the Society has its offices there. In 1818 the first free Colony, containing 53 farms, was established south of Westerbeekslot. One year later, a start was made on the second Colony, with fifty farms, east and north of the estate. In 1823 both Colonies were merged, and from 1825 they were jointly referred to as Colony I.

The cultivation started out on the basis of the existing infrastructure: the Westerbeekslot estate and the main road from Steenwijk to Vledder. During the cultivation, the Westerbeekslot barge canal was widened and lengthened, and two sub-canals were dug perpendicular to it. The main road to Vledder divided the first and the second Colony and became the heart of Frederiksoord, also because of the presence of Huis Westerbeek and the adjacent guest house. As the property owned by the Society of Benevolence extended further north, the Koningin Wilhelminalaan, which ran in northwest-southeast direction, took on increasing significance. Parallel to this avenue ran the ribbons with Colony farms of the second Colony (currently: Hooiweg, Vaartweg and M.A. van Naamen van Eemneslaan). Along these roads, at sixty metre intervals, identical Colony farms were situated, in single-sided or double-sided ribbons. The plots belonging to these farms measured 2,4 hectares and were bordered by narrow ditches.

In 1830 the contiguous Colony landscape around Frederiksoord consisted of about 4000 hectares of land. From each colonist's house, on average 2,5 hectares of land adjoining it was cultivated and worked. Although the plots were cultivated in an orderly structure, the infrastructure of Frederiksoord is not linear, because it connected with precolonial roads and ditches, and with the Westerbeekslot estate. The set-up of the free Colony resulted in Frederiksoord in a tightly structured, block-shaped

landscape with a small-scale character, which adapted itself to the existing structure of the Westerbeeksloot estate. Within the original pattern with scattered buildings, the crossroads and cultivation axes were used for the realisation of facilities and workshops.

#### **THE PHASE OF THE FURTHER EVOLUTION (1860-1918)**

After 1859, the intricate structure of Frederiksoord was partially overwritten by the Society of Benevolence, as also happened in other parts of Component A. Existing small fields were combined to accommodate large working farms measuring around 50 hectares; in Frederiksoord this farm became Hoeve Willem III. The aim of this approach was to improve agricultural production as well as the disciplining of the colonists. Apart from the inclusion of new buildings, this also resulted in a number of new plot demarcations. The road structure was preserved. The Horticultural School (1884) and the Forestry School (1887) were added to provide more in-depth education.

#### **7.2.2.4 Component Part A area WILHELMINAORD including VIERDEPARTEN**

##### **FIRST PHASE OF THE CREATION (1818-1859)**

In this part of Component A the typology of the free Colony is further developed. Wilhelminaord and Vierdeparten were initially founded between 1820 and 1823 as free Colonies. Wilhelminaord was established in 1820 on the grounds of the Westerbeeksloot estate and Vierdeparten. The Colony contained some hundred Colony farms. Between 1821 and 1822, the eastern part of Vierdeparten (Oostvierdeparten) and Westvierdeparten were cultivated and parcelled. This is a narrow ribbon with a length of approximately ten kilometres, with a central road and Colony farms on either side, also about a hundred in number. The main part of

Vierdeparten is situated in the province of Friesland. It connects the free Colonies of Willemsoord (1820) and Boschoord (1822-1823).

The spatial structure of Wilhelminaord consists of parallel ribbons, comparable to Frederiksoord. Frederiksoord and Wilhelminaord merge via the Koningin Wilhelminalaan and the avenue parallel to it, the M.A. van Naamen van Eemneslaan. Along both these avenues the same pattern of ribbon development recurs. The facilities, concentrated mainly on the Koningin Wilhelminalaan, are complementary to those of Frederiksoord. Functionally, both Colonies operated as one integrated whole. A difference with Frederiksoord is that the plots of the Colony farms were more spacious, 2,8 hectares instead of 2,4 hectares per farm.

Due to the elongated shape of Vierdeparten, this area has a structure that differs from other Colonies: a ribbon of almost ten kilometres long, with Colony farms on either side. The spatial structure of Vierdeparten goes back to 1642 when a barge canal for the transport of peat was dug on the border of the provinces of Drenthe and Friesland. The owners of the land surrendered a quarter of their plots, marking the creation of 'Vierdeparten' (quarter parts). In 1821, at the start of the cultivation by the Society, peat was still being extracted to serve as fuel for enterprises such as the stone oven in Frederiksoord. For facilities, Vierdeparten relied on the surrounding Colony villages of Willemsoord (west), Wilhelminaord (centre) and Boschoord (east). The structure of the landscape and the avenue planting still exist, but only a few Colony houses remained preserved. Houses and farms were replaced within the structure.

The simple little brick 'waterstaatskerkje' (church realised with financial support of the national government) with its small tower, on the border of Frederiksoord and Wilhelminaord, was built in 1851 to meet the requirement of mandatory church attendance in the Colonies. Until 2009 it was in use by the Dutch Reformed church. These days it is used for

festive, formal and educational gatherings. Until the dissolution of the church function, the 1912 rectory adjacent to the church was the vicar's home.

The former school with schoolmaster's house in Wilhelminaoord, built in 1821, is a double house now. The basketry/weaving mill/forge on the Wilhelminalaan offered the required alternative employment to colonists who were unfit for hard agricultural labour. The general cemetery on the Oranjelaan is simple, with rectangular plots and mainly 19th and early 20th century gravestones. The 1819 cast-iron gravestone of Daniella Elisabeth van Oosterhoudt enjoys monument status. Adjacent to the general cemetery, there is a small Roman Catholic cemetery.

#### **THE PHASE OF THE FURTHER EVOLUTION (1860-1918).**

From 1859, just like in Frederiksoord, small plots were integrated into one large farm, Hoeve Prinses Marianne, where the colonists were employed. The later village expansion of Wilhelminaoord is unconnected with the characteristic avenue structure and does not form part of the proposed World Heritage site. Only the M.A. van Naamen van Eemneslaan and the Vaartweg were extended. Consequently, these less characteristic areas have been embedded in the main structure of Frederiksoord-Wilhelminaoord. After 1859 a large farm was established in Vierdeparten (Hoeve 's-Gravenhage, which was demolished). From 1898, the steam powered dairy factory Deli in Wilhelminaoord processed the milk from 700 Colony cows.

In this ensemble Rustoord I and Rustoord II are located, the only examples in the Colonies of specific care of the elderly. Rustoord I contains the first state funded homes for the elderly in the Netherlands (1893). In 1975, the building was extensively restored and divided into four houses, which at present are let.

In 1904 Rustoord II was realised, with a larger scale set-up focusing on single elderly people.

Hoeve Prinses Marianne dates from 1913 and is still in operation as a farm. Its name was initially "Hoeve de Dankbaarheid" (Farm the Gratitude), until it transpired that the anonymous donation for the construction had come from Princess Marianne. Adjacent to this farm, a hexagonal wooden hay barn is situated, built around 1865. In that year, the Society had designed and built a farm with a similar barn on either side of it. That enterprise had been set up as a model farm, and characterised the shift towards larger-scale operations. Around 1910 the farm was destroyed by fire and the current Hoeve Prinses Marianne was established; the hay barn remained preserved. Both are national monuments.

## 7.3

# Safeguarding in legal and policy frameworks

### 7.3.1 LEGAL AND POLICY FRAMEWORKS COMPONENT PART A FREDERIKSOORD-WILHELMINAOORD

Component A is located in two municipalities: Westerveld and Weststellingwerf in the provinces of Drenthe and Fryslân respectively. This means that besides State policy, the policies and accompanying instruments of the municipalities and the provinces apply in the area.

In respect of Component Part A, different governing authorities in the Netherlands have taken decisions and adopted plans which provide protection of the heritage in the Colonies. A number of spatial plans apply to the area. The main section is referred to with regard to the international frameworks provided by UNESCO and the State. In this section the legal and policy frameworks, plans and regulations applying to Component Part A at national (specific issues), provincial and municipal level are dealt with.

This Management Plan is based on the prevailing protection measures following from the current provincial and municipal visions and plans, and implementation arrangements and directives in the field of space, heritage, landscape, nature and water. These plans each have their own term. In future, when updating these plans and drafting new plans, the OUV will explicitly be taken into account. Where possible it will be endeavoured to achieve consistency in the contents of the plans and to synchronise the terms of the plans.

### 7.3.2 STATE

In the Netherlands, legislation for spatial planning and heritage is currently being simplified and made more integral. The new Heritage Act (formerly Monuments and Historic Buildings Act and other legislation) has entered into force on 1 July 2016. With regard to the immovable heritage, this Act focuses on the preservation, the protection and the restoration of the built or landscaped objects (national monuments) and archaeological monuments. Up to



2021, the spatial protection of the heritage values in the Netherlands will be regulated through the Spatial Planning Act (Wro). The new Environment & Planning Act, which will in future regulate the spatial protection of heritage values, will enter into force in 2021. The Environment & Planning Act offers good opportunities for the integral protection of the OUV in areas, and for the integral assessment of developments. The Act contains separate, generic rules regarding the safeguarding of the qualities of a World Heritage site, and puts the State in a position to issue instructions to other governing authorities in respect of the safeguarding of the values of UNESCO World Heritage sites by the Decree on environmental quality. On the basis of this instructional provision 'world heritage' in the Environment & Planning Act and more specific the Decree on environmental quality, the Colonies of Benevolence will be offered similar protection to that currently enjoyed by the World Heritage sites 'De Beemster' and 'Stelling van Amsterdam' (Defence Line of Amsterdam). In this context, further agreements will also be made concerning the transition of the prevailing frameworks (zoning plan) to the future frameworks (environmental plan), including the period of transitional legislation.

As per 1 January 2017, in addition to the Heritage Act and the Environment & Planning Act, legislation regarding nature areas will also change. From that date, the new Nature Conservation Act will replace the current Nature Conservation Act, the Flora and Fauna Act and the Forestry Act, and will eventually be incorporated in the Environment & Planning Act. This Act will also contribute to the preservation of the nature values related to the settings of Component part A.

In this way, the protection of heritage (built monuments, archaeology, areas) nature and landscape, and its incorporation in provincial and municipal environmental visions, environmental plans and environmental permits is and will be safeguarded in

the Netherlands, as well as the harmonisation with the water management plans of the water boards.

This Management Plan is based on the prevailing protection measures following from the current provincial and municipal visions and plans, and implementation arrangements and directives in the field of space, heritage, landscape, nature and water. Eventually, a serious reduction of these frameworks will be achieved under the Environment & Planning Act. Upon the entry into force of the Environment & Planning Act, a generous transitional period will apply, which should allow provinces and municipalities to gradually start operating in conformity with the Environment & Planning Act. One of the consequences of this will be that during a transitional period, recently adopted prevailing zoning plans will serve as environmental plans. Moreover, it implies that also after the entry into force of the Environment & Planning Act, the protection of the OUV on the basis of the provincial and municipal frameworks will still be conducted in accordance with various frameworks, in line with the existing practice. Part of the framework of agreements between the State, provinces, municipalities and stakeholders, will be focused on the most effective way to organise the process for optimising the protection of the OUV.

The overview below provides a diagrammatical indication of the instruments through which the OUV, and particularly the attributes, are/will be protected by the State, provinces and municipalities:



ATTRIBUTES	PRIOR TO 2021	AFTER 2021
TYPOLOGY	<b>Multiple designations Protected villagescape based on the Monument &amp; Historic Buildings Act</b> <i>Environmental visions provinces</i> Structural or Environmental visions municipalities Zoning plans on the basis of double zoning Culture policy province Heritage policy municipality Environmental permit	<b>Environmental vision State</b> <b>Instructional provision ‘world heritage’ by Decree on Environmental Quality</b> <i>Environmental visions provinces</i> <i>Culture policy province</i> Environmental visions municipalities Environmental plan (integral) Heritage policy municipality Environmental permit
STRUCTURE OF THE LANDSCAPE	<b>Multiple designations Protected villagescape based on the Monument &amp; Historic Buildings Act</b> <i>Environmental visions provinces</i> Structural or Environmental visions municipalities Zoning plans Underlying plans: <ul style="list-style-type: none"> <li>— <i>Cultural heritage map</i></li> <li>— <i>Map of Archaeological values</i></li> <li>— <i>National Ecological Network</i></li> <li>— <i>Architectural guidelines</i></li> <li>— Landscape plan/map</li> <li>— Environmental permit</li> </ul>	<b>Instructional provision ‘world heritage’ by Decree on Environmental Quality</b> <i>Environmental vision province</i> Environmental visions municipalities Environmental plan (integral) Environmental permit
REPRESENTATIVE BUILDINGS	<b>Monument status State based on the Heritage Act</b> Monument regulations Zoning plans on the basis of double zoning Opinion Committee on Building Aesthetics and Heritage/Quality Team Environmental permit	<b>Monument status State based on the Heritage Act</b> Monument regulations Environmental plan (integral) Opinion Committee on Building Aesthetics and Heritage/Quality Team Environmental permit
REPRESENTATIVE PLANTING	<b>Forestry Act, Flora and Fauna Act and Nature Conservation Act</b> General Municipal Bye-Law/ Timber Regulation, varying interpretations Tree Policy Plan	<b>Nature Conservation Act incorporated in Environment &amp; Planning Act</b> Municipal regulation

Stakeholders include the Society of Benevolence, which still owns considerable property in major parts of Component Part A, agriculture, and various other parties, in particular site management organisations that have adopted and are implementing plans that contribute to the protection, the preservation and in part the (renewed) visibility and perceptibility of the heritage values in Component A. Plans which take into account the values to be preserved on the basis of the status of State-protected villagescape, and subsequently the instructional provision “world heritage” (2021 by the Decree on environmental quality). This chapter deals with the legal and policy frameworks of the governing authorities. The vision and plans of the Society of Benevolence will be dealt with in chapter 4, under Organisation.

#### PROTECTED VILLAGESCAPE

##### FREDERIKSOORD-WILHELMINAORD

A major part of the property of Component Part A submitted for nomination was designated by the State as protected villagescape in 2009, on the basis of the 1988 Monument & Historic Buildings Act. On 6 November 2009, the Frederiksoord-Wilhelminaord area was designated by the State as protected villagescape on the basis of the Monument & Historic Buildings Act. After entry into force of the Environment & Planning Act and the recognition as UNESCO World Heritage site, the Dutch Component Parts A and C will be protected by the Decree on environmental quality by the instructional provision “world heritage” applicable to the entire property.

In the designation protected villagescape, some attributes in the context of the nomination have been specified as non-characteristic elements within the main structure, and have been designated as not valuable as cultural heritage. This concerns some forest areas and building elements which were earmarked as attributes (structure) for the purpose of the nomination. Another point for attention is that the boundaries of the protected area are not entirely in line with the boundaries of the property of Frederiksoord-Wilhelminaord as specified in the

nomination file. The southern part of Frederiksoord, between the M.E. van de Meulenweg and the Wapserveensche Aa, and the sub-area southwest of the Burgemeester Wijnoldyweg and the Hoofdweg, are outside the scope of the protected villagescape.

The status of the protected villagescape is legally safeguarded in the zoning plan and the corrective Revision Protected Villagescape Frederiksoord-Wilhelminaord. This zoning plan has a double zoning value cultural heritage. For Component Part A this means that part of the property enjoys a protected status as protected villagescape. After 2021 the whole property will gain protection by the Decree on environmental quality.

#### NATIONAL MONUMENTS

Part of the buildings and objects in Component Part A designated as attribute enjoy protection as national monument (in addition there are several municipal and provincial monuments in the area with a protection and licensing regime). These are mainly the buildings that illustrate and enrich the story of the Colonies. The preservation of the national monuments is adequately safeguarded on account of their designation. See for a complete and detailed list of the Dutch monumental status of the buildings Section 3.1.A of the Nomination File and the Appendix “Attribute List”.

On the basis of the designation as protected villagescape and/or national monument, a licensing obligation applies. In case of applications for a building permit, a demolition permit or an environmental permit, municipalities are obliged to request the advice of the Monuments Committee. Moreover, in the protected villagescape the strictest building regulations apply, also for those buildings and building structures that have not been designated as (national) monument.

### 7.3.3 PROVINCES

#### 7.3.3.1 Province of Drenthe

##### UPDATE ENVIRONMENTAL VISION DRENTH 2014

The Environmental Vision describes the provincial spatial economic vision for the future of Drenthe for the period up to 2020. The preservation and reinforcement of exceptional landscape elements, such as the Society of Benevolence, is part of the vision. In the vision, the province states explicitly that it intends to preserve the very special character of the Component Parts A (Frederiksoord-Wilhelminaord) and C (Veenhuizen), and make it accessible. The province intends to invest in the cultural and spatial economic developments in these areas, with the past serving as a source of inspiration for the future. The landscape of the Colonies of Benevolence is designated as being of provincial interest as regards:

- The rectilinear, structure defining (main) access roads, lined with avenue planting.
- The orthogonal, engineered landscape with a block-shaped allotment structure, with forest and open spaces alternating.
- The structure of ribbon development and the hierarchy in the architecture of the adjacent buildings (frequently at right angles to the cultivation axis), with regular intervals.

The provincial policy focuses on the preservation and reinforcement of the avenue planting along the main access road, the cultivation structure and the alternation between mass and space and the characteristic ribbon development and the intervals.

##### CULTURAL HERITAGE COMPASS PROVINCE OF DRENTH

The Cultural Heritage Compass provides the framework for the provincial policy in respect of cultural heritage and space, with the following objective:

- The province is committed to recognisability of cultural heritage by securing it in a main cultural heritage structure.
- Through cultural heritage, the province aims to reinforce the spatial identity of Drenthe.

The Cultural Heritage Compass is intended to be a source of inspiration and a guideline. Municipalities are expected to assess their zoning plans against the basic principles of the Compass.

The Colonies of the Society of Benevolence located in Drenthe, but also the road structure with Colony houses of Vierdeparten (located in the province of Fryslân) form part of the main cultural heritage structure. In the description, the hierarchical structure of orthogonal lines (roads and waterways), buildings and planting and the high degree of cohesion between these elements are designated as characteristic. For Frederiksoord-Wilhelminaord, the agricultural Colony with Colony houses, farms and facilities situated at the main axes, as well as the subjacent older Westerbeeksloot estate, are designated as characteristic.

In the territories of the Society of Benevolence, the province aims to maintain and reinforce the hierarchical and orthogonal layout of the areas and the preservation of the alternation between open areas and forest complexes. In the supplementary cultural heritage policy Component A is designated as 'top location' where the highest standards apply in respect of policy commitment. The province opts for an area-specific policy here, with requirements to be imposed on developments in the area. In the event of spatial developments, the province wishes

to be involved in the planning process at an early stage, in a contributing and proactive role. Initiators are expected to consider the cohesion of the cultural heritage as the primary framework for new plans. The main challenge for the Colonies of Benevolence is to maintain the quality of life in the territories and to find and incorporate new economic impulses. In this respect, the province has committed itself to a development philosophy in which the cohesion of the cultural heritage of the areas is a guiding factor and a source of inspiration for a sustainable development.

**CULTURE MEMORANDUM 2017-2020  
PROVINCE OF DRENTH; THE IMAGE  
OF DRENTH (DE VERBEELDING VAN  
DRENTH)**

The Memorandum states that in the coming period the province will make an extra investment in the two museums/visitors' centres adjacent to or in the Component parts of the Colonies of Benevolence located in the province: Frederiksoord-Wilhelminaoord and Veenhuizen. Museum 'The Proefkolonie' in Frederiksoord has been added to the four existing museums of provincial interest. For the period 2017-2020, the museums of provincial interest will receive a fixed amount of subsidy per year, on condition that they present a clear plan specifying their activities in the year concerned.

In the course of the process leading to the definitive acquisition of the status of UNESCO World Heritage site, both museums in the Component Parts A and C will receive an extra boost. These museums already collaborate, also with the visitors' centres in the other Colonies of Benevolence, with a view to increasing the size of their audience. In the past, the museum function in Frederiksoord was small-scale, and accommodated in a very modest building (de Koloniehof). The social significance of the free Colony and the status of UNESCO World Heritage site to be acquired, required a different approach. The new museum/visitors' centre opened end October 2019, under the name of Museum 'The Proefkolonie'. Besides the audience from the north, national and

international visitors interested in world heritage can be welcomed here. The story of the origins of the Society will be told here in a contemporary and attractive way, with the focus on the free Colonies. The story of Johannes van den Bosch and the Society of Benevolence after all actually started off in Frederiksoord. Together with the museums/visitors' centres in Veenhuizen, Ommerschans and Wortel/Merksplas, the history of the Colonies of Benevolence is propagated from a joint project; 'one history, seven stories'.

The chapter connecting and renewing examines the Colonies of Benevolence in depth. The province of Drenthe has expressed a strong commitment in respect of the Colonies of Benevolence and is the driving force behind the process to achieve the definitive nomination as transnational and serial World Heritage Site in 2020. This includes drawing up a nomination file and a Management Plan, but also the continued communication about the programme and involvement of the many partners. At the same time, the province is preparing for the situation following the decision of the World Heritage Committee (the nomination is after the referral on the agenda of the Committee for the summer of 2020). The province of Drenthe is willing to assume the role of 'co-Site holder', first point of contact, in the Netherlands, in conjunction with a party at provincial level in Belgium. At overarching level, the management should ensure good communication and coordination between the Component Parts. This in any event applies to: harmonisation of the management of the individual Component Parts, dealing with possible threats to the areas, communication and education, and the coordination of the monitoring and the reporting obligations to UNESCO. All the parties in the steering group are expected to continue structural financing. Governing authorities retain a generic responsibility for the preservation and accessibility of the heritage and for spatial planning. Meanwhile, the major stakeholders in the areas, such as for example large landowners (Society of Benevolence, agricultural organisations, Forestry Commission), will

be closely involved in the organisation, preservation and accessibility.

### 7.3.3.2 Province of Fryslân

#### REGIONAL PLAN FRYSLÂN 2007 AND MID-TERM EVALUATION 2013

The landscape and cultural heritage qualities and values are described in the Regional Plan and in the underlying Frisian Archaeological Monuments Map (FAMKE) and the Cultural Heritage Map. In addition to the Regional Plan, the provincial responsibility for cultural heritage and archaeology is further defined in the implementation program ‘valuable Fryslân’ (Weardefol Fryslân) 2016-2019 and the provincial interests in the field of landscape in relation to cultural history are described in the regional document Gruts op è Romte (2014), ‘Trots op Ruimte’, proud on our public space’. The explicit and integral vision on preservation and development of the landscape qualities and cultural heritage values as spatial quality, make it clear that there is provincial support for the preservation of landscape and cultural heritage. The intention to clearly define the values, and the commitment to take into account qualities and values at an early stage in respect of spatial developments, are important management requirements for the protection of the OUV. The designated core qualities of the landscape type Streams Area/Southern Forests (Bekengebied/Zuidelijke Wouden), where the World Heritage territories Vierdeparten are located, provide sufficient basis in this respect. The designation of canals, ‘wijken’ (waterways in peat districts) and roads and paths with avenue planting as structuring elements, the orientation of the parcellation perpendicular to the main roads, and the alternation of open, semi-open and closed landscape, are in line with the development of the OUV. The Provincial Spatial Quality Team can play a role in the assessment of spatial developments in the area of Vierdeparten (Quality Team).

The Regional Plan Fryslân 2007 offers scope for agricultural development in South East Fryslân, provided it fits in with the core qualities of the landscape. The plan offers opportunities for up-scaling, extensification, broadening through subsidiary activities and forestry. The decision should be taken on the basis of area-oriented customisation. The project ‘de Nije Plaets’ (Frisian for ‘the New Farm’) was set up to at an early stage provide advice to farmers with plans for up-scaling, and to guide them in respect of the integration of agricultural building plots in the landscape. In 2014, the organisation was taken over by the municipalities; the implementation is the responsibility of Hûs en Hiem.

#### REGULATION ROMTE FRYSLÂN 2014 (SPACE FRYSLÂN 2014)

This Regulation Romte has been drawn up to ensure that provincial spatial interests are implemented in municipal zoning plans and (spatial-)permits. In the regulations the commitment to integrating developments in the core qualities of the landscape is evident. Developments are possible, but in virtually all cases linked to the condition that they are integrated in the core qualities of the landscape type and/or do not negatively affect the landscape characteristics. To this end, the Regulation requires municipalities to include a spatial quality paragraph in their planning, in which the core qualities of the landscape and the capacity for integrating new functions are taken into account. The Regulation also requires municipalities to specify how their plans take into account the cultural heritage elements and the method of research and protection of archaeological values as indicated on the provincial cultural heritage map and FAMKE. The provisions of a spatial quality paragraph and a justification of the approach to cultural heritage and archaeological values are important control frameworks for the preservation of the OUV.

### **GRUTSK OP 'E ROMTE (PROUD OF THE SPACE) : STRUCTURAL VISION CONCERNING THE QUALITY OF THE SPACE**

The structural vision Grutsk op 'e romte constitutes a further analysis and valuation of the core qualities of the cultural heritage and the landscape, as described in the Regional Plan 2007 and the associated Regulation Romte. The emphasis on the integral preservation and restoration of the valuable landscape and cultural heritage structures at provincial and regional level is in line with the intention to preserve the cohesive landscape of this area of Component Part A. In Grutsk op 'e romte, the area of Vierdeparten is designated as landscape and cultural heritage structure of provincial interest. Important aspects for the preservation of the OUV are the valuation of the total of the water systems, the parcellation, the settlements in their surroundings and the structure of the settlements as four of the ten top structures of Fryslân. At regional South East Fryslân level, the designation of values of the elongated, ribbon-shaped structures of canals and roads (with planting) with and without buildings, and with the systematically constructed plots and 'wijken' perpendicular to these and the rather robust green structure of belts, wooden fences, larger and smaller forest complexes and tree plantings along roads, are particularly supportive in respect of the preservation of the OUV. In addition to the valuation per structure, advice is also issued on how to deal with this structure. This advice is binding for the province. In this way, the preservation of the OUV is adequately safeguarded at provincial level.

### **IMPLEMENTATION PROGRAM 'VALUABLE FRYSLÂN' 2016-2019**

The implementation program 'valuable Fryslân' (Weardefol Fryslân) 2016-2019 designates heritage as an important pillar of the spatial quality of Fryslân. The province is committed to the preservation and development of this heritage, by the integral inclusion of heritage in spatial developments, an area-specific approach, the encouragement of private initiatives to invest in heritage, realising connections between cultural heritage and economy, and creating support

and increasing audience reach. The provincial cultural heritage values themselves are specified on the Cultural Heritage Map and the Archaeological Monuments Map. A number of attributes of Vierdeparten are marked on this map, but a reference to the Frisian part of Component A as valuable cultural heritage landscape is lacking. The Regional Plan in conjunction with the Cultural Heritage Map and the Workbook Landscape, Cultural Heritage and Urban Design constitute the basis for the integration of cultural heritage in the planning of the municipality of Weststellingwerf. The Cultural Heritage Map contains a detailed overview of the existing cultural heritage elements and structures in the province of Fryslân. This can be an important tool with regard to the visibility and accessibility of the valuable cultural heritage elements in the province. For the attributes in Vierdeparten see Section 3.1.A of the Nomination File and the Appendix "Attribute List".

### **ENVIRONMENTAL VISION PROVINCE OF FRYSLÂN**

On the 25th of September 2019 the Fryslân province has set the draft of a future environmental vision including coverage of its heritage, which will cover cultural history and heritage. The vision is related to the aforementioned thematic structural vision "Grutsk op 'e romte", in which the Colonies of Benevolence are specified as a valuable area as regards landscape and cultural heritage, with a globally relevant history. In the section "Basis op Orde" is indicated how the province deals with the preservation of the Frisian heritage.

## 7.3.4 MUNICIPALITIES

### 7.3.4.1 Municipality of Westerveld

#### SPATIAL POLICY

In the *Structural Vision Westerveld*, a broad outline is provided of the planned spatial developments for the municipality of Westerveld up to 2025. Starting point for the vision is the identity of Westerveld: a green, agricultural municipality with an unprecedented wealth of cultural heritage, landscape values and ecological values. The basis is the preservation and reinforcement of the cultural heritage values, the landscape values and other core qualities. In this respect, the Component A areas in the municipality anticipate the OUV and the status of parts of the Component A as protected villagescape. In the description of the spatial structure of the municipality, the heritage of the Society of Benevolence is specifically designated as valuable cultural heritage. The protected villagescape Frederiksoord-Wilhelminaard is indicated on the structural vision map, and a number of roads (attributes) are designated as historic roads. Frederiksoord-Wilhelminaard is also specifically designated as gems on the map; highlights of cultural heritage in Westerveld. In the individual village passports drawn up in conjunction with the structural vision, attention is drawn to the cultural heritage values of the Colony landscape in the villages in the Colony area in relation to the nomination procedure for UNESCO World Heritage status. Consequently, the vision provides sufficient control to manage the preservation of the OUV in respect of the development of future policies and the assessment of spatial developments outside the zoning plan.

#### *Zoning Plan Protected Villagescape Frederiksoord-Wilhelminaard*

On 25 January 2011, the zoning plan protected villagescape Frederiksoord and Wilhelminaard of the municipality of Westerveld was adopted. Since then, a number of omissions in the zoning plan have

been identified, which necessitated adjustments to this zoning plan. In addition, the Society of Benevolence has requested to review the regulations and the representation in some parts, in order to provide protection for the characteristics of the Colony houses and the distinctive houses within the protective villagescape. These amendments have been included in the corrective revision protected villagescape Frederiksoord-Wilhelminaard (adopted 31 March 2015). Because the corrective revision only reviews parts of the zoning plan Frederiksoord-Wilhelminaard, it is difficult to read. As a result of the digital obligation, both plans can only be consulted separately. In order to nevertheless publish a zoning plan which can be properly consulted on [www.ruimtelijkeplannen.nl](http://www.ruimtelijkeplannen.nl), the current consolidated version has been produced. This consolidated version is a combination of the zoning plan Frederiksoord-Wilhelminaard and the corrective revision protected villagescape Frederiksoord-Wilhelminaard. In this version the regulations and the representation have been included as if it were one single zoning plan. This consolidated version has no legal status, but it does show the legal rules to date. For the official prevailing rules, the two separate zoning plans are referred to. The explanation of the zoning plan protected villagescape Frederiksoord-Wilhelminaard is annexed to the consolidated plan. It can also be consulted with the zoning plan Frederiksoord-Wilhelminaard.

The content of the zoning plan is of a preservative nature, but at the same time development-oriented. Through the zoning plan, the municipality intends 'to protect and preserve the characteristics of the area by means of carefully tailored regulations, but in addition also to create new development opportunities, one of the aims being to improve the quality of life in the area'. To this end, the zoning plan includes regulations for the reconstruction and new construction of 62 Colony houses, the restoration of the characteristic water structure (for example the renovation of the winding hole of the Westerbeekslot barge canal) and the preservation and restoration of the avenue

planting and the characteristic road structure. The plan recognises, and as a consequence protects, the outstanding cultural heritage value of the area. The description of the spatial characteristics in the explanation is on a structural level in line with the OUV. The nomination of the area as UNESCO World Heritage site is also referred to in the explanation. Most of the attributes of the OUV are already safeguarded through the zoning plan by means of the (combination of a) double zoning Value Cultural Heritage, the characteristic housing zoning and the (preservative) zonings designated.

#### *Landscape Development Plan (LOP)*

The municipality has a *Landscape Development Plan (LOP)*, which forms the basis for the structural vision and above zoning plans. The municipality has prepared a separate *Tree Policy Plan*, which contributes to the protection and the preservation of the existing valuable avenue structures and woodlands in the Colony area. On the basis of the list of trees, the protection of valuable trees in the area is ensured. The tree policy is anchored in the General Municipal Bye-Law and in zoning plans, and is safeguarded in a felling concession system.

#### **HERITAGE POLICY**

In the *Building Aesthetics Policy Document*, the building aesthetics policy for the municipality of Westerveld is set out. Cultural heritage has played a key role in the division into different building aesthetics areas. For iconic areas in the municipality, a separate policy has been drawn up in order to ensure the quality of the areas. These areas are designated as outstanding building aesthetics area. The building aesthetics criteria for these areas are to promote the preservation of the existing values. The area of the Society of Benevolence within the protected villagescape is one of the areas in respect of which a specific building aesthetics policy was developed. In this policy a distinction is made between protected Colony houses, unprotected existing Colony houses, new Colony houses in ribbons with existing houses and new Colony houses in undeveloped ribbons. To

supplement the zoning plan, criteria for detailing, use of materials and colour, and plot design have been included for these buildings in the Building Aesthetics Policy Document. For the buildings within the protected villagescape without cultural heritage value, the criteria for the systematically designed housing areas (development areas) apply.

For the buildings in the property outside the protected villagescape, the criteria for the outlying area, adjacent nature areas (the area within the Drents-Friese Wold National Park) and recreational sites (the recreational sites within the property) apply. The characteristic and monumental buildings in the outlying area are subject to special buildings aesthetics policy. For the other buildings within the building aesthetics areas, regular building aesthetics policy applies, with the proviso that for agricultural buildings, industrial buildings and barns, the colour scheme of the Society of Benevolence applies as regards the use of materials and colour. The building aesthetics policy for the municipality of Westerveld offers good opportunities for the preservation and protection of the OUV.

The municipality has a *Heritage Regulation* including a detailed heritage identification map (dating from 2014, to be revised in 2020 in accordance with the Environment and planning Act) based on which the designation of municipal monuments and municipally protected townscapes or villagescapes, and their preservation, can be regulated. This regulation provides a basis for granting a municipally protected status after the UNESCO status has been obtained to attributes without monumental status or parts of the property that are currently located outside the protected villagescape Frederiksoord-Wilhelminaoord.

The municipality is a major heritage municipality and is granted the confidence and the freedom by the Cultural Heritage Agency (RCE) to make its own considered choices. In the event of specific developments, additional advice will be requested from the Spatial Quality Committee of the RCE.



#### 7.3.4.2 Municipality of Weststellingwerf

On 12 June 2019, the municipal council of Weststellingwerf adopted the Environmental Vision Weststellingwerf, Space for Quality. This Environmental Vision forms the basis for spatial quality, which for twenty years until that time had been determined by the Structural Plan 2000-2015. The former procedure as regards spatial plans was more or less fixed: the council assessed the plan, the residents were given the opportunity to comment and the council subsequently took a decision. The Environmental Vision changes this procedure. Residents have participated in creating the new frameworks, and the Environmental Vision itself offers ample scope for initiatives from civil society to be developed within the frameworks. Thinking in terms of opportunities rather than threats. In this way, Weststellingwerf intends to work towards a future with lively and liveable villages, with important facilities to be found close by. With beautiful and varied landscapes and innovative farms. A quiet residential municipality with sustainable houses designed to last a lifetime. And a municipality that leads the way in the field of energy and climate. The new policy is based on giving free rein, trust, working together and facilitating. With the basic principles and rules of the Environmental Vision, the residents are offered more scope for their initiatives. And the municipality is in charge of the broad outlines. In this way, an appeal is made to everyone's responsibility. More specifically about the Colonies of Benevolence, the following is included in the Environmental Vision. With Veenhuizen, Willemsoord and Frederiksoord, the municipality has three former Colonies of Benevolence bordering its south-eastern flank. The possible future status as UNESCO World Heritage site offers opportunities in the field of tourism and recreation, for example for modest developments in the hospitality industry (B&Bs, regional products, etc.), in particular around Noordwolde. The new approach does not imply that anything goes. Basic principles and rules limit the playing field. And some 'old' policy principles simply remain intact.

For example, the wish to preserve the landscape and cultural heritage quality of the rural area remains unimpaired, and the establishment of new civilian residences in the outlying area is out of the question, unless quality gains are to be achieved through demolition and restoration of no longer functional and unsightly buildings (space for space).

On 24 April 2015, the Zoning plan Outlying Area entered into force. The planning area covers the entire outlying area of the municipality of Weststellingwerf, with the exception of campsite De Driesprong in Langelille. The plan is of a predominantly preservative nature and is based on a number of Basic Principle Documents adopted by the council. The main theme for the spatial policy is that the landscape is the guideline for the future layout and use of the space. One of the designations of the area is as property of the Society of Benevolence. Future developments should take place in mutual cohesion and be focused on the potential of the landscape. The spatial quality assessment of developments is a matter of customisation, and will be further detailed in specific assessment frameworks (incorporation horse feeders and shelters).

In the field of cultural heritage, the municipality follows the overview of valuable cultural heritage elements on the *Cultural Heritage Map Fryslân*. Unique landscape elements and cultural heritage values are protected via a double zoning or a specific zoning or stipulation in the zoning plan. In the zoning plan, this is done through a reference to one of the annexes. Although this does not formally constitute a double zoning, it does in practice have a similar effect. In this way, where valuable cultural heritage aspects are located, a double zoning Cultural Heritage 1, article 30 applies: partly intended for the preservation, protection and restoration of cultural heritage values. This provision applies to yards, planting and buildings and also to the landscape as a whole, but not to the structure of the landscape. The latter is covered by the framework provided by the Landscape Policy Plan South East Fryslân 2004-2014, through which the

open character of the landscape and the allotment structure (planting of poplars or conifers, for example, cannot easily be stopped) is less explicitly protected on the basis of the cultural heritage value. In the context of the zoning plan, research has also been carried out into the archaeological values in the area. The requirements and provisions in the zoning plan Outlying Area for the preservation of spatial, landscape and in parts of the area cultural heritage quality, provide ample opportunities to control the preservation and the protection of the OUV.

#### HERITAGE POLICY

The building aesthetics policy of the municipality is laid down in the *Building Aesthetics Policy Document Weststellingwerf* and the *Architectural Guidelines Valuable Cultural Heritage Areas*. The municipality uses the building aesthetics policy as a means to protect the cultural heritage, spatial development and architectonic values in the different territories, and have these values play a role in the development and assessment of building plans. The building aesthetics assessment is carried out by the Building Aesthetics Committee of Hûs en Hiem. In the Policy Document, 12 typological areas are distinguished, each with its own set of building aesthetics criteria. Westvierdeparten and Oostvierdeparten are located in rural territory which is designated as special building aesthetics area, where the strictest building regulations apply. Eventually, the Building Aesthetics Policy Document will be amended to include a separate designation for Oostvierdeparten and Westvierdeparten. This will correspond with the *Landscape Policy Plan* as regards the landscape characteristics and structures such as the avenue planting and the grid. In respect of the buildings it will be linked to the *Architectural Guidelines Valuable Cultural Heritage Areas*, which form part of the zoning plan. This will provide a framework for the proper integration of the expansion of housing, the new construction of ancillary buildings and the organisation of the yards within the characteristics and qualities of the valuable cultural heritage areas in the municipality, with the area of Oostvierdeparten and Westvierdeparten being one of the valuable areas

distinguished, which means that it will be a proper instrument for the control and assessment in respect of the preservation and the protection of the OUV in Vierdeparten.

#### 7.3.5 WATER AUTHORITY: WATER BOARD DRENTS OVERIJSSSELSE DELTA

Component part A is located in the area managed by the water board Drents Overijsselse Delta (DODelta). The Water Management Plan sets out the comprehensive policy of the water board and the resulting activities and measures. The management plan ensures that the management of the water system also includes the secondary functions of the water such as recreational use and cultural heritage. The objective for the secondary function cultural heritage is: “the protection and reinforcement of the cultural heritage values and the archaeological and architectonic values that are directly related to surface waters and dykes”.

The water board carries out projects in (parts of) Component A. The Society of Benevolence is currently in consultation with the water board on the subject of restoration of the Westerbeeksloot barge canal. This resulted in a joint vision on the future development and reinforcement of the Westerbeeksloot barge canal as a main structure in the landscape.

The hydrological structure of the Colony area in respect of the ditch structures and dewatering is laid down in the regulations (Keur en Legger) of the water board.

# 7.4

## Organisation

### Component part A

#### Frederiksoord- Wilhelminaoord

#### 7.4.1 COLONY MANAGEMENT

##### 7.4.1.1 Administrative responsibility

The municipalities of Westerveld and Weststellingwerf carry joint administrative responsibility for Component part A. Each of the municipalities is represented in the steering group Colonies of Benevolence at mayor or portfolio holder level. The municipalities have mutually agreed to act jointly in the context of the nomination, and to continue this approach also after nomination. The starting point is that collaboration will take place collectively and on the basis of consensus during the nomination process, and that after UNESCO World Heritage status has been obtained this practice will be continued with regard to the preservation and the protection of the OUV and the implementation of the other measures set out in the Management Plan. Whenever appropriate, coordinated information will also in the future be provided to councils, for example in the form of a joint informational council meeting of the two municipalities. It is the intention to maintain

the active support of the councils through initiatives such as excursions. Joint decision-making of the councils in a meeting is legally not possible.

##### 7.4.1.2 Coordination mechanism Component part A

Where necessary and appropriate, the municipalities will conduct administrative consultations on the preservation of the OUV and the implementation of the management measures. This will provide an administrative coordination mechanism for the two municipalities involved in this file to operate in a well coordinated and harmonised manner, and to ensure timely alignment and collaboration with the respective provinces where necessary and appropriate. The province of Fryslân has delegated the responsibility in respect of the UNESCO file to the municipality of Weststellingwerf. The province of Drenthe, as co-Site holder, has its own role and position in the UNESCO file and in respect of Component part A where the municipality of Westerveld is concerned.

Collectively and on the basis of consensus, the municipalities will administratively and officially ensure the proper coordination of the implementation of the Management Plan. The coordination structure or coordination mechanism Component part A consists of:

- Administrative consultation between the local councillors primarily responsible for the file. Any one of these councillors can call a meeting, if deemed necessary or appropriate. Within their municipality, the councillors will ensure that adequate information is provided to the executive board and the council.
- Per municipality a Colony manager will be appointed for the implementation of the management measures in the Component areas located in the municipality concerned, consultations with the province, interaction with partners involved (Society of Benevolence, Association Agricultural Interests Oorden and Parten, Central Business Association Weldadig Oord and representatives from the civilian population), and the input towards the Site holders and the overarching programme office. These Colony managers will meet as required for the purpose of coordinating and harmonising the activities.

This working method has in fact in outline already been applied during the nomination phase, with each municipality having appointed a responsible activator with a replacement. This also ensured that multiple disciplines per municipality were made available (in particular space and heritage) and form part of the coordination mechanism. It is proposed to continue this approach and form of capacity building in the future, once the UNESCO World Heritage status has been obtained, although it should be noted that the commitment after the nomination will change in terms of character, intensity and extent. The consensus-based coordination mechanism

requires commitment and discipline on the part of the administrative support, such as the mutual and timely involvement and provision of information. The approach will ensure that the focus on local sensitivities and the municipal awareness of the public and political arenas is maintained. Moreover, it provides sufficient guarantees to achieve close coordination as well as proper exchange and preparatory work with regard to the UNESCO file, and to jointly arrive at the most uniform approach as regards management measures and dealing with and integrating new developments. Furthermore, the structure is fairly flexible and safeguards the continuity, because those involved can temporarily assist or replace each other in respect of certain elements if so desired or necessary.

### 7.4.1.3 Colony management

Each municipality provides for its own administrative support and for the implementation of the activities required to continue to substantiate the prospective UNESCO World Heritage status after the nomination. In respect of the operational management, each municipality carries its own responsibility regarding the management of the property and (the initiating of) the realisation of the management measures required in Component part A. At implementation level the operational Colony management is tailor-made for each municipality. The municipalities are charged with the organisation of the management, whereby: Frederiksoord and Wilhelminaoord lies solely with Westerveld and Vierdeparten lies solely with Weststellingwerf. In Component A the Society of Benevolence, the vereniging Agrarische Belangen Oorden en Parten and Ondernemerskoepel Weldadig Oord and representatives from the civilian population are invited to actively participate in the Colony management and the implementation of the Management Plan after the World Heritage status has been obtained.

The Colony managers appointed perform the tasks set out below, on the basis of the coordination mechanism of the three municipalities:

- Ensuring the control and coordination of the long-term preservation and the protection of the OUV in accordance with the Management Plan.
- Ensuring the harmonisation and coordination of the involvement of and interaction with the stakeholders, including citizen participation.
- Ensuring the harmonisation and coordination focused on the acquisition of sufficient resources (people, knowledge and money) for the implementation of the management measures.
- Ensuring the timely detection and identification of the effects of developments that might affect the OUV and adopting appropriate measures and, if required, pass these on to the site manager at an early stage.
- Being prepared for and able to deal with risks and calamities, on the basis of the coordination mechanism Component A.
- Ensuring adequate provision of information for the purpose of monitoring and reporting by the countries to UNESCO via the Site holders.
- Collectively propagating the World Heritage site on behalf of Component A through communication, education, knowledge (research and exchange), information, and promotion and marketing in Component A.
- Ensuring an adequate contribution to the central programme organisation and to the working groups established by that programme organisation. For this purpose, the capacity and expertise at the three municipalities can be called upon via the responsible principals.

#### 7.4.2 POSITION AND ROLE PROVINCES OF DRENTE AND FRYSLÂN

The province of Drenthe has a dual position on account of its role as preliminary Site holders. In addition to its role as co-Site holder, the province is at the same time an important partner of the municipality of Westerveld in the preservation and the protection of the OUV in that municipality, but also holds an autonomous position on behalf of the provincial interest relating to various policy fields. In that context, municipality and province maintain intensive contacts, with issues such as the development opportunities of the area being expressly raised. The municipality and the province each fulfil an autonomous role and position in the UNESCO file, and this will remain so after nomination. For the province, obtaining UNESCO World Heritage status is a Focal Point in its policy and for the administration. The province has indicated that after the acquisition of this status it intends to act as co-Site holder and play a leading role in the preservation and the protection of the OUV and the implementation of the Management Plan.

During the nomination phase, the province of Fryslân has delegated the administrative decision-making process regarding the participation in the steering group in relation to the file to the municipality of Weststellingwerf. In this phase, the province has contributed financially to the file, and has declared to be prepared to continue its commitment to the preservation and the protection of the OUV and the implementation of the Management Plan also after UNESCO World Heritage status has been obtained.

### 7.4.3 FEEDBACK GROUP

At an early stage in the nomination process, a feedback group was set up in Component A, in which municipalities and civil society organisations, stakeholders and residents involved discuss the nomination of Component A as part of the nomination of the World Heritage site Colonies of Benevolence, and in which it is endeavoured to reach agreement on the interpretation and implementation of this nomination. Over time, the composition of the feedback group has been broadened and expanded. In addition to the Foundation Society of Benevolence, the agricultural sector by the “Vereniging Agrarische Belangen Oorden en Parten”, the recreational sector by the “Ondernemerskoepel Weldadig Oord” and resident representation, participate. After having obtained UNESCO World Heritage status, it is intended to maintain the feedback group as a platform for dialogue and reflection on the management, focused on the preservation and the protection of the OUV in Component A and the timely identification of new developments facing the area. In consultation with the feedback group, the municipalities will decide on the role of the group in relation to the Colony management after the nomination, with the focus on proper and professional collaboration of the Colony management with the feedback group. The feedback group meets regularly or more often if necessary.

### 7.4.4 RELATIONSHIP WITH THE PARTNERS IN THE AREA

Apart from the Society, which owns large parts of the land and buildings in the areas of Component A in Westerveld and Weststellingwerf, there is a great number of owners and site managing parties in this Component A. This is intrinsic to the privatisation that manifested itself in the free Colonies as part of the ongoing development from the foundation phase onwards. Owners and users of land and buildings, as well as other stakeholders, have organised themselves

in the area in a variety of ways through agricultural organisations, the recreational sector, village interests, residents or specific consultation structures. All these parties are represented in the feedback group, in addition to which the municipalities also conduct a wide variety of consultations with agricultural organisations, village interests and entrepreneurs’ associations. After UNESCO World Heritage status has been obtained, further (process) agreements will be made with a number of these organisations regarding their role in the protection of the OUV, apart from their role and position in the feedback group. It will be considered to lay down these agreements in a covenant.

#### 7.4.4.1 Society of Benevolence

The Foundation Society of Benevolence owns a great deal of land and buildings in Component part A. The Society is an important implementing party for the Colony management, with large parts of the land and buildings having been leased to farmers, who also play a role in the preservation of the structure of the landscape. In 2016, the Society has drafted its own vision for the future. The Society is primarily a management organisation, but apart from that it also has a development task, which is manifested most concretely in the construction of 62 Colony houses, the adaptive re-use (occupancy with new appropriate functions) of unoccupied monumental buildings and the development of the Colony Visitors Centre. Traditionally, the Society plays a role in propagating the story of the days of the Colonies. In the coming years, this role will be based increasingly on “one history, seven stories” and the development of the acquired property of the Colony Centre as one of the four visitors’ centres of the Colonies of Benevolence. Particularly on the part of the municipality of Westerveld, the position of the Society as outlined above will require structural coordination and consultation between the municipality and the management of the Society.

#### 7.4.4.2 Steering group integrated area development

In the municipality of Westerveld, an integrated area development is being set up in the Colony area. For this purpose, a separate steering group with organisational structure has been established in which the municipality of Westerveld, the province of Drenthe and the Society of Benevolence join forces in respect of this area development. Coordination between this steering group and the steering group Colonies of Benevolence or the site manager is desired, and will initially take place through the Colony manager of the municipality of Westerveld. The steering group integral regional development has no connection with the UNESCO nomination.

#### 7.4.4.3 Agriculture

Agriculture is by far the most important user (tenant or owner) of land and buildings in Component A, and consequently an important party in the preservation of the cultural landscape in respect of which the Colony area intends to obtain World Heritage status. Through the Association Agricultural Interests Oorden and Parten, the agricultural sector is involved in the area as a stakeholder. Agricultural & Horticultural Organisations from the municipalities involved, as well as local agricultural organisations, are members of this association. The association is a partner and a point of contact for the administrative covenant that the municipalities and the sector intend to enter into.

In the context of the nomination, intensive consultations have taken place with agricultural interests in the area. Based on the fact that the current regime (zoning plans) provides adequate safeguarding of the OUV, it has been established that the UNESCO status will not signify a difference when compared to the current, already carefully conducted, assessment process with regard to the granting of permits for the integration of proposed developments that might

affect the spatial quality. Farmers are in the process of establishing the Association Agricultural Interests Oorden and Parten (Vereniging Agrarische Belangen Oorden en Parten, abbreviated to VAB Oorden en Parten) and have made agreements with the appropriate governing authorities which have been laid down in the Covenant World Heritage Colonies of Benevolence, Component part A.

#### 7.4.4.4 Other partners

The interests of residents and businesses in the area are represented by various village interests and entrepreneurs' associations Non-agricultural land and buildings are in use (tenancy and ownership) by a variety of private individuals (residents and small businesses). Various recreational entrepreneurs see opportunities relating to the nomination and the acquisition of UNESCO World Heritage status, and are currently joining forces in the "Ondernemerskoepel Weldadig Oord".

### 7.4.5 INFORMATION PROVISION RESIDENTS

The aim is to continue the periodic organisation of information sessions for residents about current affairs, and on the progress of developments and opportunities around the World Heritage site. In addition, information to residents and locally active businesses will be provided through the regular channels of information and communication, as specified in chapter 5 of this section. A newsletter on the subject of the UNESCO nomination is regularly distributed door-to-door in the area. After UNESCO status has been granted, this newsletter will be continued.

Involvement of local communities, i.e. stakeholders and residents, is organised in all the component parts. Both in the Netherlands and in Flanders, stakeholders and residents are closely involved in the development

of their habitat, being the area in which they live and work. Participation of residents and stakeholders is common policy for governing authorities in both countries in respect of all kinds of developments with a possible impact on society, and is also formally arranged through possibilities of objection and appeal within the framework of the laws and regulations in both countries. Therefore, this is basically regulated much more broadly than the protection of the OUV. In addition, the involvement of the residents in the component parts is seen to through information evenings, newsletters (Component part A) and participation in the feedback group in the Netherlands and representation in the Technical Coordination Committee in Flanders.



# 7.5

## Dealing with trends and developments in Component part A Frederiksoord-Wilhelminaoord

### 7.5.1 COLLECTIVE RESPONSIBILITY FOR ADEQUATE MANAGEMENT

#### 7.5.1.1 Common and supported ambition

The Colonies of Benevolence attach great importance to the collective and supported management of the “cultural landscape”. From the start of the nomination, great effort was put into reaching consensus on the approach and the involvement of local and regional partners as well as the people who live, work, farm and/or recreate in the landscape, and this will be continued after the recognition. The ambition is to also propagate the story about the history from the origins of the Colonies, and the way in which they have developed, and to make this known and accessible to a wide audience.

The Colonies are aware of the fact that the collectiveness of the three Component parts is vital to properly present this history, and the parties are willing to jointly invest in this now and in the future, in order to preserve this unique landscape, which marks a special aspect of the history of the Netherlands and Belgium, also for generations to come. The long-term strategy for the management of the three Component parts is focused on the preservation and the reinforcement of the OUV. The development philosophy calls for a strategy in which the consistency of the cultural heritage of the territories is a guiding principle and serves as a source of inspiration for the sustainable development of these territories. With this in mind, an inspirational document like ‘On Course for the Colony Landscape’ (Koers op Kolonielandschap) was drawn up in the early stages of the nomination process, from a broader perspective of all seven Colonies. On the basis of early identification, future developments and trends will

be translated into a uniform approach, taking into account the differences between the Component parts and the instruments of both countries.

#### Management measures

##### New measures:

- On the basis of the common interest and the realisation that the Component parts collectively tell and visualise the whole story of the history, the parties in each Component part, coordinated by the steering group and the site manager, commit themselves to the proper management of the landscape and the representative buildings, and to maintain, protect and where necessary rehabilitate parts of these.
- With the aim of achieving a uniform approach to developments and trends, experts from the partner organisations will meet at least once a year to explore the possibilities in this respect. Possible themes for the agenda could be the installation of sustainable energy facilities and building in historicising style.

#### 7.5.1.2 Powerful organisation based on collectiveness

The Colonies of Benevolence exercise joint coordination and control of the management of the three Component parts. The province of Drenthe and Kempens Landschap (on behalf of the province of Antwerp) act as co-Site holders.

The Colonies of Benevolence is a Transnational Serial Nomination, which implies a higher degree of complexity, due to the management on the (inter) national level. Most issues will be dealt with on a local, regional or national level, but some issues on information, tuning and escalation will be dealt with by an 'Inter Governmental Committee' (IGC) on the bi-state level.

Administratively, a steering group has been set up under which the Site holders operates. An Advisory Committee for Science, Education and Quality can issue advice to the Site holders as well as to the Colony manager. The parties represented in the steering group have mobilised financial and human resources for the site management. The Site holders ensure the proper management of the World Heritage site as a whole. The Site holders initiate the activities that serve to maintain and improve the quality of the World Heritage site, and also facilitates the communication, coordination, monitoring and periodic reporting. The Colony managers are responsible for the preservation and management of the property and also for managing the effects that may arise from a larger area of influence.

In the Dutch Component parts A and C consultation with feedback groups takes place on a structural basis, and agreements are made about each party's commitment to the protection of the OUV, the implementation of management measures, the contribution to subjects such as education and information, and the management of the heritage. The Colonies of Benevolence involve owners, users and scientists in the development and implementation of the site management and the safeguarding of the quality of the heritage. The management provides continuity in respect of the input of the local environment and the input of the specific expertise regarding the management and preservation of the quality of the heritage.

The four visitors' centres based on one joint concept are developed partly through private initiatives.

#### Management measures

##### New measures:

- An 'Inter Governmental Committee' (IGC) will be organised. Both countries will be represented equally in this IGC, by a representative from each of the State Parties and the Chairs of both co-siteholders.

- The province of Drenthe is willing to assume the role of ‘co-siteholder’, first point of contact, in the Netherlands after the acquisition of the UNESCO World Heritage status.
- The municipalities and the provinces (whether or not through delegation) ensure adequate representation in the steering group and input in the programme office.
- The municipalities, where necessary in consultation with the provinces, provide a coordination mechanism for the two municipalities at administrative and operational level. The latter takes place through the Colony manager appointed per municipality.
- Per municipality one Colony manager will be appointed, while overall coordinated management will be ensured.
- The province of Drenthe has designated both visitors’ centres (Frederiksoord and Veenhuizen) as museums of provincial interest and provides structural support in this respect. In addition, it will give an additional boost to the development of the Colony Centre at Frederiksoord. The municipalities will facilitate the partners in the area concerned with the organisation and the management of the visitors’ centre.

### 7.5.1.3 Government management and protection

The OUV of the Colonies of Benevolence is safeguarded in the Netherlands through national policies, with laws and regulations laid down in two systems:

- The system of spatial planning for planological protection.
- The system of the (immovable) heritage policy.

Besides, the nature values are additionally protected through European legislation such as Natura 2000.

In the Netherlands, legislation for spatial planning and heritage is currently being simplified and made more integral. The new Heritage Act (formerly Monuments and Historic Buildings Act and other legislation) entered into force on 1 July 2016. As far as the immovable heritage is concerned this Act focuses on the preservation, the protection and the restoration of the built or landscaped objects (national monuments) and archaeological monuments. Until 2021, the spatial protection of the heritage values in the Netherlands will be regulated by the Spatial Planning Act (Wro). The new Environment & Planning Act, which will in future regulate the spatial protection of heritage values, will enter into force in 2021. By the Decree on environmental quality the Dutch Components parts A and C will be protected on a State level by 2021.

In addition to the Heritage Act and the Environment & Planning Act, legislation on the subject of nature areas will also change as per 1 January 2017. From that date, the new Nature Conservation Act will replace the current Nature Conservation Act, the Flora and Fauna Act and the Forestry Act, and will eventually be incorporated in the Environment & Planning Act. This Act will also contribute to the preservation of the nature values related to the OUV.

These legislative changes will lead to changes in the future instruments to be deployed, which in principle will be of a more integrated and cumulated character. In this way, the protection of heritage (built monuments, archaeology, areas), nature and landscape and its incorporation in provincial and municipal environmental visions, environmental plans and environmental permits in the Netherlands is and will be safeguarded, as well as the harmonisation with the water management plans of the water boards.

In case of unexpected large-scale developments that might affect the OUV of the site, a Heritage Impact Assessment will be carried out. The outcomes of the HIA will be taken into account in decision-

making processes regarding the location and the implementation of the development.

In all Component parts rehabilitation (restoration, adaptive re-use and landscape rehabilitation) is part of the spatial and nature plans. The adaptive re-use in all the Colonies has to be done in line with the landscape structures and history (agriculture and agricultural innovation, care, housing, education, detention, recreation). Siteholders will develop common visions on the further tuning on management and maintenance of the heritage (restoration and re-use) and a common method to anticipate spatial and functional developments.

The development of both visions requires the involvement and impact of stakeholders and residents. Both visions will be submitted for advice to the Advisory Committee for Science, Education and Quality. Given the bi-state level character of both visions, a coordinating role is to be played by the Intergovernmental Committee.

#### Management measures

##### *New measures*

- The Site holders will develop a vision for the way to anticipate spatial and functional developments within two years after inscription of the Colonies of Benevolence on the World Heritage List.
- The State considers offering the Colonies of Benevolence protection on the basis of the instructional provision “world heritage” in the Environment & Planning Act and more specific the Decree on environmental quality.
- The Colony managers and the site manager are charged with the timely identification of developments with a potential impact on the OUV. Through their environmental visions, the provinces provide for involvement in such developments at an early stage.
- The Colony managers ensure proper input from

experts at the annual working meeting of experts focused on the timely identification of developments and trends, and the establishment of uniform measures for the protection of the OUV in the light of such developments and trends.

- The Advisory Committee for Science, Education and Quality will be consulted on developments and trends with a potential impact on the OUV, and where necessary further investigation will be initiated (HIA).
  - The provinces and municipalities recognise the fact that their visions, plans and instruments (cultural heritage maps and compass, building aesthetics policy) in case of updating or making new plans should be harmonised with the OUV after the UNESCO World Heritage status has been obtained, in order to ensure that the protection of the OUV is adequately embedded.
  - The province of Fryslân will incorporate the World Heritage nomination in its impending Environmental Vision (Par. 5.5.), so as to ensure that it is permanently safeguarded in provincial policy.
- Continuation of existing policy*
- The province of Drenthe is investing in the preservation and reinforcement of the position of Frederiksoord and the surrounding area as being of provincial interest and part of the core qualities of Drenthe. The province has anchored this in the Environmental Vision, Culture Memorandum and the Cultural Heritage Compass.
  - The province of Fryslân provides an intrinsically solid basis for the protection of the OUV through visions and plans, the regulation and instruments such as the spatial quality team.
  - The municipalities provide spatial protection of the Component part A area, and

consequently the protection of the OUV, on the basis of a number of zoning plans (including management regulation), mainly by means of a double zoning cultural heritage, and by the explicit zoning of structural elements such as roads, crossroads and the positioning of the buildings in the building blocks.

#### 7.5.1.4 Protection nature values

Parts of Component part A are covered by the Dutch National Ecological Network, which provides protection of the nature values of these areas. In the vicinity of Component part A the protected nature reserve Drents-Friese Wold & Leggelderveld is located, which is also part of the Dutch National Ecological Network. The immediate environment of the Component A area is part of a network of nature areas.

##### Management measures

##### *Continuation of existing policy*

- The provinces focus their environmental policy on the protection of the landscape typology and structure. Drenthe focuses specifically on the preservation and reinforcement of the avenue planting along the main access route, the cultivation structure and the alternation between mass and space, and the characteristic ribbon developments and the intervals.

#### 7.5.1.5 Rehabilitation of landscape, nature and buildings

From the beginning of the 21st century, both Belgium and the Netherlands have made large-scale investments in the preservation and rehabilitation of the structure of the landscape and the buildings in the Colonies of Benevolence, based on a long-term vision. In doing so, specific focus is placed on sustainable exploitation and local businesses appropriate to the cultural heritage essence of the territories. The emphasis is on the adaptive re-use of unoccupied premises before proceeding to restoration. The adaptive re-use should be in line with the landscape structures and the history of the Colonies (agriculture/agricultural innovation, care, housing, education, detention, recreation). The Society of Benevolence is one of the parties aiming to make the landscape and the building structures from the Colony days more visible and perceptible in Component part A, and with this in mind restoration of buildings has taken place. In respect of certain elements, provision is made for further investigation into the state of maintenance and the need for restoration, rehabilitation and adaptive re-use.

#### 7.5.1.6 Recognition of management and maintenance of landscape and heritage

The individual territories have received international recognition for the way in which they have managed and maintained the landscape and the heritage up till now. Because Westerveld uses cultural heritage as the driving force of its identity and as the linking factor between its cores, this municipality was awarded the 2011 BNG Heritage Award of the Bank Nederlandse Gemeenten (Dutch Municipal Bank). Residents are actively involved and are enthusiastic participants in processes and projects. In 2015, the Society of Benevolence was nominated for the Europa Nostra Award, and received a special mention of the jury.

## 7.5.2 STATE OF CONSERVATION

In Component part A, the basic typology as free Colony is still recognisably present everywhere in the landscape and the buildings. The functional use of land (agriculture) and buildings (education, care and training, office Society of Benevolence) is also partially in line with the original philosophy of the Society of Benevolence. The Foundation Society of Benevolence still owns large parts of the land and buildings in the area, particularly in the protected villagescape of Frederiksoord-Wilhelminaoord and in Vierdeparten. It is intrinsic to the ongoing development of the free Colonies that ownership of parts of the original cultivation and the buildings was passed to private parties. The Society sold land and leased the use of land and buildings to private parties. Parts of Component A became the property of municipalities, water boards and provinces, particularly infrastructure of roads (including avenue plantings), water structures and public spaces. As a result, the maintenance and management of the structure and characteristics of the landscape and the iconic buildings representative for the experiment of poverty reduction, as well as their ongoing development, is in the hands of a large number of parties, such as the Society of Benevolence, farmers, governing authorities, private owners (residents and businesses).

The attributes designated in Component part A as regards the structure of the landscape and the iconic buildings are generally in good condition. Their protection is in principle well taken care of on the basis of the spatial and heritage policy of the governing authorities, with a licensing obligation including a building aesthetics assessment for demolition, renovation and new construction in the protected villagescape and for monuments.

When designating the attributes in the context of the nomination, an assessment was carried out on the degree of recognisability, authenticity and integrity of the typology, structure and iconic buildings. This assessment also included the state of conservation.

An assessment was carried out on the basis of the following classification:

1. Attribute possesses authenticity and integrity, and gives a good and perceptible impression of how the attribute looked in the historical context in the period concerned.
2. Attribute illustrates what it was historically, but the historical context has not been well preserved.
3. Attribute is damaged element in relation to what it looked like at the time of landscaping/construction.
4. Attribute concerns element that does not originate from the selected period, but with regard to which the historical positioning has been respected, particularly placement in and respect for the grid.

In Component part A, the structure of the landscape is placed in category 1 with regard to the avenue structures (primary and secondary) and part of the water structures (not all of the original water structures are still present, because part was filled in). The measurement system and the grid are still recognisably present in the landscape, and possess the highest degree of authenticity and integrity. However, part of the original cultivation (core Wilhelminaoord) was excluded from the nomination, because the grid here has disappeared as a result of the development of this core.

The management and maintenance of the landscape is in the hands of the owners and users of the land. The municipalities have regulated the management and maintenance of their property in their management and maintenance plans for the public space. As managing organisation, the Society of Benevolence aims to manage and maintain the landscape in line with the cultural heritage values of the Society. This also applies to the functional use of the buildings and the land. In the agreements on the basis of which the land and buildings are given in management and use by the Society to private parties such as farmers,

requirements are imposed in respect of management and maintenance. In addition, the Society itself also carries out maintenance and restoration work. The various other parties are obliged to carry out management and maintenance within the parameters set by the governing authorities. This includes activities such as the felling of trees and the introduction of changes to landscape structures in the outlying area and the ribbons, and to the buildings.

Most of the iconic buildings are protected as (national) monument, and in Frederiksoord-Wilhelminaaard they are also part of the protected villagescape. For the bulk of the iconic buildings, assessment based on the four categories set out above will result in 1 and 2, while some buildings are classified as category 3. Category 4 is not assigned to the iconic attributes, but does apply for example to the location in the grid of the new construction of 62 Colony houses. The owners of the iconic buildings with monument status have a maintenance obligation and they are expected to maintain their buildings in accordance with the monument status.

#### Management measures

##### *New measures*

- The State will protect the Colonies of Benevolence on the basis of the Environment & Planning Act in the Decree on environmental quality.

##### *Continuation of existing policy*

- The State has designated Frederiksoord-Wilhelminaaard as protected villagescape.
- The State has designated a number of buildings as national monument.
- The municipalities, and in some cases the provinces, have on the basis of their monuments regulation/heritage regulation designated attributes as protected monument.
- When processing applications for permits for (national) monuments and in the protected villagescape an the protection by the Decree on environmental quality, the

municipalities apply building aesthetics policy and request the advice of the Monuments Committee.

- In their plans for the management and maintenance of public space and greenery, the municipalities have issued municipal directives for the preservation, maintenance and protection of area-specific characteristics, iconic greenery, regional building styles and yard planting in order to protect, restore or reinforce historic road and water structures. These frameworks provide a solid basis for the protection of the OUV.

### 7.5.3 FACTORS AFFECTING COMPONENT PART A FREDERIKSOORD-WILHELMINAAARD

#### 7.5.3.1 Developments and trends affecting Frederiksoord-Wilhelminaard

In the context of the Management Plan, all developments and trends are identified which now or in the future may affect the OUV and the attributes of Component part A. Per development or trend deemed relevant, a brief description is provided and the management task and measures to be taken are also dealt with. The landscape has seen many developments since the days of the Society, but the landscape structures and characteristics from those days are still recognisably present. This also applies to a large number of remaining buildings, although at the same time over the years many buildings were lost, changed their function or differ from the original due to renovation, extension and new construction. The ongoing development, which was set in motion in the days of the Society, is characteristic of the present landscape and will also in future years remain necessary to preserve the quality of life and



the economic resources in the area. Without these supporting factors the preservation of the landscape, and thus of the structures and characteristics recognisably present in the landscape since the days of the Society, will be difficult to achieve. Therefore, developments in the area should remain possible, now and in the future, on the basis of proper integration. In general the governing authorities, and particularly the municipalities, already impose clear requirements and frameworks in respect of such developments, based on prevailing policies (zoning plans and heritage policy). These prevailing frameworks in principle provide sufficient opportunities to allow for timely control of developments, and consequently preserve and protect the OUV and attributes. At the same time it is a point of attention for the internal organisation of all the governing authorities concerned (State, province, municipalities and water board) to identify developments that may be relevant (protection OUV or development opportunity) for the UNESCO World Heritage status at an early stage, and ensure internal coordination and, where necessary, notification to the Colony manager and if relevant the site manager.

#### BUSINESS ACTIVITIES

An important development is the adaptive re-use of detached farm buildings and unoccupied premises in Wilhelminaoord, but also elsewhere in the Component part. On various locations in the area there are vacant industrial farm buildings. Within the framework of the adaptive re-use, new forms of business activity can be developed in these buildings with an expected impact on the area. However, given the nature and the scale of these activities, a negative impact on the OUV is not to be expected. The same applies to the ongoing development of existing activities in the area. The spatial protection provides requirements for the proper integration in the landscape of Component A. Any effects will be very limited and could easily be incorporated by imposing further requirements in the field of layout, spatial integration and accessibility. In all cases it concerns business activities with a lower environmental impact (up to environmental category 3).

Other developments which are possible on various locations in the outlying area are:

- The establishment of companies in the biomass sector.
- The placement of (temporary) flare installations for gas extraction/ (exploratory) drilling.
- The placement of arched greenhouses near farms (Vierdeparten).

The expansion or new establishment of a business or business activity in the outlying area is regulated in different ways in the various provincial spatial plans, but in all two provinces requirements apply to the spatial quality, including landscape and/or cultural heritage. Such frameworks and rules are also included in the zoning plans, which in some cases rule out new business activities or limit these to existing small industrial sites (adjacent to Hoeve Prinses Marianne). A certain degree of ongoing development is required to preserve the quality of life in the area. The rules following from zoning plans and building aesthetics severely limit the threat of business developments leading to a negative impact on the OUV to be protected. Linked to an environmental permit or spatial planning procedure, requirements can be imposed on the development and its integration, taking into account the landscape structures and characteristics, and where applicable the monumental status of the buildings.

#### Management measures

##### *Continuation of existing policy*

- Rules and requirements imposed by zoning plans and building aesthetics reduce the chance of business developments that could lead to a negative impact on the OUV which is to be protected.
- Linked to an environmental permit or spatial planning procedure, requirements can be imposed on the development and the integration of new or expansion of existing business activities.



## HOUSING

Particularly in the municipality of Westerveld a number of small-scale housing developments have presented themselves which require careful integration in relation to the OUV. This concerns:

- The Colony Houses of the Future: This reconstruction project in Frederiksoord-Wilhelminaoord (Westerveld) reflects the aim of the Society of Benevolence to preserve the unique and historic Colony area for the future by developing it. The objective is to restore as much as possible the recognisability in landscape and buildings. In principle the houses are realised on locations where over the centuries the original houses were lost. These new Colony houses are integrated within the authentic appearance of the characteristic ribbon development in the Colonies of Benevolence. The design, use of materials and energy consumption are modern and in terms of comfort, sustainability and energy management the Colony House of the Future is well ahead of current requirements. Consequently, this building project is part of the government programme “Excellent Areas”. With its zero emission houses, the plan is also one of the 19 projects for sustainable area development in the Netherlands, and of all the State-designated areas it has meanwhile taken the lead as regards realisation of the targets. A total of 62 houses will be built within the protected grid of Westerveld. Intensive consultations have taken place on the development of this plan with the Cultural Heritage Agency, the Foundation Society of Benevolence, the province of Drenthe and the municipality of Westerveld, and in the context of Belvedere the opportunities have been studied to develop new buildings which are adequately integrated in the protected villagescape and the grid. The

plan provides a new revenue model for the quality of life and the protection of the heritage value-based development in the area. The leasehold on the land is placed in a common fund (for a 10-year period) for investments in unprofitable cultural heritage projects in the area in respect of the municipality of Westerveld, the province of Drenthe and the Society of Benevolence.

- In the ribbon at Oostvierdeparten and Westvierdeparten there is some scope for the expansion of existing houses, if properly integrated in the landscape and in compliance with the strictest building aesthetics standards. In principle, demolition (and new construction) is not allowed, except in the event of calamities such as fire and collapse.
- In principle, new housing is ruled out in the outlying area of the two municipalities.
- When plans are submitted for renovation or demolition, a licensing obligation applies to the buildings protected as monuments, including consultation of the Monuments Committee and assessment against building aesthetics requirements.

Points for attention regarding all plans for renovation or new construction are:

- Proper positioning on the grid.
- Prevention of historicising new construction or renovation.

### Management measures

#### *Continuation of existing policy*

- Following consultation with the Society, the State and the province of Drenthe, the municipality of Westerveld has created the possibility in its zoning plan protected villagescape Frederiksoord-Wilhelminaoord to build 62 new Colony houses in the grid. The construction of 62 Colony Houses of the Future in

Westerveld enhances the quality of life of the area and functions as a new revenue model for Frederiksoord and Wilhelminaord to participate in the funding of unprofitable investments in order to reinforce the cultural heritage values in the area. Extensive consultations about this plan have taken place between the programme office Belvedere, the province, the municipality and the Society of Benevolence.

- The incorporation of housing developments in a manner appropriate to the OUV is safeguarded through rules and requirements imposed by zoning plans (including architectural guidelines and agricultural development plans) and building aesthetics in respect of environmental permits for plans for demolition, renovation and new construction.

#### RECREATION AND TOURISM

Tourism and recreation are pillars for the local economy in all three municipalities, although the extent and intensity of recreational pressure on the area is limited. The presence of recreational accommodation in the area is not per se related to the Colony landscape. There are also other attractions in the area, such as National Parks and various forest areas. Consequently, a certain need for expansion of existing campsites and other recreational accommodation facilities like B&Bs and hotels cannot be ruled out.

In the adjacent areas campsites and recreational parks are present. In the prevailing zoning plan, a maximum amount of mobile homes is specified. These are all properly integrated in the landscape on the basis of the prevailing zoning plans. New or expansion of existing recreational facilities in or near the Component is regulated through zoning plans. Requirements as regards the integration in the

landscape apply to the expansion of campsites and recreational accommodation parks.

The expansion and development of new B&Bs and hotel accommodations is possible, also in the context of the adaptive re-use of existing buildings, if appropriate within the frameworks specified by the zoning plan and building aesthetics. This provides a sufficient basis to allow for control in case of such developments in order to safeguard the preservation and the protection of the OUV.

The new visitors' centre adjacent to the property will not negatively affect the landscape of Component A, because it is positioned just outside the property and uses an existing accommodation. It is possible that the visitors' centre will cause some increase in the flow of visitors to the area. This increase will not be such that an impact on the OUV is to be expected and will be monitored. The new visitors' centre will put the adaptive re-use of 'de Koloniehof' on the agenda.

Recreational accessibility will require the enhancement and expansion of the horseriding, walking and cycling routes in the Colony area. Incorporation and construction of these structures will be in line with the existing infrastructure, and new infrastructure will be created in a manner appropriate to the landscape characteristics in the area. The new physical route structures which will be developed in order to connect the Dutch component parts by road and through cycling routes and footpaths, will make use of existing structures. Consequently, no impact on the OUV is expected as a result of the construction and expansion of the recreational infrastructure. The use of this infrastructure will be monitored regularly in both municipalities, as part of the transport policy and the multi-annual management and maintenance programme for the public space.

## Management measures

### New measures

- The Site holders will develop a common vision for tourism, education and presentation.

### Continuation of existing policy

- In respect of the other - mainly small-scale – campsites, B&Bs and hotel accommodations, the rules and requirements imposed on the basis of the zoning plans (including architectural guidelines and agricultural development plans) and building aesthetics in respect of plans for demolition, renovation and new construction (environmental permit) provide sufficient possibilities to exercise control in respect of the preservation and the protection of the OUV.
- Recreational route structures are and will be integrated in the landscape in such a way that they will not have an impact on the OUV.
- Both municipalities regularly monitor the use of the (recreational) infrastructure.

## CHANGING AGRICULTURAL USE

Agriculture has been a determining factor for the ongoing development of the landscape, and an important contributing element and party for the preservation of the structures and characteristics that have remained present in the landscape since the days of the Colonies.

Traditionally, multiple agricultural businesses have been established in Component A. Developments which prevail in the Netherlands such as up-scaling, modernisation (new stable systems and stable lighting) and expansion (ancillary functions in combination with agricultural activities like campsite, teahouse or care), manifest themselves in the area. On a limited scale, crops are also changing. A number of intensive stock-farming businesses are located in the area. There is a limited extent of land exchange among farmers. In zoning plans, the municipalities provide the required scope for up-scaling, modernisation

and expansion of agricultural activities, while at the same time imposing certain requirements in that respect. The prevailing zoning plans provide for such developments to be implemented in line with the landscape and with some plans (zoning plan outlying area Weststellingwerf and zoning plan protected villagescape Frederiksoord-Wilhelminaord), and also with the cultural heritage values of the area. A number of farmers lease land or buildings from the Society, which also imposes requirements in the agreements in respect of the use of such land and buildings. Consequently, agricultural developments can be adequately integrated in the landscape on the basis of the prevailing policy, which provides sufficient opportunities to exercise control in order to integrate these developments in line with the OUV. The provinces, too, impose requirements, particularly as regards the integration of agricultural up-scaling. In the event of unplanned expansion of building blocks Fryslân demands a quality boost on the basis of its project 'Nije Pleats'.

It is expected that, as is the case elsewhere in the Netherlands, the number of farmers in the Colony area will decline, with the land being purchased by other farmers as part of the up-scaling, but with farm buildings becoming vacant. This vacancy rate of existing farm buildings and the need for changes of function and partial adaptive re-use of these buildings, are recognised as a development and have led to specific municipal policy regarding its approach. In relation to the OUV it is important that in all the municipalities adaptive re-use and changes of function are subject to rules on the basis of prevailing zoning plans and building aesthetics. There are development opportunities in the area for small-scale greenhouse horticulture and the construction of arched greenhouses near farms. This is regarded as an acquired right on the basis of the prevailing zoning plans. For the agricultural sector, the ban on asbestos roofs as per 2020 can affect other roofing materials. Another possibility is that the clean-up costs are so high that it is decided to build new stables. Replacing

the roofs in such cases by solar panels as roof covering is also an option.

At the initiative of Central Business Association Weldadig Oord, neglected corners in the area are being refurbished and designated for agricultural purposes in the form of the cultivation of traditional crops. These small fields can be adopted by companies and residents.

#### Management measures

##### *New policy*

- The farmers have established the Association Agricultural Interests Oorden and Parten (Vereniging Agrarische Belangen Oorden en Parten).
- The Association Agricultural Interests Oorden and Parten and the governing authorities concerned have made further agreements about how to deal with the development opportunities for farmers in the area. These agreements have been laid down in the Covenant World Heritage Colonies of Benevolence, cluster Component A (originally Colony I till III).

##### *Continuation of existing policy*

- Based on the prevailing policy of the municipalities and the provinces, requirements and rules are imposed on agricultural developments such as up-scaling, modernisation and expansion, and the change of function of existing agricultural business premises. This means that these developments are regulated and equipped with instruments in advance to allow scope for development, if appropriate to the landscape characteristics of the area. This also provides the opportunities to exercise control of the preservation and protection of the OUV.

#### INFRASTRUCTURE AND TRAFFIC

In Component A there is a number of existing (provincial and municipal) road structures. With the exception of the expansion of the cores, these structures have remained in line with the structure dating from the Society period as the basis for the ribbons and the buildings.

The main focus of attention is the reorganisation of existing roads that are also an attribute on the basis of the structure of the landscape. This concerns the primary and secondary roads with avenue structures and the hydrological structure. Changes in the infrastructure like the reorganisation of roads are necessary on account of the demands of road safety and the use of the infrastructure. This also applies to the partial (semi-rigid) paving of existing dirt roads. In most zoning plans, the road infrastructure is regulated on the basis of a traffic zoning, which is not very strongly linked with the cultural heritage values of the area and is therefore easier to fit in. This also applies to the preservation of the structural characteristics of roads. Economies were implemented in the restructuring of the Koningin Wilhelminalaan in Wilhelminaoord (reorganisation anticipated mid 2016), but tension between the requirements set by the CROW (Knowledge Centre for Traffic, Transport and Infrastructure) directives and the cultural heritage aspect necessitated compromises. Reorganisation is also an issue in respect of the character of other municipal roads on the basis of municipal traffic and transport plans. There, too, the CROW directives necessitate adjustments to the road. Avenue and planting structures usually enjoy additional protection on the basis of a landscape plan and the timber regulation. The use of the roads is regularly monitored by the municipalities.

A particular point for attention is the construction of new utilities, such as mobile telephone masts and facilities for fibre and broadband. In principle such constructions should be properly integrated in the landscape. The municipalities apply a strict policy in respect of masts, through which the containment of

the proliferation of masts and the sharing of masts by providers is controlled.

The building aesthetics policy of Westerveld provides explicit frameworks for the use of materials in public space, the layout and management of roadsides and river banks, lighting and signage style, use of materials and road lineation. In Weststellingwerf such requirements are less explicit.

#### **Management measures**

##### *Continuation of existing policy*

- At present, the organisation of roads is determined by the type of traffic and the position of the road in the hierarchy of the traffic system. This hierarchy is laid down in profiles, use of trees and other greenery, choice of materials and colour, in order to allow for comfort, clarity and smooth movement. Provinces and municipalities ensure that after having obtained the UNESCO World Heritage status, the OUV and the quality of the appearance of the Colony landscape (for example avenue planting) are taken into account when reorganising roads.
- The use of the roads is regularly monitored by the municipalities.
- The structure of the landscape is laid down in zoning plans as regards the location of the infrastructure, but can be enhanced by giving more careful consideration to its organisation.
- Structural characteristics like avenue structures and plantings are safeguarded through the landscape policy and the timber regulation.

#### **HERITAGE AND ARCHAEOLOGY**

In Component A the area Frederiksoord-Wilhelminaord is designated as protected villagescape, and in addition a number of buildings enjoy monument status. When the Decree on environmental quality enters into force, this will apply to Component part A as a whole. This area is

subject to specific building aesthetics requirements in respect of plans for demolition, renovation or new construction. Specific building aesthetics criteria also apply to other parts of the Colony area as the ribbons in Vierdeparten.

It should be noted that the allotment structure and the plot boundaries cannot be protected as cadastral boundary on the basis of the zoning plans, but such protection does apply to planted borders and ditches, which are safeguarded mainly through zoning plans as part of landscape characteristics. This results in the indirect safeguarding of the plot boundaries.

It is possible that on a number of locations in the area archaeological values from the period of the Colonies are present in the soil. It might be advisable to carry out further research there.

#### **Management measures**

##### *Continuation of existing policy*

- On the basis of its building aesthetics policy, the municipality of Westerveld provides specific protection for the areas of the Society of Benevolence in the protected villagescape; outside this area the regular building aesthetics policy applies, with the proviso that the use of materials and colour and the colour scheme of the Society of Benevolence apply to farm buildings, industrial buildings and barns.
- For buildings with a monument status and adjacent to these outside the protected villagescape, building aesthetics criteria based on the zoning plans (on the basis of a double zoning cultural heritage) apply for the protection of the heritage. In this respect, the advice of Het Oversticht and Hús en Hiem is requested in the field of building aesthetics, monument management and spatial quality.

### NATURE AND LANDSCAPE

The various zoning plans specify different landscape types as a basis for the assessment of the integration of developments in the landscape and the frameworks within which such developments are made possible.

In the outlying areas, the municipalities are committed to the preservation and reinforcement of the existing landscapes and landscape structures. In principle this ensures protection against developments with a potential negative impact on the OUV. Nonetheless small-scale infringements, in particular relating to the openness and vistas in the landscape, will be allowed in order to provide scope for developments.

The Drents Friese Wold National Park offers additional protection because radical interventions are unlikely there. The development of the National Ecological Network between Fryslân and Overijssel does not affect the Colony landscape. This concerns two wetland areas to be connected.

#### Management measures

##### *Continuation of existing policy*

- Through its Tree Policy Plan, the municipality of Westerveld provides for the protection and the preservation/maintenance of the avenue structures and forest areas present in the Colony area, with a major part of the practical implementation of the measures for the protection and the preservation and maintenance in the hands of the Society of Benevolence. On the basis of a list of trees the protection of valuable trees is provided for. This is further detailed in a felling concession system.
- Through the zoning plans, the landscape is the guiding factor for facilitating and integrating developments.

### COMPREHENSIVE WATER MANAGEMENT

The water board, the municipality and the Society of Benevolence have after mutual consultation decided on the approach to the restoration of the Westerbeeksloot barge canal. This approach provides for restoration and landscape upgrade, and focuses on reinforcing the landscape structure, reinstating a historic winding hole and increasing the perceptibility of the barge canal. The approach also provides for cleaning up and deepening the barge canal and for improving its functional use for integrated water management (water storage, drainage, and retaining water during dry spells).

As regards water management there are no additional major tasks or developments in the area. On a small scale, the water board will be looking for additional opportunities for water storage. On the basis of the plans of the water board, the hydrological management in the area carries no risks for the OUV.

The structure of the existing water infrastructure is protected through the zoning plans and the water management plan, (Keur en Legger) of the water board. The Society and the water board are in consultation on the restoration of a number of characteristic water structures, such as the Westerbeeksloot barge canal, taking into account the cultural heritage.

#### Management measures

##### *New measures*

- The water board, the municipality and the Society of Benevolence have in mutual consultation decided on the approach to the restoration of the Westerbeeksloot barge canal, in combination with the improved functional use of the barge canal for integral water management.

##### *Continuation of existing policy*

- The existing hydrological system in the area is protected through specific zonings and through the regulations (Keur en Legger) of the water boards. On the basis of the

plans of the water board there are no risks for the OUV, and the instruments provide sufficient opportunities for control of the preservation and the protection of the OUV.

- The water board manages the waterways in accordance with the provisions in the management plan, (Keur en Legger) of the water board.

### 7.5.3.2 Climate change and environmental impact

Climate change could manifest itself in the area in the form of periods of raised water levels and dehydration. Basically, the hydrological infrastructure and the instruments of the water board offer sufficient opportunities to deal with these effects in the area. The Colony area is not regarded as a high risk area for floods, although recent summer periods in 2018 and 2019 led to significant water shortages in the substrate in Component part A (dehydration). The approach with regard to the rehabilitation of the Westerbeeksloot barge canal includes measures to improve the period of water retention in the barge canal, so as to increase resistance against dehydration for a longer period of time. It is unknown whether dehydration has or might have an effect. Potential effects on planting are to be expected. It is intended to conduct further research, in collaboration with the Water Boards, into the possible effects of in particular dehydration on the OUV in the Dutch component parts.

An important factor affecting the climate and environmental policies is the required reduction of CO<sub>2</sub> emissions and the cut back in the use of fossil fuels. The placement of wind turbines is not anticipated in the area, and in terms of spatial planning placement of these in and near the Component area is ruled out. There is, however, a growing need for the construction and installation of solar panels. This leads to discussion on the way

in which this can be facilitated. In the protected villagescape Frederiksoord-Wilhelminaord this has led to the installation of solar panels not on the roofs but on the grounds adjacent to the Colony houses. This applies, for example, to the 62 zero-emission houses built in this part of the Colony area. However, it should be borne in mind that the solar panels installed on the grounds at the edge of the villagescape can negatively affect the appearance. Also the phasing out of asbestos from the roofs can prompt a choice for partial installation of solar panels on new roofs, particularly for farm buildings.

Gas extraction with flaring is also taking place in the outerlying area, surrounded by a risk contour. Expansion outside and even nearby the property cannot be entirely ruled out. Risk contours are also present in connection with the transport of hazardous substances along the national road, part of the provincial road and the railway. The risk of this affecting the OUV is considered extremely limited. At worst, an explosion could lead to – in principle repairable – damage to avenue structures, planting or buildings.

#### Management measures

##### *New measures*

- In principle, the placement of solar panels is possible in the Colony landscape, subject to these being properly integrated in the landscape and in compliance with building aesthetics requirements.
- The rehabilitation of the Westerbeeksloot barge canal includes measures against dehydration by retention of water in the barge canal for a longer period of time.
- It is intended to conduct further research, in collaboration with the Water Boards, into the possible effects of in particular dehydration on the OUV.

##### *Continuation of existing policy*

- The municipalities reject the placement of wind turbines and there are no plans to allow these in the area.



- The water board takes measures against the risks of further dehydration of parts of Component A.
- The way in which solar panels can be integrated in the Colony area on or near buildings will be discussed with the other Component parts and the Advisory committee for Science, Education and Quality.

### 7.5.3.3 Natural disasters, calamities and risk preparedness

The area is not a high risk area for floods or earthquakes, although strong winds, thunderstorms and hail can cause damage to plantings and buildings. This particularly applies to the avenue planting, solitary (red) beeches or the remaining apostle tree (part of the original planting). For the vegetation and the planting, diseases are a potential threat. The damages to vegetation and planting can be partially compensated by a replanting obligation, with the exception of tree diseases that lead to the extinction of specific species. Moreover, for environmental reasons it is not always possible to replant trees in exactly the same spot. The damages to buildings caused by strong winds, thunderstorms and hail are mostly reparable and are usually covered by insurance taken out by the private parties who are the owners of the buildings.

The changes in climate will lead to both dehydration and waterlogging. It is the task of the water boards to regulate the water level. In principle, the existing hydrological structure provides adequate possibilities to cope with both situations. The rehabilitation of the Westerbeekslot barge canal further contributes to this. The Colony area of Component A is not located in a high risk area for floods, but the risk of dehydration is an explicit point of concern for the water board.

In the Netherlands, the responsibility in the event of natural disasters and calamities is delegated to the safety and security regions. The Colony area and the

OUV do not require a special approach. Although catastrophes in the area involving high risk substances on the infrastructure, the petrol station Frederiksoord and storage tanks for dangerous substances cannot be ruled out, the anticipated impact on the OUV is classified as extremely limited at worst. Both the motorway running through nearby the area and the railway are routes for hazardous substances. This has been taken into account in drawing up the plans of attack of the fire brigade and the risk maps of the safety and security regions.

In theory, the extraction of shale gas by fracking could become an issue in the Wieden-Weerribben area in the long-term, because this area was designated as a possible search area for a pilot. This is at some distance from Component A, but the possible effects of shale gas extraction are difficult to define in advance. The extraction of shale gas by fracking is highly controversial in the Netherlands, and it was recently decided that in the next five years no drilling will take place. This period is expected to be extended to 2026 or beyond.

#### Management measures

##### *Continuation of existing policy*

- In the Netherlands, the responsibility in the event of natural disasters and calamities is delegated to the safety and security regions. The Colony area and the OUV do not require a special approach.
- The damages caused to vegetation and planting can be partially compensated by a replanting obligation, with the exception of tree diseases that lead to the extinction of specific species.
- The damages to buildings caused by strong winds, thunderstorms and hail are mostly reparable and are usually covered by insurance taken out by the private parties who are the owners of the buildings.



#### 7.5.3.4 Impact of recreation and tourism and/or visitors Frederiksoord-Wilhelminaoord

The Colony area is not an isolated entity, but is surrounded by National Parks (Drents Friese Wold and Wieden-Weerribben) and forest areas. So far, the attractive landscape has led to only limited recreational pressure and the establishment of some campsites and recreational accommodation parks in the area. The size of the flow of tourists and holiday makers is limited.

It is expected that after the nomination there will be a slight increase, which should be easy to accommodate in the area. A sharp rise in the number of tourists and holiday makers is not anticipated. The existing infrastructure, including the recreational infrastructure of walking, horseriding and cycling routes, is sufficiently generous to accommodate a growing number of tourists and holiday makers. The new visitors' centre also offers sufficient opportunities and there is enough scope to receive an increasing flow of tourists and holiday makers. Consequently, no negative effects on the OUV are anticipated as a result of the expected and intended increase in the number of tourists and holiday makers.

##### Management measures

##### *Continuation of existing policy*

- For the time being, existing facilities offer sufficient opportunities to accommodate the intended increase in the number of tourists and holiday makers without a negative impact on the OUV to be expected.
- in the coming years, the frequency and quality of the monitoring of the number of visitors to Component part A will improve.

#### 7.5.4 SOURCES OF FINANCING

##### MUNICIPAL SOURCES OF FINANCING

In the (programme) budgets of the municipalities of Westerveld and Weststellingwerf, amounts are included to cover the process costs for the nomination of the Colonies of Benevolence. In addition, capacity has been made available per municipality for administrative support relating to the nomination, the participation via the feedback group and the input in the core team and programme team and preparation of the steering group Colonies of Benevolence. The capacity reserved for the nomination and referral phase will in principle be continued for the implementation of the Colony management per municipality, including maintaining a coordination mechanism between governing authorities concerned in Component A.

In respect of the period after nomination, the programme budgets of the municipalities do not yet include a structural entry to cover the costs of the implementation of the Management Plan. This budget should cover the costs of the programme organisation at overarching level, as well as the process costs for facilitating the feedback group and activities in the field of promotion, information, education and monitoring and research in the Colonies themselves.

As regards the management costs related to the municipal properties, management and maintenance are incorporated in the municipal maintenance plans and management plans for public space (roads, roadsides and greenery). The costs incurred by bringing in the Committee for Building Aesthetics and Heritage and/or the Monuments Committee, for example for the assessment of plans and applications for environmental permits, are included in the regular amounts allocated for implementing the Environmental Licensing (General Provisions) Act (Wabo).

## SOURCES OF FINANCING OTHER PARTIES

The other parties in the area will in principle each bear their own costs in respect of management and maintenance. This applies to the State, the provinces and the water board. It also applies to the Society of Benevolence and other site owners with regard to the management and maintenance of the sites and attributes in their possession.

The province of Drenthe has made a provision in its Culture Memorandum for the designation of the new visitors' centre as museum of provincial interest, and in view of that status it is entitled to a structural contribution. In addition, an extra impulse and investment from the province is provided for the development of the visitors' centres Colonies of Benevolence in Frederiksoord and Veenhuizen.

### Management measures

- The municipalities and the provinces provide the agreed funding of the joint organisational costs and the structural costs for the management of the World Heritage site at the overarching Component level and for Component part A.

## 7.5.5 PROMOTION, INFORMATION AND EDUCATION FREDERIKSOORD- WILHELMINAOORD

### PROMOTION

In order to propagate Component A, various promotional activities and instruments (brochures, website, route planners, signs, etc.) are deployed. In addition to the municipalities, the Society of Benevolence also plays a role in this regard. It might be advisable to further develop a house style to this end and to introduce this on welcome signs, benches, information boards, fences and posts.

## INFORMATION AND COMMUNICATION

Information on Component A is part of the Colonies of Benevolence website and can be found on the websites of the municipalities and the Society of Benevolence.

The Society of Benevolence is a participant in the project 'One history, seven stories', which includes the realisation of visitors' centres in the four areas of the Colonies of Benevolence. The realisation of visitors' centres is thus dealt with in a broader joint context. The objective of the visitors' centres is to provide the most uniform information possible on all the Colonies, nominated or not. Just adjacent to Component part A one of the four visitors' centres of the Colonies of Benevolence will be established in the Colony Centre. The Society will be responsible for the operation of the visitors' centre. The design, organisation and the management/operation of the visitors' centre necessitates process agreements on the manner of consultation, coordination and possible collaboration. The visitors' centre implements the tasks which the municipalities and the province wish to facilitate. In its Culture Memorandum, the province of Drenthe has made a provision for the co-funding of the visitors' centre and has designated it as museum of provincial interest. The operation of the visitors' centre is an independent task of the Society, but all parties have an explicit interest in the proper functioning of the visitors' centre. Apart from being a partner as site manager and owner, the Society will be a partner in the field of information, education, communication and area promotion. This will also give rise to a relationship through the Colony Centre with Steenwijkerland and Weststellingwerf.

### EDUCATION

Information boards are positioned in Component A and a number of cycling and walking routes also present information about the Colonies of Benevolence. Once the visitors' centre has been realised, it can receive schools and offer educational

programmes for a variety of target groups (young people and adults).

Component A municipality of Westerveld has taken the initiative to install an extraordinary chair Cultural Heritage and Spatial planning and Social engineering, dedicated to the Colonies of Benevolence, in close cooperation with Wageningen University and Research (WUR). The aim is to develop knowledge about the use of the heritage values as a resource for innovative solutions and approaches of current local, regional, national and global issues.

This chair seeks to develop knowledge on how the value of cultural heritage can play a motivating role in the innovative approach to contemporary local, regional, national and also global issues. The Colonies of Benevolence are an extensive heritage area with strong material as well as intangible components. The question is how the material and intangible values of the past can be used as ambassadors for making the OUVs future-proof, also in relation to the three Colonies – Willemsoord, Ommerschans and Merksplas – not included in the nomination, which cannot (yet) meet the requirements of the OUV.

One of the essential parts of the chair's research will focus on the values which people deem of such importance within their living environment that they are prepared to accept responsibility and ownership for the actions required for an optimally functioning 'cultural ecosystem'. What makes people want to take action to collectively shape their own living environment in a sustainable way using its heritage as guideline as well as to propagate and perpetuate the value of all seven Colonies. The actions, linked to the focus areas, can be established or addressed within a so-called Living Lab. In these Living Labs all those involved come together around an issue, within a focus area, to discuss the action or actions to be set in motion with regard to that particular issue. The action to be taken will be monitored by means of academic support. In this way, practical knowledge is developed which should lead to smart and sustainable

answers that benefit the vitality of local society, from a historical, an economic and a social perspective.

#### OVERALL

Promotion, information and communication and education, and the touristic and recreational use of Component part A, are closely related. Moreover, there is room for considerable improvement as regards the required coherence in the approach to and implementation of numerous intentions in the field of tourism, education and representation. This applies to Component part A as well as at an overarching level to the coherence with the approach in the other component parts and in the Colonies not included in the nomination. The Site holders will develop a common vision for tourism, education and presentation. The first steps in respect of this vision have been taken through the project 'one history, seven stories' and the chair in Component part A. Shaping such a common vision requires the involvement and input of various stakeholders and residents from the component parts. Involvement of the Colonies of Willemsoord, Ommerschans and Merksplas is also necessary because they, too, contribute to the promotion and representation of the past of the Colonies of Benevolence.

#### Management measures

- The Site holders will develop a common vision for tourism, education and presentation.
- Establishing a chair on Cultural Heritage and Spatial Planning.

## 7.6

# Monitoring

Details on the subject of monitoring are provided in the main section. Therefore, in this section it is considered sufficient to point out that the Colony manager will provide the data for the monitoring of Component part A Frederiksoord-Wilhelminaoord after the UNESCO World Heritage status has been obtained. The Colony manager will make agreements with the parties in Component A about the supply of the required information and will initiate research if necessary.





**8**

## **Component Part B: Wortel**

Management Plan

World Heritage nomination

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Colonies of Benevolence

## 8.0

# Introduction

The reason for preparing the Management Plan, section Component part B Wortel, is that Belgium and the Netherlands have jointly decided to propose to UNESCO that the Colonies of Benevolence are nominated for UNESCO World Heritage status. Because of the strong cohesion, the fact that both Colonies are located at a distance of less than 5 kilometres from each other, and the similar history, Wortel Colony and Merksplas Colony are regarded as one management unit. For that reason, Merksplas Colony will also be referred to a number of times in this section.

Wortel is founded in 1822 as the first free Colony of the Society of Benevolence in the Southern Netherlands. As from 1830, Wortel Colony started to deteriorate, and in 1859 the Society of Benevolence in the Southern Netherlands was dissolved. In 1870 Wortel Colony is purchased by the Belgian State and developed into a 'State Benevolence Colony'. During this period, it transforms into an unfree Colony, whereby the landscape structure remains preserved. In that sense, Wortel is the only hybrid Colony, where

the structure of a free as well as an unfree Colony is recognisable.

The province of Antwerp, Kempen Landschap and the city of Hoogstraten recognise the outstanding values of the Colonies. In 1999, the Flemish Minister for the Environment and Employment issued the "decree on the definitive protection as landscape" in respect of the State Benevolence Colony of Wortel. In 2014, the Province of Antwerp adopted the Spatial Implementation Plan for Wortel Colony, whereby the area was designated as an ecological infrastructure of supralocal importance. The city of Hoogstraten will incorporate the provisions in this provincial spatial implementation plan in its regulations and licensing.

The ambition of the province of Antwerp and the city of Hoogstraten is to obtain UNESCO World Heritage status for Wortel Colony as part of the Colonies of Benevolence.

This section, Component part B Wortel, is an integral part of the Management Plan Colonies of Benevolence and the nomination file UNESCO World Heritage site. In the general section of the Management Plan the



overarching management aspects are dealt with. Per component part separate sections have been drawn up with specific characteristics, developments and management measures for that section. In compliance with the Operational Guidelines, the Management Plan stipulates how the globally unique significance, the “Outstanding Universal Value” (OUV), of the Colonies of Benevolence will be preserved, reinforced and/or restored, taking into account the current state, the initial circumstances and the vision on authenticity and integrity for the coming years.

The Management Plan is valid for 10 years and will enter into force on the date that the World Heritage status is obtained. Work carried out in the nomination phase is insofar as possible in accordance with this section.

# 8.1

## Outstanding Universal Value

In the general section of the Management Plan the Outstanding Universal Value (OUV) of the Colonies of Benevolence is described. Below a more detailed description of the OUV of Component part B Wortel is provided.

### 8.1.1. OUTSTANDING UNIVERSAL VALUE COMPONENT PART B

The cultural landscapes of the Colonies of Benevolence are nominated on the basis of the criteria (ii) and (iv).

#### Criterion (ii):

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

The Colonies of Benevolence bear testimony to an exceptional and nationwide Enlightenment experiment in social reform, through a system of large agricultural home colonies. They proposed a

model of social engineering based upon the notion of 'productive labour', with the aim of transforming poor people into 'industrious' citizens and uncultivated 'wastelands' into productive land. In addition to work, education and moral upliftment were considered essential contributions to the aim of transforming poor people into self-reliant citizens.

The Colonies of Benevolence were developed as systematic self-sustaining agricultural settlements with state-of-the-art social facilities. As such, the Colonies of Benevolence pioneered the domestic Colony model, attracting considerable international attention. For more than a century, they exerted an influence on various types of custodial care in Western Europe and beyond.

#### Criterion (iv):

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

The Colonies of Benevolence are an extraordinary series of planned panoptic disciplinary settlements, meant for temporary segregation of able-bodied poor in a closed agricultural environment with permanent supervision. Deliberately cultivated as ‘islands’ in remote domestic heath and peatland areas, the Colonies implemented the ideas of a panoptic institution for the poor in their functional and spatial organisation.

The distinctive landscape organisation aimed to reinforce the disciplinary regime and economic health of the Colonies. The strict hierarchical structure and dimensioning, with the carefully considered landscape layout and design, was instrumental in the intended influencing of the behaviour of the inhabitants, who were supposed to become ‘industrious’ and ‘rational’. In a context of dominant economic liberalism, the Colonies of Benevolence were an early attempt to influence the labour market and a precursor of later social intervention policies of governments in the context of employment.

The Colonies of Benevolence are an outstanding example of a landscape design that represents an agricultural home colony with a social aim. The landscape patterns reflect the original character of the different types of Colonies and their subsequent evolution and illustrate the extent, the ambition and the evolution of this social experiment.

Wortel was the first Colony in the Southern Netherlands, founded as a free Colony, with colonists’ farms, four central buildings (‘les quatre bâtiments’) and four staff houses. Experiences gained in the Northern Netherlands Colonies of Frederiksoord and Willemsoord were incorporated in the design, but adapted to local conditions. Originally a spinning hall, a school/church, a director’s house and a warehouse were located in the central buildings. In the absence of water for transport, a grid of roads was constructed on the heath (on sandy soil), around a central crossroads.

Organisationally, the Colonies of Benevolence in the Southern Netherlands differed from the sister Colonies in the Northern Netherlands: there was, for example, no bell to regulate the daily rhythm, no freedom of religion, and the overall operational management was adapted to local agricultural practice and financial circumstances. However, the similarities were more striking than the differences. As regards the layout of the landscape and the structure of the organisational model, Wortel Colony fitted in perfectly with the series of Colonies as it was developed in seven years’ time. In 1859, the Society of Benevolence in the Southern Netherlands was dissolved. Subsequently, the property was purchased by the Belgian State. As from 1870, a relaunch was effected as ‘State Benevolence Colony’. All kinds of buildings were added, but the plot layout remained preserved. In the series, it is Wortel Colony where the original grid and the plot layout are most clearly visible until today.

The most important attributes are:

- **Basic typology:** The characteristic landscape typologies of the free and unfree Colonies of Benevolence in their flourishing period – with representative relict landscape layers illustrating the functional and spatial coherence.
- **Structure of the Colony landscape:** All individual elements of the orthogonal grids: planted roads, waterways, the measurement system applied, plots, and the place of the buildings in the grid.
- **Representative buildings and planting:** Individual buildings, ensembles and planting which are representative of this panoptic model of an agricultural colony.

See for a complete and detailed list of the attributes Section 3.1.A of the nomination file and the appendix “Attribute List”.

The attributes in Component part B Wortel are:

COMPONENT PART B WORTEL	BASIC TYPOLOGY	STRUCTURE OF THE COLONY LANDSCAPE	REPRESENTATIVE BUILDINGS AND PLANTING
ATTRIBUTES	<ul style="list-style-type: none"> <li>— Free Colony</li> <li>— Transformed to unfree</li> <li>— Farm ribbons with central crossroads with facilities and ongoing development</li> </ul>	<ul style="list-style-type: none"> <li>— Distance east/ west-oriented main structure approx. 600 metres</li> <li>— Main avenues</li> <li>— Secondary avenues</li> <li>— Symmetric building complex around large yard</li> <li>— Cultivation landscape</li> <li>— Waterways</li> </ul>	<ul style="list-style-type: none"> <li>— Cemetery</li> <li>— Staff houses</li> <li>— Teachers' houses (Head) staff houses</li> <li>— Farm</li> <li>— Barracks (Casino)</li> <li>— Houses opposite barracks</li> <li>— Chapel Choir (east side)</li> <li>— Agricultural building north of Farm</li> <li>— Workshops (south side)</li> <li>— Workshops south of central building complex</li> <li>— State institution</li> </ul>

### Characteristics Wortel in relation to OUV:

#### Typology:

First free Colony, later unfree Colony. Farm ribbons with central crossroads with facilities and ongoing development.

**Structure of the landscape:** Main avenues, secondary avenues roads and paths in between the main road structure, planting. Moats, Staakheuvelseloop (slow-running brooks). Applied measurement system: plots of appr. 3 hectares

#### Representative buildings and planting:

Staff houses, State institution and workshops, farm, cemetery, village centre (crossroads)

### 8.1.2. INTEGRITY AND AUTHENTICITY

The Colonies of Benevolence, an Enlightenment experiment in social reform, demonstrated an innovative, very influential model of pauper relief and of settler colonialism - the agricultural domestic colony. The Colonies of Benevolence created a highly functional landscape out of isolated peat and heath wastelands through the domestic colonisation of paupers. In the process, colonists would become morally reformed ideal citizens adding to the nation's wealth and integrating marginal territories in emergent nation states. Over a seven year-period, almost 80 square kilometres of wastelands, domestic territory considered unfit for settlement, were reclaimed in Colonies in present-day Belgium and the Netherlands. The process of transforming its poorest landscapes and citizens through a utopian process of social engineering went on until well into the 20th century. Changes that took place in the 19th and the beginning of the 20th century continued and

built upon the original ideas of farming colonies, thus reinforcing the original Colony landscapes rather than expunging them.

The connecting factor is not one single ‘authentic’ period, but the landscape structure which has developed in two determining phases:

1. the first phase of the creation (1818-1859).
2. the phase of the further evolution, the phase of state institutions and privatisation (1860-1918).

#### **INTEGRITY AND AUTHENTICITY OF ATTRIBUTES WORTEL COLONY**

In the context of the nomination, the attributes are assessed in terms of recognisability and authenticity:

1. Attribute possesses authenticity and integrity, and gives a good and perceptible impression of how the attribute looked in the historical context in the period concerned.
2. Attribute illustrates what it was historically, but the historical context has not been well preserved.
3. Attribute is damaged element in relation to what it looked like at the time of landscaping/construction.
4. Attribute concerns element that does not originate from the selected period, but with regard to which the historical positioning has been respected, particularly placement in and respect for the grid.

In Wortel, the OUV is currently visible and perceptible in the structure of the landscape and the planting in certain spatial characteristics and specific objects.

The following aspects are recognisable in the structure of the landscape:

- The orthogonal parcellation of the first cultivation with central north-south axis, parallel transverse links with a fixed dimensioning of approximately 600 metres.
- The plot boundaries of the Colony houses and forest in narrow uniform lots, separated by a

system of canals and paths. The plots are the remains of the farm lots from the days of the free Colony.

- The avenues form an impressive grid-shaped pattern, which is hierarchically structured with single and double avenues (with a double row of trees).
- The central crossroads with the current buildings, which still have a characteristic 45° positioning but which date from the period after the transformation of the site into a State Benevolent Colony.
- The drainage and dewatering system, too, has an orthogonal structure.
- As regards the planting the avenue plantings consisting of common oak, but also northern red oak and beech, are distinctive, as are the timber production forests with pine afforestation, which in some cases gradually switch to deciduous forest and heath relicts with some fens modelled on the ancient fen complexes.

Spatial characteristics are:

- The open character of the plots in the centre.
- The closed character caused by the wooded areas along the edges.
- The vistas: from the outside the Colony boundaries are visible, and the road and water structure provide vistas.
- Functionality of the houses and buildings, including their orientation.

Characteristic of the buildings are:

- The main building of the agricultural colony, the former institution with central offices, workshops and dormitories, dates from the late 19th century. These days it is used exclusively as a detention centre.
- The building structure which is part of the landscape structure, i.e. the houses at the intersection of the Kolonieweg, similar to the structure applied in 1819 in the, also free, Colony of Willemsoord in the Northern Netherlands.
- The double tied houses, concentrated and

symmetrically situated at the north-south main axis and at the western part of the nearby east-west axis, with hedged utility gardens.

The typology, the spatial and landscape characteristics in Wortel date from phase 1: the creation phase. Characteristics of phase 2 with regard to the development into State Benevolence Colony (vagrants' colony) have remained largely preserved. The attributes are authentic within their historical context (classification 1). The existing buildings, too, are authentic within their historical context. Only a few workshops and farm houses have been radically changed when compared to the time of construction (classification 3). The buildings and their functionality date mainly from phase 2, the evolution into State Benevolence Colony (1870 -1969).

## 8.2

# Component part B: Wortel

### 8.2.1 LOCATION AND BOUNDARIES

The property of Component part B is bordered in accordance with the original cultivation area of the Society of Benevolence. These boundaries encompass the attributes of the site.

The property is surrounded by a fairly open landscape with mainly rural zonings.

The wooded areas at the outer edge of the component part protects the view of and from the component part. The wooded areas are called 'Green straps' (Groene bretellen), and their preservation is anchored in policies and management plans.

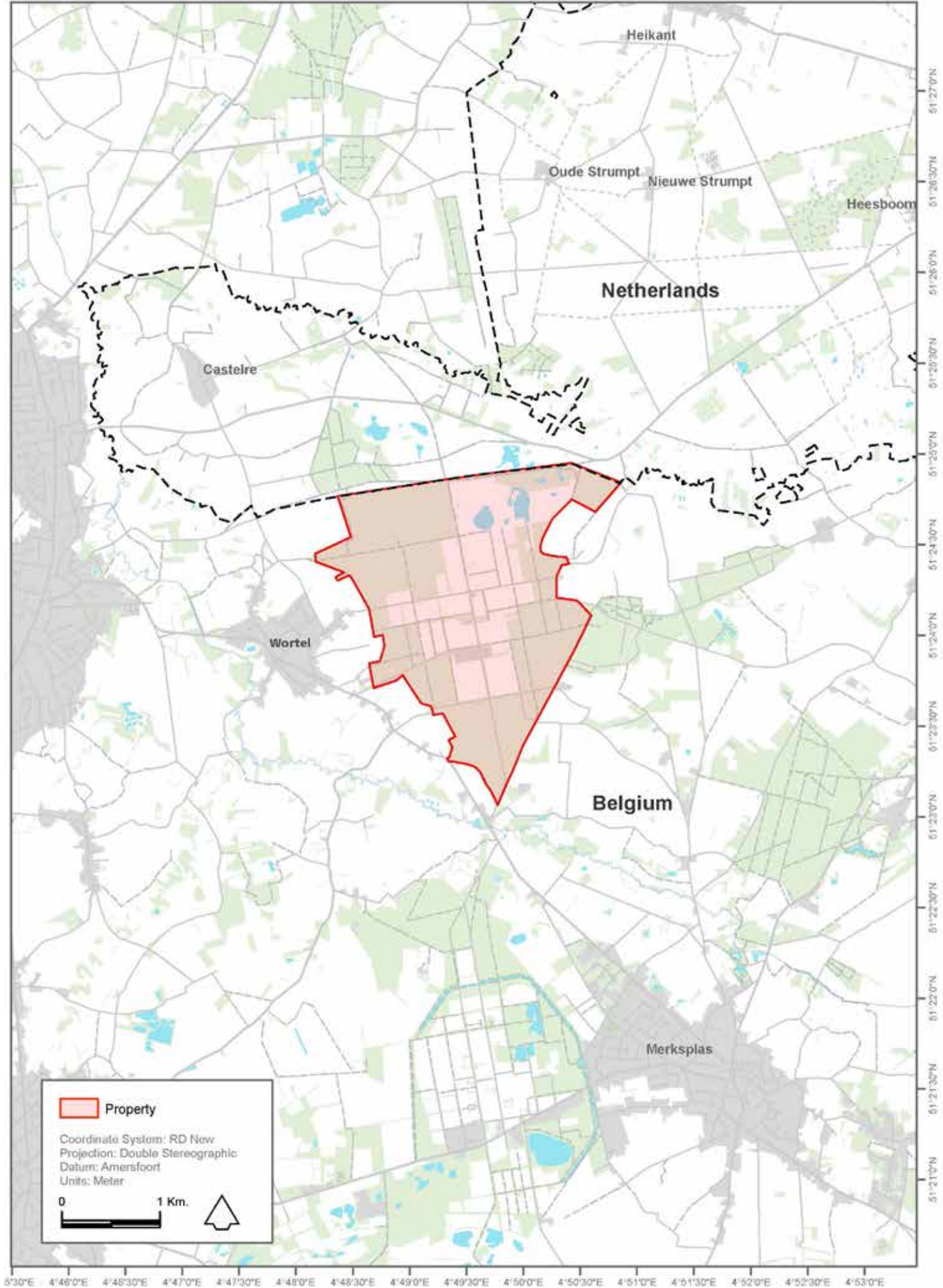








M1.4 IDENTIFICATION  
COMPONENT PART B: WORTEL  
1:50.000





## 8.2.2 QUALITATIVE DESCRIPTION

### 8.2.2.1 Broad outline

Wortel, founded in 1822, was set up along the lines of the free Colony of Frederiksoord in the Northern Netherlands. Wortel is located in the Kempen region in the province of Antwerp, adjacent to the current Dutch-Belgian border.

In 1821, for the purpose of managing this southern Colony, the Society of Benevolence of the Southern Netherlands was established. The Belgian branch of the Society survived until 1859, even after Belgian independence in 1830, but Wortel Colony deteriorated. In 1870, the Belgian government purchases Wortel Colony, and in 1882 construction is started of a new agricultural colony in Wortel. From then on, the Colony is called State Benevolent Colony. In 1891, the Act for the repression of vagrancy is adopted, which provides Wortel with its iconic character of vagrants' colony. It retains the status of vagrants' colony until 1993 (the abolition of the Vagrancy Act), albeit interrupted at regular intervals by different kinds of use, such as the reception of refugees and the internment of political prisoners around the time of the World Wars.

#### FIRST PHASE OF THE CREATION (1818-1859)

##### *Creation phase 1822 – 1828*

Wortel was the first Colony in the Southern Netherlands, founded as a free Colony. The area (213 hectares of rough ground owned by the Duke of Salm-Salm and the banker Hennesy, and 303 hectares owned by the municipality of Wortel) was purchased by the Society of Benevolence of the Southern Netherlands in 1822. The municipal council of Wortel was forced to sell by Royal Decree. Experiences gained in Frederiksoord and Willemsoord were incorporated in the design, adapted to local conditions. The first name was "South-Frederiksoord".

In the absence of water for transport, a grid of roads was constructed on the heath (on sandy soil), around a central crossroads.

For this project a major part of the rough heath was cultivated, by stripping the turf off the vegetated topsoil, burning the heather sods and fertilising the acidic and not very fertile sandy soil. In the course of the cultivation of the heath, avenues were constructed in an orthogonal structure. At the intersection of the main avenues, a diamond-shaped square was constructed for "les quatre bâtiments", with the director's house, a primary school, a warehouse and an industrial building, which included a spinning hall. Until 1827, 125 simple small stone single-storey farmhouses were built, measuring approximately 7,5 metres x 15 metres, with thatched roofs. In addition to a living room there were three bedrooms, a basement and a wooden shed. These rectangular buildings were situated on either side of the avenue, with the façade oriented towards the avenue. Each family was provided with housing, some cattle and grain, and was to cultivate the infertile heath. In the period up till around 1830, a centrally structured landscape originated made up of avenues, canals, buildings and farmlands, with uncultivated fens and heaths in the north, and forests crossed by avenues in the south.

In 1822 the first families moved into the farms. The population grew from 151 in 1822 to the maximum of 636 in 1829. The initial phase of the project can be considered a failure. It soon became clear that the families from the city could not cope with rural life. Moreover, the ideas of the Dutch lacked appeal, and financial mismanagement occurred. Therefore, as early as 1828, the remaining residents were employed as farm workers by the Society of Benevolence.

### *Belgian independence 1830*

In 1830 Belgium becomes independent. In Wortel Colony the population revolts and the harvest is destroyed. Many colonists join either the Dutch army or the army of the rebels. The “Dutch project” deteriorates. In 1841, the Society’s contract expires, and the Belgian State refuses to purchase the domain. In 1840 the Belgian government ceases its financial support of the project. In 1842, the Society of Benevolence of the Southern Netherlands is dissolved. The last 250 colonists have to return to their original municipalities or are housed in monasteries or with farmers. A small number of residents remains. In 1846, in order to prevent public auction, Prince Frederick purchases the domains of Wortel Colony and Merksplas Colony. The school at the central crossroads (with 52 pupils remaining at that time) is demolished. In 1853, 15 families are still living in Wortel. The farms of Wortel Colony gradually disappear and nothing remains of these buildings today.

### **PHASE OF THE FURTHER EVOLUTION (1860-1918)**

#### *Nationalisation 1870*

After the Society of Benevolence in Belgium is dissolved in 1842, it takes until 1870 for the Belgian State to purchase the property. In 1886 legislation on the repression of vagrancy is passed. This law is further refined by the 1891 Lejeune Act. From 1871, renovations and adjustments are initiated in both Belgian Colonies, designed by the famous architect Victor Besme and managed on site by the engineer F. Zanen from Turnhout, who is employed by the Bridges and Roads Authority, where Besme holds the position of ‘Inspecteur Voyer’ (road inspector). For Wortel there are no signed specifications and plans, but there are reasonable grounds to assume that F. Zanen made the design. In 1881, an institution is erected for the vagrants. Until 1910 new buildings are constructed that define the current appearance of the area. To facilitate construction, brickworks are established and clay is extracted from the soil.

The bricks produced in this way are also used for the construction of Wortel Colony. In Wortel the farm, the barracks and the staff houses are built. Canals and sub-canals are dug and the plot layout remains preserved. The institution symbolises the unfree Colony that Wortel is converted into during this period. Wortel Colony is designed for ‘ordinary beggars’ according to the Lejeune Act, who beg because they are poor as a result of old age, unemployment, disability or sickness.

Over this period the number of residents in Wortel increases to 958 in 1904. Business activities in Wortel focus on agriculture (123 hectares of fields and pastures) as well as forestry (246 hectares of planted fir trees).

The buildings in Wortel Colony are fully aligned with the chequered structure of the avenues. The straight axes along the agricultural plots and buildings ensure efficient monitoring of the vagrants in the unfree Colony. In the series of all the Colonies, Wortel is the Colony where the original grid and the plot layout is the most evident until today.

#### *First World War 1914-1918*

During the First World War, Wortel is in use as a location for the shelter of refugees.

The Spanish flu epidemic of 1918 causes the death of 1.087 vagrants.

### **DEVELOPMENT AFTER 1918**

After the war-time period, the number of vagrants drops significantly. The national economy is blooming as a result of the reconstruction of the country. In the 1920s – 1990s, the Colonies have a varying population, with Wortel even being completely closed for some time (from 1929 to 1935).

During the interwar period, a start is made with a differentiation of the institutions. From 1935, psychiatric patients are accommodated in Wortel, as are vagrants once again. From 1946, all the beggars and vagrants are initially housed in Wortel Colony.

Until the abolition of the Vagrants Act and the closure of the State Benevolence Colonies in 1993, Wortel Colony is in use for vagrants. At the time of closure, 260 vagrants remain in Wortel Colony, and in 1996 27 of them continue to live there, on a voluntary basis. From that time, the central institution buildings in Wortel, which in May 1996 are converted into an institution for short-term prisoners, are only used by the prison authorities. Most of the residential buildings have since that time been occupied by personnel of the penal institution – after refurbishment and modernisation – or have been demolished. Some are not reconstructed following a fire. In the prison complex, several old wings (including the dormitories for the vagrants) are replaced by new construction. Some brick buildings in Wortel Colony are limed and painted white.

#### 8.2.2.2 Protection from 1999

With the abolition of the Vagrancy Act in 1993, the Colonies are dissolved. This carries the risk of resulting fragmentation of the area. Due to a lack of alternatives for the vacated buildings, these remain unoccupied. In Wortel this leads to the ‘March on Wortel’, for the purpose of preserving the Colony. In response, the province of Antwerp in 1997 founds the non-profit organisation Kempens Landschap, in order to put the preservation and accessibility of the areas in public hands. In 1999, the preservation is formalised by granting the status of protected landscape to the landscape and the building stock of Wortel Colony.

All the components of the site have remained the property of government organisations at municipal, provincial, Flemish and federal level. This came about as a result of the sale since 1993 of parts of the site by the federal government, which only retained the ownership of prisons and the reception of illegal immigrants. Kempens Landschap has successfully ensured appropriate re-use of the buildings, and management and restoration where necessary.

#### 8.2.2.3 Current meaning: cultural heritage, landscape, social status, functional

Currently, Wortel Colony still has two built-up areas: around the crossroads (‘les quatre bâtiments’) and the prison. In addition, there are undeveloped zones in the Colony: a central open agricultural zone, a closed forest zone around this agricultural zone (with the exception of the north-east) where the cemetery is located, and a wild heath zone in the north-east with some fens and a large pond. The avenue pattern and the parcellation provide the landscape with its orthogonal structure. This layout is protected under the provisions of the protected landscape. Agriculture is practised by farmers from the area.

Of the four buildings around the central crossroads, three are left: the former vagrants’ farm in the north-east corner, the Casino (former barracks) in the south-east corner, and the former school in the north-west corner.

The *school* and the *Casino* are in use as residential accommodation and as party hall/brasserie (including the renovation at the rear, carried out in accordance with the original plan) by non-profit organisation Widar, which runs a home for adults with a moderate to severe mental handicap.

The major part of the former *vagrants’ farm* is in use by non-profit organisation De Bonte Beestenboel, which organises agricultural classes and farm camps for young people, and rents out a festivity hall and a weekend accommodation. A small part of the vagrants’ farm is in use by the non-profit organisation Natuurpunt, which runs visitors’ centre ‘De Klappekster’, with an information desk, a conference room, a museum and a cafeteria. Another small part is in use by non-profit organisation ‘De Slinger’, a youth association for disabled children, which regularly organises activities for their members. The city of Hoogstraten uses a number of warehouses north of

the farm as a storage facility and as a stable for the shepherd.

The sizable historic façade of the *penal institution* can be seen from the access roads. The subsequently added buildings of the penal institution are not visible from the main avenue, as these are situated behind the historic building. The institution is the property of the federal Buildings Agency.

In addition, 19 houses where families live, are situated around the prison. With the exception of the house situated north of the penal institution, all of these are historic staff and teachers' houses. The façades are still clearly visible from the avenues. The garden zones (both side yard strips and backyards) of these houses are protected by hedges. The houses have been given in long-term leasehold to the occupants.

## 8.3

# Safeguarding in legal and policy frameworks

### 8.3.1 LEGAL AND POLICY FRAMEWORKS COMPONENT PART B WORTEL

In respect of Component part B Wortel, different governing authorities in Belgium have taken decisions regarding the protection of the values of the heritage. The attributes are safeguarded through both the protection regime of the spatial policy and that of the heritage policy, independent of the current application for the granting of UNESCO World Heritage status. Within the context of the UNESCO World Heritage status, there is no need for imposing additional requirements on the heritage values of Wortel.

The main section is referred to with regard to the international frameworks provided by UNESCO. In this section the legal and policy frameworks, plans and regulations applying to Wortel at regional, provincial and municipal level are dealt with. These plans each have their own term. In future, when updating these plans and drafting new plans, the OUV will explicitly be taken into account. Where possible it will be

endeavoured to achieve consistency in the contents of the plans and to synchronise the terms of the plans.

### 8.3.2 THE FLEMISH REGION

In 1999, the Flemish Minister for the Environment and Employment issued the 'decree on the definitive protection as cultural heritage landscape' in respect of both the State Benevolence Colony Wortel and the State Benevolence Colony Merksplas. In this decree historic, socio-cultural, scientific and aesthetic values are specified, together with the objectives regarding the future management. The decree emphasises the unique status of the area and the buildings, and stipulates that the heritage is to be "*preserved in its entirety*".

In between Wortel Colony and Merksplas Colony and in the northern part of Wortel Colony (area running up to the Dutch border) the Natura 2000 site Heesbossen is located, which includes the protected nature monument Bootjesven. In 2017, Wortel Colony was designated as area of silence ('Stiltegebied').

In addition to these decrees, visions and management plans have been drawn up. In 1998, the Flemish Land Agency (VLM) prepared a development vision for Wortel Colony, and in 2005 an Organisational and Avenue Management Plan. The VLM is also the water authority for the waterways in the Colonies. The 2001 plan for Reparcellation Rijkvorsel-Wortel was also drawn up by the VLM. In 2013, the Flemish Agency for Nature and Forest produced an integrated management plan for Wortel Colony. These plans refer to the 'decree on the definitive protection as landscape' and endorse the cultural heritage value of the Colonies, the heritage values and the nature values in the areas, as well as the cohesion of landscape and buildings.

As a result of this protection as landscape, characteristic elements of the Colonies are protected in the spatial plans as well as in the heritage policy. The orthogonal parcellation of the landscape, the water structure of the (plot) ditches, ditches along roads, fens, the structure and design of the main roads and the secondary roads (including the avenue plantings, front gardens and 'overtuinen' - gardens on the other side of the road or ditch), the measurement system, the plot boundaries of colony houses, farmlands and forest, the vagrants' cemetery, the timber production forests as well as the combination of openness (in the centre of Wortel), the closed character along the edges (due to wooded areas) and the vistas of the Colonies have been laid down in these.

In addition to the individual elements, the decrees designate the Colonies as heritage "*which is to be preserved in its entirety*". The spatial implementation plans drawn up in subsequent years all refer to these provisions in the decrees on the protection as landscape.

The Heritage Agency, which is active within the Flemish Region, prepares and implements the immovable heritage policy. The Heritage Agency lists and protects valuable buildings, landscapes, archaeological sites and sailing heritage. It supports

the immovable heritage management (<https://inventaris.onroerenderfgoed.be/>) and carries out policy-oriented research. The Heritage Agency issues (binding) advice in respect of interventions affecting the heritage.

### 8.3.3 PROVINCE OF ANTWERP

In 2014, the province of Antwerp adopted the Spatial Implementation Plan for Wortel Colony, designating the area as "*ecological infrastructure of supralocal interest*". Consequently, the province of Antwerp is competent to further outline the details of the implementation plan, which is binding for the Flemish Region, the province of Antwerp and the municipalities.

In addition, Kempens Landschap in 2019 produced an integral and integrated Landscape Management Plan for Wortel Colony. In these spatial implementation and management plans, the protections stipulated in the decrees on the protection as landscape are incorporated and given concrete expression by the Flemish Region.

### 8.3.4 CITY OF HOOGSTRATEN

In 2004 the city of Hoogstraten, of which Wortel is part, drew up a Municipal Spatial Development Plan Hoogstraten. There is also a Mobility Plan (2016). The Heritage Agency issues advice in respect of municipal permits regarding applications for demolition and for the felling or clearing of woody heritage if these are included in the fixed inventory, receives notifications of archaeological preliminary research involving interventions in the soil, and of the commencement of an archaeological excavation. The Heritage Agency also grants permission for any actions in or affecting protected property.



### 8.3.5 WATER MANAGEMENT

In accordance with the 2003 Flemish Decree on Integrated Water Policy, consultation structures have been set up by the managers of the waterways in the area. The Wortel area is part of the River Meuse basin (Maasbekken), to which the River Basin Management Plan of the River Meuse 2016-2021 applies. The consultation structures ensure the coordination between the managers of the waterways (Flemish government, provinces, municipalities) and with the various sectors, such as nature, agriculture and economy. In Wortel, a non-navigable waterway has been classified as being of the 2nd category (the Staakheuvelseloop). This is administered by the province of Antwerp. The other waterways are not classified and are administered by the owners, users of the adjacent land or the road authority. For Wortel no water management measures with spatial consequences are specified in the River Basin Management Plan of the River Meuse 2016-2021 and the basin-specific components.

## 8.4

# Organisation

## Component part B

# Wortel

### 8.4.1 ADMINISTRATOR: KEMPENS LANDSCHAP AS COLONY MANAGER

In 1997, the non-profit organisation Kempens Landschap was founded by the province of Antwerp, with as its first assignment the retention of both Colonies in public hands. Kempens Landschap's mission is *"the preservation of these valuable areas for the community, for now and for later."* The objective of the organisation is broader in scope than in respect of the two Colonies: *"the acquisition, protection, rehabilitation and required restoration of the living environment, landscape, natural and cultural heritage in the province of Antwerp, with particular attention for the preservation, the management, the accessibility and opening up to the general public of the open monuments in its possession."*

The board of Kempens Landschap consists of two members of the provincial government of Antwerp as co-chairmen, and 65 municipal councils as members of the Board of Directors, including the city of Hoogstraten and the municipality of Merksplas. The

council of the city of Hoogstraten is a member of the Board of Directors of Kempens Landschap. The Heritage Agency, the Agency for Nature and Forest, the Flemish Land Agency, the city of Hoogstraten and the municipality of Merksplas have a membership seat in the steering group of the Colonies of Benevolence and are also represented in the Technical Coordination Committee.

Both co-chairmen of Kempens Landschap are also members of the steering group of the Colonies of Benevolence.

Following recognition by UNESCO as World Heritage site, Kempens Landschap, in addition to its role of Colony manager for Component part B Wortel, will also act as joint site manager for the Colonies of Benevolence, in collaboration with the province of Drenthe.

On behalf of Belgium, the Heritage Agency and the Province of Antwerp participate in the Intergovernmental Committee.

After the World Heritage status has been obtained, Kempens Landschap will provide the Colony manager and replacement if required. This Colony manager is in charge and ensures the following on behalf of Wortel:

- Long-term preservation and protection in accordance with the Management Plan.
- Propagating the World Heritage site through communication, education, knowledge (research and exchange), information, and promotion and marketing.
- Harmonisation, coordination, involvement and interaction with the stakeholders, including citizen participation.
- Sufficient resources (people, knowledge and money) for the implementation of management measures.
- Timely detection and identification of the effects of developments that might affect the OUV, and adopting appropriate measures.
- Being prepared for and able to deal with risks and calamities.
- Adequate provision of information for the purpose of monitoring and reporting by the countries to UNESCO.
- Sharing of relevant information with the site management.
- Encouragement of mutual exchange of knowledge and availability of expertise in the field of spatial quality, so that developments take place with the OUV as starting point, and with the input of knowledge about the heritage and design expertise.

In addition, Kempens Landschap ensures an adequate contribution to the central programme organisation and to the working groups established by that programme organisation. This will be facilitated through the Colony manager.

#### 8.4.2 TECHNICAL COORDINATION COMMITTEE

For the alignment of policies and management of Wortel Colony and Merksplas Colony, Kempens Landschap has established the Technical Coordination Committee. The following are represented in this committee:

- Kempens Landschap (chairman),
- Municipality of Merksplas and city of Hoogstraten,
- Agency for Nature and Forest (ANB),
- Heritage Agency,
- Flemish Land Agency (VLM),
- Building company 'De Noorderkempen',
- Drinking water company PIDPA,
- Two local associations (non-profit organisation Save Merksplas Colony and non-profit organisation Convent Hoogstraten).

They discuss all matters relating to management, maintenance and development of the Colonies. Although the Technical Coordination Committee itself has no formal power, all government plans are discussed in this committee first, prior to being adopted by the competent boards. The committee adopts opinions in consensus, which ensures that carefully considered conclusions are reached that enjoy broad support.

#### 8.4.3 PROVINCE OF ANTWERP

The province of Antwerp is a member of the steering group, and two members of the provincial government are co-chairmen of Kempens Landschap. Protection and management of Wortel Colony and Merksplas Colony have been delegated by the province of Antwerp to Kempens Landschap. The province of Antwerp has delegated the siteholdership to Kempens Landschap.

#### 8.4.4 CITY OF HOOGSTRATEN

Through its administrators, the city of Hoogstraten is a member of the steering group of the Colonies of Benevolence and of the Board of Directors of Kempens Landschap. It is administratively represented in the Technical Coordination Committee. The city has licensing authority in respect of measures implemented in Wortel within the prevailing spatial implementation plans. Sectoral plans (mobility, forest management plan) and municipal spatial implementation plans fall within the competence of the city and should always be in accordance with the provincial spatial implementation plan and the regional decrees (monuments, protected landscape).

#### 8.4.5 PARTICIPATION LOCAL RESIDENTS

Participation of residents of the Component part B Wortel, neighbouring residents and users of the area and the facilities located there, takes place in two ways. On the one hand it is achieved through representation of the city and stakeholder organisations in the Technical Coordination Committee. On the other hand, it takes place through the organisation of information meetings and through a management committee. There is no formal feedback group for Wortel. Whenever there is a topical pretext, Kempens Landschap and the city will organise information meetings in order to retain the involvement of the surrounding area and to inform interested parties on progress, for example in respect of the nomination process and of major restoration and adaptive re-use projects. Management committee meetings take place twice a year. In this committee, discussions take place with volunteers and local interested parties about the activities in the area, and the input of volunteers in that connection is agreed upon. The meetings are organised by the city with an open invitation to the population. This leads to a constantly changing group of volunteers with a stable core.

#### 8.4.6 OWNERS

Owners of buildings in Wortel and organisations accommodated in these buildings are directly or indirectly represented in the Technical Coordination Committee. All the buildings are in public hands. Private individuals and organisations have a 99-year lease agreement.

## 8.5

# Dealing with trends and developments

### 8.5.1 COLLECTIVE RESPONSIBILITY FOR ADEQUATE MANAGEMENT

#### 8.5.1.1. Common and supported ambition

The Colonies of Benevolence attach great importance to a collective and supported management of the “cultural landscape”. From the start of the nomination, great effort was put into reaching consensus on the approach and the involvement of local and regional partners as well as the people who live, work, farm and/or recreate in the landscape, and this will be continued after the recognition. The ambition is to also propagate the story about the history from the origins of the Colonies, and the way in which they have developed, and to make this known and accessible to a wide audience.

The Colonies are aware of the fact that the collectiveness of the three component parts is vital to properly present this history, and the parties are willing to jointly invest in this now and in the future, in order to preserve this unique landscape, which marks a special aspect of the history of the Netherlands and Belgium, also for generations to come. The long-term strategy for the management of the three component parts is focused on the preservation and the reinforcement of the OUV. The development philosophy calls for a strategy in which the consistency of the cultural heritage of the territories is a guiding principle and serves as a source of inspiration for the sustainable development of these territories. With this in mind, an inspirational document like ‘On Course for the Colony Landscape’ (Koers op Kolonielandschap) was drawn up in the early stages of the nomination process, from the broad perspective of all seven Colonies. On the basis of early identification, future developments and trends will be translated into a uniform approach, taking into account the differences between the component parts and the instruments of both countries.

### Management measures

#### New measures

- On the basis of the common interest and the realisation that the component parts collectively tell and visualise the whole story of the history, the parties in each component part, coordinated by the steering group and the site manager, commit themselves to the proper management of the landscape and the representative buildings, and to maintain, protect and where necessary rehabilitate parts of these.
- With the aim of achieving a uniform approach to developments and trends, experts from the partner organisations will meet at least once a year to explore the possibilities in this respect. Possible themes for the agenda could be the installation of sustainable energy facilities, and building in historicising style.

#### 8.5.1.2 Powerful organisation based on collectiveness

The Colonies of Benevolence exercise joint coordination and control of the management of the three component parts. Kempen Landschap (on behalf of the province of Antwerp) and the province of Drenthe act as co-Site holders.

The nomination of the Colonies of Benevolence is a Transnational Serial Nomination, which implies a higher degree of complexity, due to management at (inter)national level. Most issues will be dealt with at local, regional or national level, but some issues on information, alignment and ultimate responsibility will be dealt with by an Intergovernmental Committee (IGC) at bi-state level.

Administratively, a steering group has been set up under which the Site holders operate. An Advisory Committee for Science, Education and Quality

can issue advice to the Site holders as well as to the Colony manager. The parties represented in the steering group have mobilised financial and human resources for the site management. The Site holders ensure the proper management of the World Heritage site as a whole. The Site holders initiate the activities that serve to maintain and improve the quality of the World Heritage site, and also facilitate the communication, coordination, monitoring and periodic reporting. The Colony managers are responsible for the preservation and management of the property and also for managing the effects that may arise from a larger area of influence.

The Colonies of Benevolence involve owners, users and scientists in the development and implementation of the site management and the safeguarding of the quality of the heritage. The management provides continuity in respect of the input of the local environment and the input of the specific expertise regarding the management and preservation of the quality of the heritage.

The visitors' centre 'Colony 5-7' in the adjacent Merksplas Colony is developed by Kempen Landschap.

### Management measures

#### New measures

- An Intergovernmental Committee (IGC) will be installed. Both countries will be represented equally in this IGC, by a spokesperson from each of the State Parties and the Chairs of both co-Site holders.
- Kempen Landschap, on behalf of the province of Antwerp, has agreed to assume the role of co-Site holder, first point of contact, in Flanders following the acquisition of UNESCO World Heritage status.
- The province of Antwerp and the city of Hoogstraten ensure adequate representation in the steering group and input in the programme office.
- On behalf of the city of Hoogstraten and the

province of Antwerp, one colony manager will be appointed, to be employed by Kempens Landschap.

- Kempens Landschap has developed a visitors' centre in the adjacent Merksplas Colony.

### 8.5.1.3 Government management and protection

The OUV of the Colonies of Benevolence is safeguarded in the Netherlands through national policies, with laws and regulations laid down in two systems:

- The system of spatial planning for planological protection.
- The system of the (immovable) heritage policy.

Besides, the nature values are additionally protected through European legislation such as Natura 2000.

In case of unexpected large-scale developments that might affect the OUV of the site, a Heritage Impact Assessment (HIA) will be carried out. The outcomes of the HIA will be taken into account in decision-making processes regarding the location and the implementation of the development.

In all the component parts, rehabilitation (restoration, adaptive re-use and landscape rehabilitation) is part of the spatial and nature plans. The adaptive re-use in all the component parts should be in line with the landscape structures and history (agriculture and agricultural innovation, care, housing, education, detention, recreation). The Site holders will develop a common vision on the further alignment as regards management and maintenance of the heritage (restoration and re-use) and a common method to anticipate spatial and functional developments.

The development of both visions requires the involvement and impact of stakeholders and residents. Both visions will be submitted for advice to the Advisory Committee for Science, Education and

Quality. In respect of both visions, a coordinating role is to be played by the Intergovernmental Committee.

#### Management measures

##### *New measures*

- Within two years after inscription of the Colonies of Benevolence on the World Heritage List, Site holders will develop a vision in respect of anticipating spatial and functional developments.
- The Colony managers and the site manager are charged with the timely identification of developments with a potential impact on the OUV. Through their environmental visions, the provinces provide for involvement in such developments at an early stage.
- The Colony manager, through Kempens Landschap, ensures proper input from experts at the annual working meeting of experts focused on the timely identification of developments and trends, and the establishment of uniform measures for the protection of the OUV in the light of such developments and trends.
- The Advisory Committee for Science, Education and Quality will be consulted on developments and trends with a potential impact on the OUV, and where necessary further investigation will be initiated (HIA).

### 8.5.1.4 Protection nature values

Wortel Colony has been designated as protected landscape by the Flemish Region, and as ecological infrastructure of supralocal interest by the province of Antwerp. These designations provide protection of the nature values of these areas. The development vision Wortel Colony and the Organisational and Avenue Management Plan for Wortel provide protection of the nature values. Natura 2000 site Heesbossen is located in between Wortel Colony and Merksplas Colony and in the northern part of Wortel Colony.

### 8.5.1.5. Rehabilitation of landscape, nature and buildings

From the beginning of the 21st century, based on a long-term vision, both Belgium and the Netherlands have made large-scale investments in the preservation and rehabilitation of the structure of the landscape and the buildings in the Colonies. In doing so, specific focus is placed on sustainable exploitation and local businesses activities appropriate to the cultural heritage essence of the territories. In the Belgian Colonies, simultaneously with this rehabilitation, adaptive re-use of unoccupied premises is sought to fit within the original landscape structures and the history of the Colonies (agriculture/agricultural innovation, care, reception facilities, education, detention, recreation).

## 8.5.2 STATE OF CONSERVATION

### 8.5.2.1 Preservation and management

#### PROTECTED LANDSCAPE

In the context of the nomination, the property in the case of component part B Wortel almost entirely coincides with the boundaries of the protected landscape. Consequently, the core values of the OUV are adequately protected. All the buildings are in fair or good condition, or will be restored to good condition. The buildings are protected because they form part of the protected landscape.

The status of protected landscape is laid down in the spatial implementation plans of the province of Antwerp and the city of Hoogstraten. This means that developments in the property are always assessed against the cultural heritage values and that in case of construction or demolition a permit is always required, which is assessed against the decree concerning the protection of immovable heritage (onroerenderfgoeddecreet). The Heritage Agency issues a binding advice in this connection.

For Wortel, avenue restoration plans are being implemented in order to reinforce the structure of roads and waterways.

The criteria in respect of the OUV and attributes have been further detailed in the context of the nomination as World Heritage site, and are therefore not worded in exactly the same way in the designations as protected landscape, the spatial implementation plans and other policy plans of the city. When updating the spatial implementation plans, the protection of the OUV will have to be included.

#### SUPPORT IN THE AREA

There is broad support for obtaining World Heritage status for Wortel. This support is evident from the consensus planning reached in the Technical Coordination Committee, with Kempens Landschap as its chairman, and from meetings held with residents of the Colonies and other local residents.

### 8.5.2.2. Management tasks preservation and management

The protection of the attributes is covered by spatial decrees and heritage regulations, the foundations for which were laid in the designations as protected landscape. There are no special points of focus. The spatial resolutions issued by other governing authorities are under legal obligation to respect the conditions of the protected landscape, and this has been the case in all the relevant spatial plans and management plans of the municipalities and the region.

A management task for the Site holders and the Colony manager is to ensure that future spatial plans and management plans will continue to take these conditions into account.



## REGION

Obtaining UNESCO World Heritage status does not in any way change the status of protected landscape which is effective for Wortel Colony. Wortel Colony is included in the Inventory of Architectural Heritage of the Heritage Agency, which can also be examined online. The protection decrees can also be consulted via this website. Wortel qualifies for a heritage grant in respect of management and maintenance.

## PROVINCE OF ANTWERP

From 1996, the province of Antwerp has been the key player in the preservation of Wortel Colony and Merksplas Colony. In 1997 the province set up Kempens Landschap, which since then has taken on the management of both Colonies. In this way, the province has safeguarded the preservation and the management of Wortel Colony (and also of Merksplas Colony), through actions such as finding appropriate new functions and users for the buildings and the lands. The province of Antwerp supports the nomination of the Colonies of Benevolence as World Heritage site, and will continue to participate in the steering group. In drawing up the Provincial Spatial Implementation Plans for both Colonies, the province has assumed the responsibility for the spatial protection and the protection as immovable heritage.

## CITY/MUNICIPALITY

Due to the supraregional importance of both Wortel Colony and Merksplas Colony, the province of Antwerp is the appropriate authority to draw up the spatial implementation plan. The Flemish Region, the city of Hoogstraten and the municipality of Merksplas comply with the provisions of this plan in their structural and management plans.

## Management measures

### *New measures*

- Kempens Landschap has agreed to assume the role of co-Site holder, first point of contact, in Flanders following the acquisition of UNESCO World Heritage status.
- To make an adjustment in the existing management plans regarding the boundaries of Wortel Colony and to include the OUV.

### *Continuation of existing policy*

- Ensuring that future spatial plans and management plans comply with the conditions of the protected landscapes.
- In case of future updates, spatial implementation plans to be brought into line with protection of the OUV.
- Implementation of the avenue management plan, forest management plan and landscape management plan.

## 8.5.3 FACTORS AFFECTING COMPONENT PART B WORTEL

### 9.5.3.1 Developments and trends affecting Wortel

In the context of the Management Plan, all developments and trends are identified which now or in the future may affect the OUV of Wortel. Per development or trend deemed relevant, a brief description is provided and the possible management tasks and measures to be taken are also dealt with.

## BUSINESS ACTIVITIES

The future of the prison plays an important part in Wortel. The function is expected to continue for some time to come. Vacant staff housing occurs within the security perimeters of the prison.

### Management measures

#### *Continuation of existing policy:*

- As long as the prison will remain in Wortel, measures are provided for in policy plans and management plans. It should be noted that the Ministry of Justice and the Buildings Agency have primary control in this respect. Therefore, the Site holders can exercise less direct influence. This particularly concerns the restoration (obviously in a safe way) of the roofs of the prison and a new approach to the function of the labour buildings.
- Restoration and revaluation of the prison buildings takes place in consultation with the Heritage Agency.

### HOUSING

Traditionally, Wortel Colony has had a housing function related to the vagrants' institution and the prison. The houses were in use by management and staff, by guards, teachers, the doctors and nurses, etc. Over time, the houses outside the security perimeters were no longer occupied exclusively by people employed in the Colony. There is a need for modernisation and in some cases also for expansion of the houses in order to comply with current requirements. Houses within the security perimeters are unoccupied. In general, there is a development towards increasing urbanisation in the Kempen landscape, which also affects the Colonies. The care facilities in Wortel are in need of additional housing.

### Management measures

#### *Continuation of existing policy:*

- Expansion of housing and making adjustments to houses is only allowed subject to approval by the Heritage Agency.
- The spatial implementation plan and the landscape management plan include management provisions for the continuance of the appropriate functions and the maintenance of the houses and gardens.

- Minor functional adjustments are provided for in the spatial implementation plan for Wortel, in order to ensure better alignment with current use and the history, i.e. the designation of the corner Schooldreef north-south axis as garden zone and the plot north of the Schooldreef as agricultural area.

### RECREATION AND TOURISM

Much frequented regional cycling and walking routes run through Wortel. In general, the recreational and tourist use in the Colonies does not put undesirable pressure on the values in the area, although some aspects require a degree of regulation. Occasionally large-scale events take place, such as a mountain bike race. In a regional context, there is a need for the improvement of the recreational connection between the two Colonies.

### Management measures

#### *New measures:*

- The Site holders will develop a common vision on tourism, education and presentation.

#### *Continuation of existing policy:*

- The recreational use of Wortel is not very pronounced, and measures are focused on maintaining that situation. Provisions in the spatial implementation plan to achieve this include the limitation of private parties to one per weekend, in one hall around the central crossroads (Casino or vagrants' farm). Low-dynamic rural tourism, the exploitation of a food and beverage facility and socio-educational functions are allowed under certain conditions in the buildings around the crossroads, including the restored vagrants' farm. In and around the northern sheds sports and games are allowed, albeit without the creation of infrastructure. In the north-western part, a recreational forest and a bivouac area are allowed, with restrictions (no sanitary facilities and infrastructure).

### CHANGING AGRICULTURAL USE

Agriculture is an obvious component of the use of the Colonies. The agricultural plots in Wortel are in use as field plots by farmers from the area. The objective is to maintain the plots as an open area. On a number of plots maize is cultivated instead of a low-growing crop.

#### Management measures

##### *Continuation of existing policy:*

- The preservation of the open agricultural lands is included in the decree protected landscape and in all the management plans. Agriculture is an important function for the preservation of the openness of the area. The field plot function will be maintained, and low-growing crops will be encouraged. The construction or restoration of the wooded borders and rows of trees lining the agricultural plots will also be encouraged.
- In the heath areas, the aim is to preserve the openness. According to the landscape management plan, sheep grazing is an effective method in this regard.

### INFRASTRUCTURE AND TRAFFIC

The traffic infrastructure in both Colonies is an essential part of the landscape: together with the waterways it contributes to the orthogonal landscape. Due to the ongoing development culminating in the current usage, the avenue pattern is no longer clearly visible everywhere. Sometimes it is no longer consistently laid out. Unwanted cut-through traffic between Rijkevorsel and Hoogstraten drives through the Colonies, using mainly the cobbled streets. In the context of its Mobility Plan, the city of Hoogstraten is monitoring these traffic flows.

The roads are damaged by speeding cars as well as by heavy (agricultural) traffic. Walkers, cyclists and horse riders sometimes come into conflict with the motorised (agricultural) traffic. Incidental nuisance is caused by quads, motocross bikes and the like.

In recent years, much effort has been put in the prevention of illegal parking along the avenues, through measures such as the construction of central parking facilities with overflow capacity.

#### Management measures

##### *Continuation of existing policy:*

- Where necessary, the avenue structure will be reinforced or restored, and the visibility will be improved. In both Colonies a consistent layout will be applied. According to the Avenue Management Plan of the Flemish Land Agency, the avenues in open areas should remain transparent. The view of the façades from the avenues should not be disturbed.
- In forests there should be a border between the forest and the row of trees lining the avenue. Where an avenue forms the transition from a forest to an agricultural area, a border and a roadside should be preserved or restored on the side of the forest. Standard widths apply to these avenues.
- Maintenance of the crossroads in Wortel will be given special attention.
- Public access to the roads in the Colonies will be maintained. In accordance with the spatial implementation plan and the avenue management plan, the roads can be made low-traffic, on condition that their appearance is preserved. Through traffic, and particularly north-south through traffic, will be discouraged in accordance with the spatial implementation plan.
- Due to the construction of central parking facilities (with overflow capacity in Wortel), illegal parking along the avenues is no longer necessary and will be discouraged. The capacity of the parking facility will not be extended and a limit is thus imposed on the parking requirement generated by new functions.

- The traffic flows on the cobbled streets are periodically monitored by the city of Hoogstraten, in the context of its mobility policy.

#### HERITAGE AND ARCHAEOLOGY

The developments in the Colonies have affected the heritage values and possibly also the archaeological values. Developments are still in progress.

Preserving the unity of the crossroads in Wortel is important.

#### Management measures

##### *Continuation of existing policy:*

- In a general sense, the requirements of the protected landscapes, spatial implementation plans and management plans, stipulate that the Colonies as a whole should be protected, preserved and managed. This provides adequate protection of the landscape, the buildings and the current usage functions.
- In addition, the preservation and maintenance of the vagrants' cemeteries are categorically stipulated.
- Specifically for Wortel, preserving the unity of the crossroads 'les quatre bâtiments' is stipulated.
- Furthermore, the possibility of soil research is kept open in order to determine the archaeological values, independent of the usual research associated with activities in the soil.

#### NATURE AND LANDSCAPE

The landscape of Wortel Colony has evolved through two centuries of use. In the landscape, the original parcellation can still be clearly perceived. In later phases, construction and expansion always showed respect for the landscape. However, some fragmentation has occurred and overdue maintenance is evident in the cultural heritage landscape. This is reflected, for example, in the avenue patterns which

are sometimes interrupted, and a small number of rows of trees that have disappeared. In forests and gardens non-native species can be found, such as invasive tree species north of the Torendreef in Wortel.

Some clay pits are contaminated, mainly through storage of sludge from the water extraction and through domestic waste in the past. The forest consists exclusively of coniferous wood, whereas mixed forest would be more appropriate.

The transition from the forest in the north to the open area in Wortel is not gradual. In some places the forest edges have become damaged by agricultural activities.

#### Management measures

##### *New measures:*

- There is a wish to improve the ecological connection between the two Colonies.

##### *Continuation of existing policy:*

- Preservation of the compartment landscape of the Colonies as carrier of the structure.
- Preservation and, if possible, reinforcement of the forest zones. In accordance with the decree protected landscape and the landscape management plan, this is to be achieved by diversifying towards more natural, mixed, local and rejuvenated deciduous forest, while at the same time combating invasive tree species. On the other hand, it is the intention to partially retain the coniferous forest as a reminder of the forestry from the days of the Colonies. Several cultivation relicts and avenues from those days will also be preserved. The nature values which exist only as relicts should be restored and improved.
- The aim is to remediate the contaminated clay pits.
- A task specifically for Wortel is to preserve and reinforce the wooded areas at the outer edges. This also applies to the forest

area and the valley of the Mark River.

In the north (part of Natura 2000 site Heesbossen) wet and dry tree heaths are to be restored and redeveloped, and across the territory pools, wells, basements for specific fauna such as salamander, tree frog, bat, etc. will be created.

#### COMPREHENSIVE WATER MANAGEMENT

The comprehensive water management in Wortel Colony focuses on the canals and the old waterways running through the area. The water of the Staakheuvelseloop is polluted by untreated waste from buildings. In a number of waterways, water control works have an undesirable inhibitory effect.

##### Management measures

###### *New measures:*

- In conjunction with the realisation of a living environment for certain varieties of species, new fens and pools should be created.

###### *Continuation of existing policy:*

- Management measures are provided to stop the discharge of waste waters from buildings into the water of the Staakheuvelseloop, and to effectuate drainage through a pressure pipeline. On the other hand, it would be preferable for the dewatering of the agricultural area to take place via the Staakheuvelseloop.

#### CUMULATION (SMALL-SCALE INTERVENTIONS)

In the course of two centuries, Wortel Colony has developed into what it is today. The development of the main functions, the landscape and the cultural heritage values have been described previously. In addition, it is important to ensure that the combination of small interventions and the occurrence of concerted developments will not be disruptive. It should be pointed out in this connection that there is an abundance of traffic signs and signposts in Wortel, which moreover differ in

style. Furthermore, in some places small elements such as streetlights, garden fences and partitions have disappeared or the view of the façades has become restricted due to vegetation.

##### Management measures

###### *New measures*

- For other signs (announcements of events, signposts to indicate sites and buildings) a house style will be developed and controlled.
- When granting permits for events, this house style will be referred to. It can also be a determining factor for other objects such as lighting, fences, etc.

###### *Continuation of existing policy:*

- Traffic signs should obviously comply with traffic regulations and rules for the use of public roads. The number of signs could possibly be limited through zoning, making rules applicable throughout the area.

#### 8.5.3.2 Climate change and environmental impact

At local/regional level, climate change is barely noticeable, nor has any environmental impact with a potential influence on the OUV been identified. On a larger scale (see the overarching section) floods in the Netherlands and Belgium are considered to be the most important risk of climate change. In Belgium, the measures to combat the impact of climate change have been laid down at federal and regional level in the Flemish Climate Policy Plan 2013-2020, the National Adaptation Strategy 2010 and the National Adaptation Plan 2017-2020.

At local level, both dehydration and waterlogging occur as a result of climate change. Especially due to low precipitation figures in 2018 and part of 2019, a water shortage has arisen in the soil with potential drying out effects in the area. The water manager is trying to remedy these effects on the basis of her

regular task concerning the regulation of water quantity and quality.

The water management in the area can be properly regulated via the available water sources and the control by the Flemish Land Agency. Some adjustments in the water management have been described above. The water management utilises the waterways which were constructed in the days of the establishment of the Colonies.

Another potential risk for particularly the greenery and the planting in the area is posed by the rise of the average temperature and shifts in the character of the seasons. Over time, this can lead to changes in species and vegetation. Up till now, this has not become evident from the forest management plan, although non-native species have been identified that have been present for a long time.

It may be concluded that the risks of climate change for the OUV are properly regulated and can be considered negligible.

### 8.5.3.3 Natural disasters, calamities and risk preparedness

The area is not a high-risk area for floods or earthquakes, although strong winds, thunderstorms and hail can cause damage to plantings and buildings. This particularly applies to the avenue planting and solitary beeches (part of the original planting).

For the vegetation and the planting, diseases are a potential threat, for example tree diseases that threaten certain tree species.

The damages to vegetation and planting can be partially compensated by a replanting obligation, with the exception of tree diseases that lead to the extinction of specific species. The damages to buildings caused by strong winds, thunderstorms and hail are mostly reparable and are usually covered by

insurance taken out by the parties who are the owners of the buildings.

#### Management measures

##### *Continuation of existing policy*

- In Flanders, the different security regions are responsible for dealing with natural disasters and calamities. The Colony area does not require a specific strategy on the basis of the OUV.
- The damages to vegetation and planting can be partially compensated by a replanting obligation, with the exception of tree diseases that lead to the extinction of specific species.
- The damage to buildings caused by strong winds, thunderstorms and hail are mostly reparable and are covered by insurance taken out by the parties who are the owners of the buildings.

### 8.5.3.4 Impact of recreation and tourism or visitors Wortel

Wortel is an attractive landscape for recreation in the region. So far, this has not led to major recreational pressure. There are some small hotels, B&Bs and a campsite in the vicinity. The size of the flow of recreational visitors and tourists is limited. Recreation and tourism in Wortel are mainly focused on walking and cycling in the area, and a visit to visitors' centre 'De Klapster'.

It is expected that after the nomination there will be a slight increase. A growing number of recreational visitors can be easily accommodated in the area. The establishment of a visitors' centre and a catering facility with an accommodation option in nearby Merksplas Colony will provide opportunities for the reception of recreational visitors and tourists.

The existing infrastructure, including the recreational infrastructure of (regional) walking, horse riding

and cycling routes, is sufficiently generous to accommodate a growing number of tourists and recreational visitors. Moreover, close to the vagrants' farm a parking facility with overflow capacity has been constructed.

Consequently, no negative effects on the OUV are anticipated as a result of the expected and intended increase in the number of recreational visitors and tourists, including day trippers.

#### **Management measures**

##### *New measures:*

- The Site holders will develop a common vision on tourism, education and presentation.

##### *Continuation of existing policy:*

- For the time being, existing facilities offer sufficient opportunities for the accommodation of the intended increase in the number of recreational visitors and tourists, without a negative impact on the OUV to be expected.

### **8.5.4 SOURCES OF FINANCING**

In a number of management plans for Wortel (Organisational and Avenue Management Plan, Forest Management Plan, Landscape Management Plan) different fields of activity have been included for which grants may be obtained.

In 2019, Kempens Landschap obtained recognition for Wortel Colony and Merksplas Colony as 'Open Heritage', in accordance with the decree concerning the immovable heritage of the Flemish Region. This will serve to acquire extra funding (such as heritage grants, research grants, subsidies based on collaboration agreements between municipalities, subsidies based on management agreements regarding, for example, landscape elements, and project subsidies in respect of, for example, educational activities with young people).

### **8.5.5 PROMOTION, INFORMATION AND EDUCATION WORTEL COLONY**

Because of the close connection and the fact that Wortel Colony and Merksplas Colony are managed as one entity, the promotion, information and education in respect of Wortel Colony also in many cases coincides with Merksplas Colony.

#### **PROMOTION**

In recent years, Wortel Colony and Merksplas Colony have been propagated through various promotional activities (brochures, website, route planners for walkers, cyclists and horse riders, etc.) These are available at catering facilities, at guest accommodations and in buildings accessible to the general public. In addition, a Colony app has been developed for Wortel Colony and Merksplas Colony, as a tool for visitors to get to know the Colonies.

#### **INFORMATION AND COMMUNICATION**

Information on Wortel and Merksplas can be found on the website Colonies of Benevolence (Koloniën van Weldadigheid – [www.coloniesofbenevolence.eu](http://www.coloniesofbenevolence.eu)), on the website [www.kolonie57.be](http://www.kolonie57.be) and on the website Kempens Landschap [www.kempenslandschap.be/nl/wortel-kolonie](http://www.kempenslandschap.be/nl/wortel-kolonie) and [www.kempenslandschap.be/nl/merksplas-kolonie](http://www.kempenslandschap.be/nl/merksplas-kolonie). It can also be found on the websites of the province of Antwerp, the city and the municipality.

Kempens Landschap is a participant in the project "One history, seven stories", which includes the focus on the realisation of four visitors' centres that tell the story of the Colonies of Benevolence. The realisation of the visitors' centres is dealt with in a joint context. In Merksplas Colony the visitors' centre 'Kolonie 5-7' is established in the Large Farm. This visitors' centre is in line with the collective story and presents identical information material ((interactive) panels and brochures) about the origins and the story of the Colonies of Benevolence. The visitors' centre 'Kolonie 5-7' focuses on both Wortel Colony and Merksplas

Colony, with specific attention for their special history as vagrants' colonies. The visitors' centre was opened to the general public on 4 June 2017.

#### **EDUCATION**

In the farm at Wortel, Kempen's Landschap offers accommodation to 'De Bonte Beestenboel', where school children can get a taste of the countryside and rural life, to visitors' centre 'De Klapekster', which provides information on nature and the history of the Colony, and to nature museum 'Jan Spannenberg', with activities in the field of nature education. In the stable home of the Large Farm in Merksplas, visitors' centre 'Kolonie 5-7' provides interactive information about the past and the present of the Colonies.

#### **Management measures**

##### *New measures*

- The Site holders will develop a common vision on tourism, education and presentation.



## 8.6

# Monitoring

Details on the subject of monitoring are provided in the main section. Therefore, in this section it is considered sufficient to point out that the Colony manager will provide the data for the monitoring of Wortel after UNESCO World Heritage status has been obtained. The Colony manager will make arrangements with the parties in Wortel about the supply of the required information and will initiate research if necessary. Insofar as possible, monitoring activities will be carried out in conjunction with the data collection as part of the digital register in accordance with the decree on immovable heritage.

### 8.6.1 RESEARCH AND BASELINE MEASUREMENTS CARRIED OUT

In the context of the nomination, research has been conducted into Wortel, and the integrity and authenticity have been established. The attributes have been inventoried (see section 1.2 and chapter 2 of the nomination file).

In the context of its Mobility Plan, the city of Hoogstraten periodically monitors the traffic flows on the cobbled streets in Wortel.

In respect of the planting, a tree inspection will be carried out periodically.

### **8.6.2 MONITORING APPROACH IN RELATION TO THE TECHNICAL COORDINATION COMMITTEE AND USERS**

Interim developments in the area will be monitored by the Colony manager, in conjunction with the members of the Technical Coordination Committee and the users in Wortel. In consultation between these parties, the data required for monitoring the values in Wortel will be collected and opportunities will be sought to carry out research which will contribute to the monitoring of the area. The timing of scheduled works and the condition of the property are the determining factors in this respect:

- In poor condition: annual reporting.
- Work in progress: reporting no later than 6 months after completion of the work.
- In good condition and no work scheduled in the short term: five-yearly reporting.

A record or progress report will be drawn up in respect of the work carried out, specifying the nature of the activities, location, date and results, including photographic material.





**9**

# **Component Part C: Veenhuizen**

Management Plan  
World Heritage nomination

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Colonies of Benevolence

## 9.0

# Introduction

The reason for preparing the Management Plan, section Component part C Veenhuizen, is that Belgium and the Netherlands have jointly decided to propose to UNESCO that the Colonies of Benevolence are nominated for UNESCO World Heritage status. Component part C Veenhuizen encompasses larger parts of this particular Colony, as one of the total of seven Colonies of Benevolence founded by the Society of Benevolence in the period 1818 to 1825. The drawing up of a Management Plan is an obligatory part of the nomination file to be submitted.

In compliance with guideline 108 of the Operational Guidelines of UNESCO, the Management Plan stipulates how the globally unique significance, the “Outstanding Universal Value” (OUV), of the Colonies of Benevolence will be preserved, reinforced and/or restored, taking into account the current state, the initial circumstances and the vision on authenticity and integrity. The measures deployed to achieve this objective and the way in which the parties concerned, being the governing authorities and other parties involved with the management of the heritage, contribute to it, are central to this section. This

mainly concerns a structured description of activities in progress in order to safeguard the management and the development of the World Heritage site. The World Heritage status does not carry with it any additional formal claim on the management and maintenance of the site, other than that already governed by laws and regulations and in management and maintenance plans.

The municipality of Noordenveld recognises the outstanding value of Veenhuizen. In this area, a combination of multiple time layers is visibly present: the landscape pre-dating the founding of Veenhuizen, the landscape pattern and remains of the Colony period under the management of the Society of Benevolence, and the further development of Veenhuizen by the Department of Justice. This led the State to definitely designate the area as protected villagescape on 1 April 2008. The Colony landscape of Veenhuizen and the existing landscape and cultural heritage values as included in the OUV which is to be safeguarded, are protected to a great extent on the basis of the prevailing plans and rules, and the municipal instruments ensure that any developments

can be integrated in the landscape well in line with the OUV. The scale of agricultural developments in the landscape is consistent with the ongoing development of the agricultural function as experienced by the area from the days of the Colony. A large number of buildings in the area have been designated as national monument or provincial monument.

The Management Plan is primarily a self-binding plan for the Site holders of the World Heritage site. In the section Veenhuizen, in particular those activities are described that concern the management of Component part C of Veenhuizen ('the colony management'). In the general section of the Management Plan the overarching issues are dealt with. For each Component part separate sections have been drawn up with specific characteristics, developments and management measures for that section.

The Management Plan is valid for 10 years and will enter into force on the date that the World Heritage status is obtained. Work carried out in the nomination and referral phase is in line with and/or in accordance with this section.

# 9.1

## Outstanding Universal Value

### 9.1.1 OUTSTANDING UNIVERSAL VALUE COMPONENT PART C VEENHUIZEN

The cultural landscapes of the Colonies of Benevolence are nominated on the basis of the criteria (ii) and (iv)

#### Criterion (ii)

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

The Colonies of Benevolence bear testimony to an exceptional and nationwide enlightenment experiment in social reform through a system of large agricultural home colonies. They proposed a model of social engineering based upon the notion of 'productive labour', with the aim of transforming both poor people into 'industrious' citizens, and uncultivated 'waste' soil into productive land. Next to work, education and moral uplifting were considered

an essential contribution to the aim of converting poor people into self-reliant citizens.

The Colonies of Benevolence were developed as systematic self-sustaining agricultural settlements with state of the art social facilities. As such, the Colonies of Benevolence were a pioneer for the model of domestic colony, attracting considerable international attention. They had an influence for more than a century on various types of custodial care in Western Europe and beyond.

#### Criterion (iv)

to be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history;

The Colonies of Benevolence are an extraordinary series of planned panoptical disciplinary settlements, meant for temporary segregation of able-bodied poor in a closed agricultural environment with permanent supervision. Deliberately cultivated as 'islands' in remote domestic heath and peatland areas, the



Colonies implemented in their functional and spatial organization the ideas of a panoptical institution for the poor.

The distinctive landscape organization aimed to reinforce the disciplinary order and economic health of the Colonies. The strict hierarchic structure and dimensioning, with the carefully considered landscape lay-out and design, was instrumental in the intended influencing of the behaviour of the inhabitants, who had to become 'industrious' and 'rational'. In a context of dominant economical liberalism, the Colonies of Benevolence were an early attempt to influence the labour market and a precursor of later social intervention policies of governments in the context of employment.

The Colonies of Benevolence are an outstanding example of a landscape design that represents an agricultural home colony with a social aim. The landscape patterns reflect the original character of different types of Colonies and their subsequent evolution and illustrate the extent, the ambition and the evolution of this social experiment.

Characteristic of Component part C and in general the unfree Colonies is the pattern with a central institution, surrounded by large farms. Veenhuizen encompasses this and offers a representative reflection of a diversity of attributes within the property. The following schedule presents a brief outline of the attributes in Component C Veenhuizen. See for a complete and detailed list of the attributes and the monumental status of the buildings Section 3.1.A of the Nomination File and the Appendix "Attribute List".

COMPONENT PART C VEENHUIZEN	BASIC TYPOLOGY	STRUCTURE OF THE COLONY LANDSCAPE	REPRESENTATIVE BUILDINGS AND PLANTING
ATTRIBUTES	Unfree Colony Unfree model layout with three institutions	<ul style="list-style-type: none"> <li>— Large-scale landscape with central institutions</li> <li>— Distance between the 'wijken' is 750 metres; 375 (orthogonal structure); 25 metres (plots, peat cutting lots)</li> <li>— Waterworks: lock III, VI-3.1.15, lock 'Vijfde Wijk', lock II, bascule bridge; Lock I</li> <li>— Main road structure and avenue planting, with the main avenues and their characteristic planting.</li> <li>— Secondary road structure and avenue planting.</li> <li>— Plot boundaries of the farmlands.</li> </ul>	<ul style="list-style-type: none"> <li>— Central institutions</li> <li>— Central facilities; school, hospital, barracks, 'directiehotel'</li> <li>— Cemetery</li> <li>— Jewish cemetery</li> <li>— Farms, barns, corn drying kiln, granary, mill, dairy</li> <li>— Workshops</li> <li>— Director's house</li> <li>— Staff housing</li> <li>— Rectory</li> </ul>

Below, the contribution of the Component part C to the series in relation to the OUV is specified:

**Characteristics Veenhuizen in relation to OUV:**

**Typology:**

as development unfree Colony, cultivation in a peat landscape (partly still present), large-scale set up which was not found in any other Colony, with three institutions (surrounded by farms) and a core of facilities.

**Landscape:**

natural peat area, cultivation Society with agriculture and forestry, strong cohesion of landscape, spatial planning and architecture, perceptible contrast between natural landscape and cultivation; isolated location is experienced.

**Buildings:**

mainly from the first and second phases: waterworks, houses, farms, prisons, health care, institutions, correctional facilities, workshops, etc. Strong architectonic cohesion preserved in the course of ongoing development – particularly from the second phase.

**Landscape of memory:**

Museum, cemeteries.

## 9.1.2 INTEGRITY AND AUTHENTICITY

The Colonies of Benevolence, an enlightenment experiment in social reform, demonstrated an innovative, highly influential model of pauper relief and of settler colonialism - the agricultural domestic colony. The Colonies of Benevolence created a highly functional landscape out of isolated peat and heath wastelands through the domestic colonization of paupers. In the process colonists would become morally reformed ideal citizens adding to the nation's wealth and integrating marginal territories in emergent nation states. Over a seven year-period, almost 80 square kilometres of wastelands, domestic territory considered unfit for settlement, were reclaimed in Colonies in present-day Belgium and the Netherlands. The process of transforming its poorest landscapes and citizens through a utopian process of social engineering went on until well into the 20th century. Changes that took place in the 19th and the beginning of the 20th century continued and built upon the original ideas of farming colonies, thus reinforcing the original colonies-landscapes rather than expunging them. The connecting factor is not one single 'authentic' period of time, but the landscape structure which has developed in two determining phases:

1. the first phase of the creation (1818-1859).
2. the phase of the further evolution, the phase of state institutions (1860-1918).

### INTEGRITY AND AUTHENTICITY OF ATTRIBUTES COMPONENT PART C VEENHUIZEN

Veenhuizen currently 'breathes' the OUV. Virtually everywhere in the area the OUV is visible and perceptible in the structure of the landscape, in landscape elements, in certain spatial characteristics, in specific objects, and in the design and the use of materials for the buildings.

In the context of the nomination, the attributes were assessed in terms of recognisability and authenticity.

All attributes conveying the OUV are mentioned in Chapter 3 of the nomination file in section 3.1.a on maps and in schemes. Detailed lists are added in the Annexes.

This has led to the following observations:

1. Characteristic elements in the **structure of the landscape**:
  - Main road structure and avenue planting, with the main avenues and their characteristic planting.
  - Secondary road structure and avenue planting.
  - Plot boundaries of the farmlands.
  - Water structure with the Kolonievaart canal as the main drainage canal and the six ‘wijken’ parallel to it.
  - The high degree of openness on the open plots of farmlands north of the Hoofdweg.
  - The closed character of the forest areas north and south of Component C.
  - The vistas: interaction between open and closed along the ‘wijken’ as a result of the interaction between forest and pasture lands and the vistas offered by the orthogonal road and water structure.
  - The measurement system, with the distance between the ‘wijken’ 750 metres, 375 metres in the orthogonal structure and 25 metres for the plots and peat cutting lots.
2. Characteristic of the **buildings** are:
  - The large number of built objects of various scales and sizes, and from different time periods.
  - The general cemetery at the Eikenlaan 10 and the Jewish cemetery at the Kerklaan
  - The archeologically valuable sites: Third Institution.
  - Monumental greenery around the monumental buildings.

## 9.2

# Component part C: Veenhuizen

### 9.2.1 LOCATION AND BOUNDARIES

The property of Component C is basically based on the boundaries of the area that the Society of Benevolence cultivated on behalf of its Colonies. It concerns the cultivation which took place during the foundation phase of the Colonies of Benevolence (1818-1825). The areas within the boundaries of Component C encompass the attributes of the site. The north-eastern part of the original Colony is not included in the property, nor are the areas south of the Hoofdweg (production forest). The Colony is located in the municipality of Noordenveld.



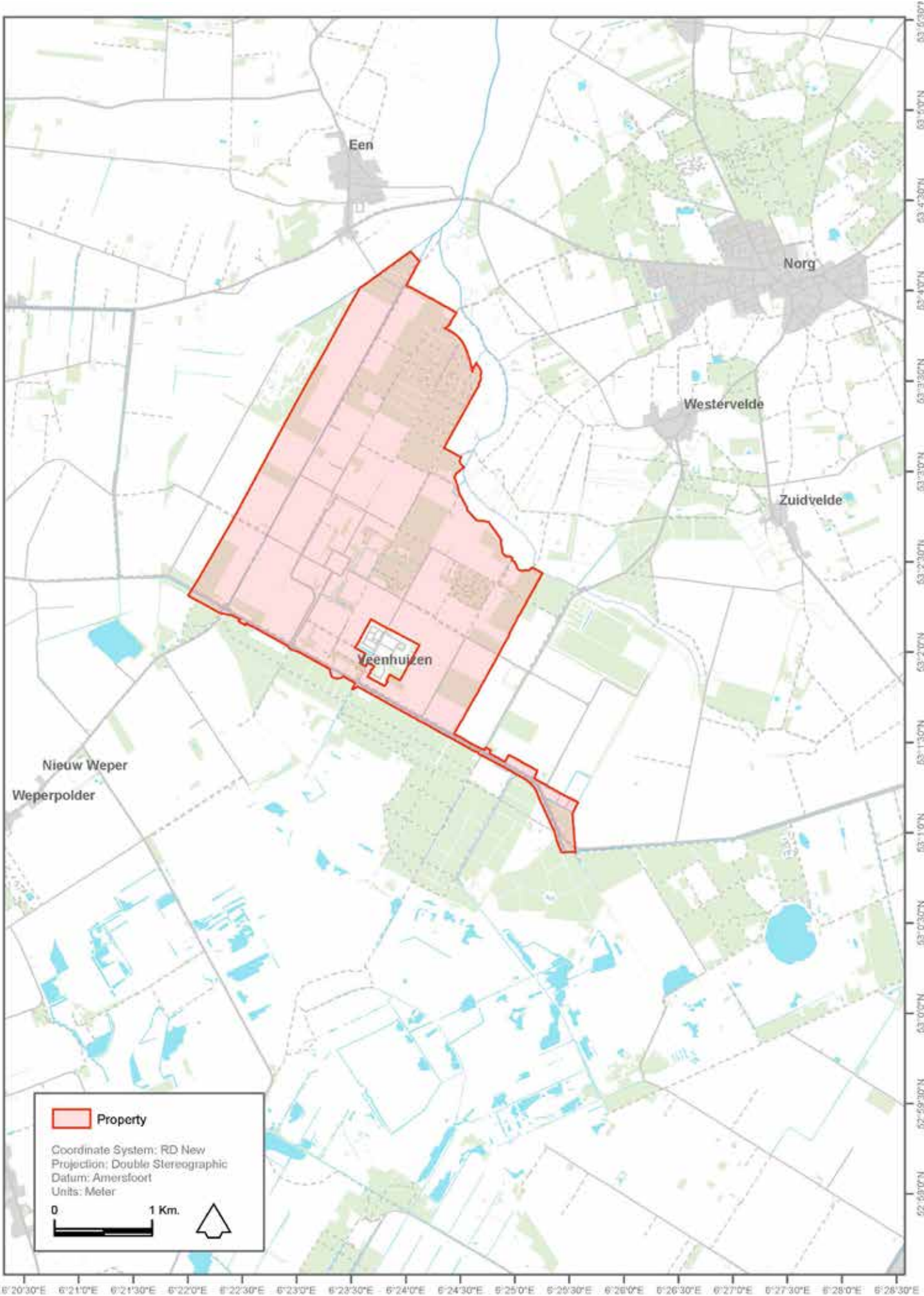




↖  
 Staff houses type 1 (below left) to 7 (top left), designed by architect W.C. Metzelaar. The higher the position of the personnel, the more spacious the corresponding house. (J.v.L.)



M1.5 IDENTIFICATION  
COMPONENT PART C: VEENHUIZEN  
1:50.000





## 9.2.2 QUALITATIVE DESCRIPTION

### 9.2.2.1 Broad outline

Of all the Colonies of Benevolence, the construction of Veenhuizen was the most ambitious in size. The architectonic context of this large territory was enhanced by the further development in the second phase (1860-1918).

#### FIRST PHASE OF THE CREATION (1818-1859)

Veenhuizen was developed by the Society of Benevolence after 1822 as an unfree Colony out of peatlands. It developed in a sparsely populated area which was not easily accessible because of the peatland with raised bogs and wet heath.

In 1822 the Society of Benevolence purchased the hamlet and peatlands of Veenhuizen in order to establish an unfree Colony there, similar to the one at Ommerschans. Vagrants as well as orphans and widows were accommodated in three square-shaped large institutions. The raised bog was divided into plots and drained through the system of ditches, 'wijken' and the Kolonievaart canal. The colonists made the lands suitable for agricultural use. From the raised bogs turf was cut, and the upper layer of the less peaty parts was burnt off. In this way, the natural upper layer disappeared down to the point where the underlying sand was reached. Following this, the plots were ploughed and made suitable for use as arable land or for forestry production. As a result of the cultivations, land levels subsided significantly in some places.

Cultivation was carried out according to a rational pattern, typical of peat cultivations. The basis is formed by a straight main canal, the Kolonievaart, with six 'wijken' at intervals of 750 metres. Halfway that distance, parallel to the 'wijken', a polder ditch is situated. At exactly 375 metres from the outer 'wijken' the external boundaries of the Colony were drawn. The grid, with multiples of 375 metres, forms the basis

of the land use. In conjunction with the waterways, a rectilinear

road pattern was created in this way. To accommodate road and water traffic, several bridges and a number of locks were constructed, some of which have remained preserved.

Veenhuizen was much larger than the Colonies that had hitherto been constructed. On a site measuring over 4,000 hectares, the three large institutions were each surrounded by eight colony farms. Along the Kolonievaart canal personnel facilities were created, which grew into a village. This typology - an orthogonally laid out landscape with three institutions and a village - is found nowhere else.

The distinctive design of Veenhuizen is systematic and rational, with a directive infrastructure on which the parcellation pattern is based, and a strong hierarchical structure with a high degree of variation between open and closed landscape. The contiguous buildings embody the principle of the 'total institution': the imposition of a network of authority and power structures in accordance with a closed norms system. As in the other Colonies, here too there is a direct relationship between the function and the layout of the site. The spread of the buildings shows the typical pattern of centrally situated institution buildings, surrounded by the collective farmlands and farms belonging to the institution.

Around 1850 the different uses of the cultivation process could be recognised within the orthogonal plot structure, with roads along the orthogonal 'wijken' and canals. Some plots retained a natural character, whereas a bit further along wheat was grown. The agrarian supervision was organised from the twenty farms spread across the Colony. The transport of goods took place primarily via the Kolonievaart canal in the direction of the Drentse Hoofdvaart canal.

Although the Colony was ‘rationally’ constructed over and in the heath and peat landscape, the former structure of the hamlet of Veenhuizen remained recognisable: the colonial structure of ‘wijken’ connecting with the barge canal and the former cultivation dikes; the Second Institution and the Third Institution were situated on former farmlands.

#### THE PHASE OF THE FURTHER EVOLUTION (1860-1918).

In 1859, the Dutch central government took over the territory, but buildings from the days of the Society of Benevolence can still be found. Gradually the target groups changed (no longer orphans and abandoned children) and the emphasis shifted towards a more repressive institution. From 1875, following new legislation and the reorganisation of the Department of Justice, work began on a major construction programme on the site, led by J.F. Metzelaar, the chief architect of the Department of Justice, and his son W.C. Metzelaar.

Farming on the nutrient-poor soil turned out to produce insufficient yields, and after failed rye harvests and a cholera epidemic the Colony was forced to reorganise the agricultural system. In 1859 when the State of the Netherlands took over, the Colony of Veenhuizen consisted of 10,000 inhabitants. The arable land was partially converted to pasture. The larger herds that consequently became possible led to higher fertiliser production. The avenues were planted with oaks (*Quercus robur*) as well as beeches (*Fagus sylvatica*). The State expanded the existing institutions and facilities and replaced them with new detention centres. Subsequent developments conformed the set-up of the distinctive design of Veenhuizen and enhanced it. Father and son J.F. and W.C. Metzelaar made clever use of the existing structure, and W.C. Metzelaar considerably expanded the clustering of functions around the institutions and the Reformed church. He also used the positioning of tied houses to reinforce the rectilinear axes. Of the 24 institution farms 11 are left and of three others remain buildings related to lost farms, virtually all of them

post 1890. Hoeve (farm) 7 (DS. Gremsweg) and several ancillary buildings are older.

Metzelaar also applied a very advanced building typology, with for example different types of houses each linked to a job level: the more important the function, the larger and more distinguished the house. Officials with some standing were given a house with a name. This was a moralising name, which at the same time provided information about the occupant's profession: ‘Geestkracht’ (Spirit) for the vicar, ‘Waakzaamheid’ (Vigilance) for the superintendent. Each house was symmetrically structured: in combination with the repetition of the houses this emphasises the systematic design of Veenhuizen. The yard planting, too, confirmed the hierarchy: for example, a brown beech was planted in the yards of the highest officials.

The orthogonal basic structure and the corresponding block-shaped parcellation are still relatively intact. The original dimensioning has withstood time, and the existing avenue planting emphasises the spatial pattern. The waterways have lost their trade and traffic function. Of the six ‘wijken’ only the ‘Sixth Wijk’ still exists in its entirety, and part of the ‘Fifth Wijk’ between the Kolonievaart canal and the Second Institution, with a cross-connection to the former industrial area. The other ‘wijken’ were largely filled in and subsequently opened up again. Only the ‘Second Wijk’ was virtually completely filled in.

As from 1879, the water system was connected with the Haulerwijk canal and other Frisian waterways. As most of the transport still took place over water the importance of the roads increased, and roads such as the Hoofdweg along the Kolonievaart canal were paved. Although the raised bog landscape around Veenhuizen had become increasingly engulfed by the adjacent peat cultivations at Smilde and Haulerwijk, Veenhuizen was still an autonomous and largely self-sufficient Colony in the heath and raised bog landscape. Outside the built-up areas, the central part of the territory is still characterised by agricultural

land use. The high degree of openness is occasionally interrupted by avenue planting and a forest plot.

Most of the heaths and peat bogs around the Component part C Veenhuizen have been cultivated and are in use as agricultural land. The infrastructure was expanded considerably through the addition of roads, canals, 'wijken' and ditches, and the residential areas grew in size. The original natural landscape is therefore no longer recognisable within the Colony boundaries, but structures such as the Oude Norgerweg and the wet heath of the northwestern plots offer a glimpse into the landscape of the past. The peaty and wet soil also refers to the pre-colonial past. An exception to the makeable landscape is the nature area Fochteloërveen, located south of Veenhuizen, where the original wet heath and bog landscape is being preserved. The Slokkert stream valley, too, has retained its original character. Within the structure of Component part C Veenhuizen not much has changed. Most of the characteristic avenue planting of oaks and beeches still exists. Some 'wijken' were filled in and most of the plots were enlarged.

#### *First Institution – Norgerhaven (the shared service centre is inside the property)*

The cluster around the now disappeared First Institution is dominated by the site a former labour institution with two tied houses - 'Rust Roest' & 'Werklust' (Rest equals Rust & Zest for Work) – is located. After adaptive re-use this is now a cluster office of the Department of Justice. Along the canal there is a ribbon consisting of tied houses with a former school.

#### *Second Institution - Esserheem*

The very extensive building cluster around the former Second Institution contains two institutions and a variety of historical business premises and facility buildings. The moat of the Second Institution dates from the early years. The enormous square-shaped building (145 × 145 metres), dating from 1823, was at one stage rebuilt after having fallen into decay, but

it retained its recognisable shape: a single-storey building with a double saddle roof. Since 2005 this has been the Prison Museum, recently showing the history of Veenhuizen as agricultural home colony for poverty reduction. Located adjacent to it is the new institution building dating from 1895, now Esserheem prison, with new extensions at the rear. The façade is identical to that of Norgerhaven.

This cluster contains a large number of houses. The houses for officials reflect a clear building typology and style. This not only served to emphasise the hierarchy between patients and staff, but also between the higher and lower echelons. The many edifying names on the houses for officials ('Werk en Bid' – Work and Pray, 'Helpt Elkander' – Help One Another...) testify to the paternalistic and educational character of the Colony.

This cluster also houses a great many former facilities and production buildings, a military police barracks with cell block, a slaughterhouse (now a tourist information office), the sawmill, a wood workshop with woodsheds, and the former power station – fuelled by turf – with its historical machinery. The latter was fully restored to its original state. On the north side of the rectangle of the former Second Institution, after the 'wijk' had been filled in a wide avenue arose lined with high trees and houses designed by Metzelaar, including the former homes of the pharmacist and the doctor of the hospital situated at the rear. These houses have been adapted for re-use and now accommodate hotel/restaurant Bitter en Zoet, while the hospital is now a spine clinic. The former leprosy institution (now the accommodation for outdoor active Veenhuizen) and an ice dome have also been preserved.

Along the Hoofdweg important ancillary buildings are located, such as the octagonal Dutch Reformed church and the former synagogue (both dating from the days of the Society), the directors' hotel and some houses and farms. In addition there is the director's house 'Klein Soestdijk', now sheltered housing, and the nearby

community building, now a meeting accommodation, café and restaurant. The shell of the original Catholic church is still present in the protected national monument on the Kerklaan (the school). Consequently, the three churches of the denominations distinguished by the Society are still there.

On the grounds behind this ribbon, around the former corn mill, a conglomeration arose of dairy factory buildings and the grain mill Maallust. The Kerklaan also connects with this ribbon, with the Roman Catholic church and the school at its beginning. Maallust now accommodates a brewery; the grain silo contains a climbing tower. In 2010, the historic dairy factory became a cheese dairy.

### *Third Institution*

Along the remains of the former Third Institution, demolished in 1925, a small and somewhat remote group of houses and farms is located around the former cotton mill Het Stoom, dating from 1839. This was the first steam-powered factory in Drenthe, currently a house and B & B. Located nearby are also the cotton mill director's house and the farm Stoomhoeve. The farm De Jachtweide from 1723 is also to be found here. This is the last remnant of the former hamlet of Veenhuizen. It was given the function of first farm of the Third Institution.

### *Loose objects*

Spread across the outlying area there are still some isolated objects to be found. Their location is related to the functional context of agriculture and forestry. For example, a number of larger farms are located outside the building clusters: Hoeve 8, Hoeve 5, Hoeve 4 and the institution farm 'Broeningerf'. These are solitary buildings, arranged in a regular pattern in the grid. The Sterreboos, with its star-shaped pattern of paths, dates from the time of increased afforestation owing to a shortage of manpower for agriculture. Located nearby is the general cemetery – also known under the illustrious name of "The Fourth Asylum" with different sections for villagers, employees, colonists and prisoners. Until 1875, these

latter categories were buried anonymously. Between 1823 and 1875 alone, more than 11,000 people were buried here. Protestants and Catholics were buried separately. A bit further down the remnants of the Jewish cemetery are to be found, with only one remaining gravestone. Also worth mentioning are the graves of Belgian war refugees (1914-1918).

## 9.3

# Safeguarding in legal and policy frameworks

### 9.3.1 LEGAL AND POLICY FRAMEWORKS COMPONENT PART C VEENHUIZEN

Component C Veenhuizen has been included in the laws and regulations of the different Dutch governing authorities, thus ensuring legal safeguarding. The attributes are safeguarded through the protection regime of spatial policy as well as monument policy and nature policy, independent of the UNESCO World Heritage status. Within the context of the UNESCO World Heritage status there is no need for imposing additional requirements on the heritage values of Veenhuizen.

The main section is referred to with regard to the international frameworks provided by UNESCO. In this section the legal and policy frameworks, plans and regulations applying to Veenhuizen at national, provincial and municipal level are dealt with. These plans each have their own term. In future, when updating these plans and drafting new plans, the OUV will be taken into account.

### 9.3.2 STATE

On 1 April 2008 Veenhuizen (property and parts of the surrounding area) was designated as protected villagescape on the basis of the Monuments and Historic Buildings Act. Part of the area south of the Koloniewaart canal, i.e. part of Fochteloërveen, which in the original plans of the Society was intended to be part of the Colony of Veenhuizen, was not included in the protected villagescape in 2008. Veenhuizen is included in the protected villagescape on account of:

- The design as Colony of Benevolence and the development into closed State labour and penal institution.
- The corresponding spatial layout of the area, which is characterised by a systematic and strict hierarchic structure.
- The monumental value of the buildings and the special cohesion between function, buildings and parcellation.
- The integrity, recognisability and rarity of this structure.

In addition, there are far over a hundred built objects with national or provincial monument status in Veenhuizen.

In the zoning plan Veenhuizen, the protected villagescape is translated into a double zoning cultural heritage. On the basis of the designation as protected villagescape and/or national or provincial monument, the municipality is obliged to request the advice of the Monuments Committee in case of applications for a building permit, a demolition permit, or an environmental permit. In the protected villagescape, the strictest building regulations apply, in accordance with the Building Aesthetics Policy Document. Consequently, these regulations also apply to those buildings and building structures in the property not designated as monument on the basis of the designation as protected villagescape and its translation into the zoning plan Veenhuizen.

In the Netherlands, legislation for spatial planning and heritage is currently being simplified and made more integral. The new Heritage Act (formerly Monuments and Historic Buildings Act and other legislation) entered into force on 1 July 2016. With regard to the immovable heritage, this Act focuses on the preservation, the protection and the restoration of the built or landscaped objects (national monuments) and archaeological monuments. Up to 2021, the spatial protection of the heritage values in the Netherlands will be regulated through the Spatial Planning Act (Wro). The new Environment & Planning Act, which will in future regulate the spatial protection of heritage values, will enter into force in

2021. The Environment & Planning Act offers good opportunities for the integral protection of the OUV in areas, and for the integral assessment of developments. The Act contains separate, generic rules regarding the safeguarding of the qualities of a World Heritage site, and puts the State in a position to issue instructions to other governing authorities in respect of the safeguarding of the values of UNESCO World Heritage sites by the Decree on environmental

quality. On the basis of this instructional provision 'world heritage' in the Environment & Planning Act and more specific the Decree on environmental quality, the Colonies of Benevolence will be offered similar protection to that currently enjoyed by the World Heritage sites 'De Beemster' and 'Stelling van Amsterdam' (Defence Line of Amsterdam). In this context, further agreements will also be made concerning the transition of the prevailing frameworks (zoning plan) to the future frameworks (environmental plan), including the period of transitional legislation.

The State and the province also have a key role in respect of the Natura 2000 site Fochteloërveen. The Nature Vision 2009 – 2029 was drawn up with regard to this site. In this document the relationship with the World Heritage site Veenhuizen is emphasised. The site has a strict protection regime (N2000).

As per 1 January 2017, in addition to the Heritage Act and the Environment & Planning Act, legislation regarding nature areas will also change. From that date, the new Nature Conservation Act will replace the current Nature Conservation Act, the Flora and Fauna Act and the Forestry Act, and will eventually be incorporated in the Environment & Planning Act. This Act will also contribute to the preservation of the nature values related to the settings of Component part C.

In this way, the protection of heritage (built monuments, archaeology, areas), nature and landscape, and its incorporation in provincial and municipal environmental visions, environmental plans and environmental permits is and will be safeguarded in the Netherlands, as well as the harmonisation with the water management plans of the water boards.

The State traditionally holds an important position in Veenhuizen. Not only is the use by the Department of Justice of vital importance for the use of the area, but at present the State is also a major actor as the owner of many premises, farmlands and forests in Veenhuizen. The Central Government Real Estate

Agency, which is part of the Central Government Directorate-General for Real Estate and Management of the Ministry of the Interior and Kingdom Relations, is responsible for the management and maintenance of this property. Its aim for the coming years is to sell the part of this property that is no longer in direct use by the Ministries of Justice and Defence.

In addition, the use by the Department of Justice of the existing prisons is important for the long-term survival of the structure and use of the built objects in Veenhuizen. At present, the Department of Justice is the largest employer in Veenhuizen. In the 'Masterplan Custodian Institutions Agency 2013-2018: new Construction penal institution and disposal of State property' the State outlines a policy for the prisons, with the intention to investigate whether new construction or renovation of the prison complexes Esserheem and Norgerhaven (partly located outside the property) in Veenhuizen is called for. It has meanwhile been decided to keep the prisons in use and to renovate the buildings. As per November 2019, no final decision on the renovation of Norgerhaven and Esserheem had yet been taken. Therefore, it is still unclear whether both locations will be jointly put out to tender or if the tender will be split up. Nor is it clear when a start is going to be made with the renovation

activities. By the end of 2019 a plan is expected to be completed for a new use of the building of the Veenport juvenile prison near Norgerhaven (located just outside the property), which is to become vacant.

### 9.3.3 PROVINCE OF DRENTHÉ

The province of Drenthé has drawn up a *Provincial Environmental Vision* (2010, reviewed 2014), to which the Cultural Heritage Compass (2009) is linked. The provincial policy is focused on the preservation and reinforcement of the key qualities of Drenthé. In this connection it is recognised that the historic values of Drenthé are a contributory factor to the

identity and spatial quality of the province. The Cultural Heritage Compass is an inspirational framework which municipalities and initiators of new developments are expected to take into account in their planning processes. The Compass supports the cultural heritage structures as designated for the World Heritage site in Veenhuizen, and focuses specifically on the preservation and reinforcement of the hierarchic, orthogonal structure and on maintaining the alternation between open areas and forest complexes, and the cohesion between the roads, waterways, buildings, green areas and open spaces. This also applies to the spatial pattern of the three institutions, each surrounded by farms, and the village ribbon along the Kolonievahrt canal. In this respect, the highest level of provincial policy commitment is applied to Veenhuizen, aimed at creating a sustainable spatial and economic basis, with a proper balance between preservation and development. In case of spatial developments, the province wishes to be involved in the planning process at an early stage. The initiators are expected to use the consistency of the cultural heritage as the main pillar for new plans.

In 2009, the province of Drenthé designated 13 provincial monuments in Veenhuizen, of which 9 inside the property. The provincial monuments (buildings of supralocal interest) are subject to the same protection regime as the national monuments. In many cases an environmental permit is required for changes to a monument, for which applications are to be submitted to the municipality. Provincial resources are available for the preservation and adaptive re-use of provincial monuments.

The Culture Memorandum 2017-2020 (The image of Drenthé) states that in the coming period the province will make an extra investment in the two museums/visitors' centres in or adjacent to the Component parts of the Colonies of Benevolence located in the province: Frederiksoord-Wilhelminaord and Veenhuizen. For the period 2017-2020, the museums of provincial interest will receive a fixed amount of subsidy per year, on condition that they present

a clear plan specifying their activities in the year concerned. It is the ambition to renovate the National Prison Museum Veenhuizen and to expand it with a visitors' centre specifically focused on the Colonies of Benevolence. In the course of the process leading to the definitive acquisition of the status of UNESCO World Heritage site, both museums in the Colonies will receive an extra boost. These museums are already collaborating, also with the visitors' centres in the other Colonies of Benevolence, with a view to increasing the size of their audience.

The chapter connecting and renewing contains a detailed description of the Colonies of Benevolence. The province of Drenthe has expressed a particular commitment in respect of the Colonies of Benevolence and is the driving force behind the process to achieve the definitive nomination as transnational and serial World Heritage site in 2020. This includes the drawing up of a nomination file and a Management Plan, but also the continued communication about the programme and the involvement of the many partners. At the same time, the province is preparing for the situation following the decision of the World Heritage Committee (the nomination is after the referral on the agenda of the Committee for the summer of 2020). The province of Drenthe is willing to assume the role of 'co-Site holder', first point of contact,

in the Netherlands, in conjunction with a party at provincial level in Belgium. The management should ensure good communication between the Component parts at overarching level. This will in any event include: harmonisation of the management of the individual Component parts, dealing with possible threats to the territories, communication and education, and the coordination of the monitoring and the reporting obligations to UNESCO.

Finally, in January 2016 the Provincial Executive of Drenthe adopted the project memorandum on the *land use Veenhuizen*. The land use will take shape within the prevailing spatial frameworks of the municipality and the province, and will build on

the vision "Working on the Future of Veenhuizen", which in 2011 was adopted by the Board Committee Veenhuizen. The land use covers the entire Component part Veenhuizen:

- Creating clarity on ownership, management and maintenance.
- Improving the agricultural structure by means of land exchanges, in principle on a voluntary basis.
- Reinforcing the landscape in accordance with the landscape concept outlined in the vision 'Working on the Future of Veenhuizen', based on the municipal landscape policy plan.
- Improving the recreational accessibility in the outlying area of Veenhuizen.

As a result of the link with the prevailing spatial framework and the landscape policy plan of the municipality, the OUV is properly safeguarded in the context of this land use. The framework of the landscape policy plan is the guiding factor in this respect. Moreover, the documents 'On Course for the Colony Landscape' and the landscape study carried out by the University of Groningen serve as important sources of inspiration for the further plan development. The safeguarding is also provided for in the organisation of the land use, with the land use committee being composed of representatives of the State (Central Government Real Estate Agency), municipality, water board, agriculture/Agricultural & Horticultural Organisations (LTO) and nature conservation organisations.

### 9.3.4 MUNICIPALITY OF NOORDENVELD

#### ENVIRONMENTAL VISION NOORDENVELD 2030

The strategic spatial policy framework is currently laid down in the Environmental Vision Noordenfeld 2030. The Environmental Vision Noordenfeld focuses on five core values. These are: Transparent, Liveable, Enterprising, Green and Sustainable. The core value



Participate has been integrated in the Environmental Vision. By assigning green as one of the core values, the municipality of Noordenveld indicates that it considers the landscape and cultural heritage, and specifically the Colonies of Benevolence, to be the calling card of the municipality.

The characteristics and qualities of the landscape of the municipality of Noordenveld are defined in the quality guide 'De Noordenveldse Kwaliteitsgids', which provides the landscape with an even more predominant role in the spatial policy of the municipality of Noordenveld.

#### VISION WORKING ON THE FUTURE OF VEENHUIZEN

The Vision Working on the Future of Veenhuizen is intended to provide the parties committed to the preservation and the development of Veenhuizen with inspiration, guidance and support.

The vision provides insight in the opportunities for Veenhuizen, it puts forward development proposals, and it specifies how these could be spatially translated. The outstanding cultural heritage value of Veenhuizen is defined as a source of inspiration for the future economic and spatial development of the area. The vision focuses on the following spatial and economic developments, while preserving the structure and the character of Veenhuizen:

- Sustainable development of Veenhuizen, while maintaining and increasing (+250) employment, particularly in the judicial and care sectors, and in craft sectors with production work.
- Maintaining the prisons, plus the development of pilot projects for new forms of detention or combinations with other sectors.
- Attracting new business activities appropriate to the character of Veenhuizen: on new locations or in the historic buildings (to be renovated for adaptive re-use).

- Development of the care sector: residential accommodation for the elderly, sheltered housing for elderly dementia patients and disabled people, establishment of clinics for specialised care.
- Vitalisation of working and living conditions.
- Reinforcement of tourism and recreation, with the emphasis on cultural heritage and nature.
- Improvement, expansion and coordination of tourism for different target groups.

Taking into account this vision for the future, the State, the province and the municipality will collaborate in the development office Veenhuizen, each on the basis of their own responsibilities. The municipality regards itself as the party primarily responsible for coordinating future developments in Veenhuizen.

#### ZONING PLAN VEENHUIZEN

Virtually the entire Colony area of Veenhuizen is covered by the prevailing zoning plan Veenhuizen (2013). On the basis of the new Environmental Vision Noordenveld, the municipal zoning plan Veenhuizen will also be reviewed (2023 at the latest), which will involve adjustment of the boundaries.

The decree on designation as protected villagescape is covered in the prevailing *zoning plan*. The zoning plan stipulates and anchors the cultural heritage values of Veenhuizen and is an important instrument for the preservation of these values. Structuring elements of the proposed property have been incorporated in a double zoning. The core values of the OUV have been anchored in the detailed cultural heritage valuation (attachment to the zoning plan) and have thus been established in the regulations in the zoning plan. In this way, the main structure and the cross profiles have been safeguarded in the zoning plan, including the profiles of roads and waterways, as well as the trees. The secondary structures are also protected in the zoning plan. The table below indicates how the protection of landscape structures and buildings are included in the zoning plan.

## PROTECTION ESTABLISHED IN ZONING PLAN VEENHUIZEN

### Structure of the landscape

Main road structure and avenue planting	Regulated on zoning plan map for main structure, including profiles of roads and waterways, ditto for cross profile of main structure, including the trees. Main structure included in the zoning plan regulations. The profiles are shown on map annexes.
Secondary road structure and avenue planting	Similar to main structure. Zoning road or roads, without planting.
Plot boundaries of the farmlands	In Veenhuizen this concerns the canals near the three institutions, plus the plots around the Second Institution. Canals around Third Institution zoned as agricultural area with value archaeology 2 (but as part of the land use plan)
Locations of the institution farms	The exact locations are not explicitly protected, other than through designated agricultural plots
Water structure	Water structure is an integral component of the main and secondary structures

### Characteristics of the landscape

Open characteristics	The outlying area is zoned as agricultural area, other than arboriculture
Closed characteristics	The alternation between agricultural and forest plots is included in the zoning plan map
Vistas	Vistas are safeguarded by the main structure and in the profiles
Measurement system	Mapped in the zoning plan

### Objects

Built objects, partly national monuments (121), partly provincial monuments (13)	Built objects are spatially protected through the protected villagescape status. Protection of national and provincial monuments is provided by the Monuments and Historic Buildings Act. In addition, the zoning plan defines characteristic buildings.
Cemetery	The cemeteries are included in the zoning plan; the Jewish cemetery is not.

### Greenery

Specific vegetation/cultivars (recreational forest)	Owned and/or managed by the Forestry Commission. No separate regime known on account of history as recreational forest.
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The Enforcement Department of the municipality is responsible for the implementation of the municipal enforcement programme, which includes national monuments and protected villagescapes. These are incorporated in the enforcement programme.

#### **MONUMENT POLICY**

No municipal monuments have been designated in Veenhuizen. By far the most monumental objects are already protected as national monument or provincial monument. The municipality is the implementing authority in respect of dealing with applications for environmental permits for the national and provincial monuments. Valuable objects that do not have monumental status enjoy spatial protection as part of the protected villagescape. In addition, the prevailing zoning plan stipulates characteristic buildings.

#### **BUILDING AESTHETICS**

The municipal building aesthetics policy for Veenhuizen stipulates that on the basis of the designation as protected villagescape, the major part of the area is subject to a special building aesthetics regime, with the emphasis on the authentic buildings of the Society of Benevolence and the Department of Justice. New developments should take the existing quality as the starting point and should not be dominant. The policy in Veenhuizen is focused on the preservation and reinforcement of the existing structure. The aim is that functional and spatial developments are integrated in the existing qualities. The appearance of the orthogonal parcellation is safeguarded in the Building Aesthetics Policy Document and reinforced through the criteria 'the buildings are clearly aligned' and 'the buildings are situated parallel or perpendicular to the road'. The criterion 'concentration of institution buildings and around the church' supports the core value of the spatial design with a cluster of farms around the institutions and the village ribbon. At the next integral review of the municipal Building Aesthetics Policy Paper (2008), the OUV of the World Heritage site will be taken into account.

#### **LIST OF MONUMENTAL TREES**

Noordenveld has a list of monumental trees, for the purpose of maintaining the tree stock in the municipality in the future. The trees are protected by carrying out active maintenance and by the selective assessment of tree felling applications. A large number of trees in Veenhuizen are included on the list. Consequently, (part of) the avenue planting along the road structure which is designated as attribute in the OUV is protected through the list.

#### **9.3.5 WATER BOARD NOORDERZIJLVEST**

Component part C Veenhuizen is situated in the management area of the Water Board Noorderzijlvest. The Water Management Programme 2016-2020 contains the broad outlines of the policy of the water board. The actual activities are specified in programmes and projects. Of these, no further detailed versions have been published as yet. There are no specific points for attention for the water management of Veenhuizen. The water board manages the waterways in accordance with established management schedules and ensures the preservation of the waterways under its ownership. In addition, it imposes requirements on owners and users of other waterways with regard to the discharge of water. The hydrological set up of the ditch structures and the drainage of the Component area is laid down in the regulations (Keur en Legger) of the water board.

In recent years, a number of hydraulic engineering works in the Kolonievart canal have been renovated by the water board at its expense.

### **9.3.6 MANAGING ORGANISATIONS**

In 2010, the managing organisations involved (Forestry Commission, Drents Landschap and Society for the Preservation of Nature) have expressed their support for the nomination of Veenhuizen as part of the World Heritage site. Besides, they manage the landscapes of Veenhuizen, and in particular the unique area of Fochteloërveen, within the Natura 2000 frameworks.

## 9.4

# Organisation

## Component part C

# Veenhuizen

### 9.4.1 OWNERSHIP AND MANAGEMENT

The agricultural area of Veenhuizen (approximately 3.100 hectares) is largely in private hands. Veenhuizen has 12 agricultural companies, mainly dairy farms. In addition, some 100 hectares (former agricultural company Department of Justice) are currently owned by the Central Government Real Estate Agency. The Forestry Commission manages about 1.000 hectares of production forests (owned by the Central Government Real Estate Agency) in and in the surrounding of the property.

The ownership of the road and water structures and built objects varies. A major part of the roads is owned by the municipality of Noordenveld, and social facilities such as the sports complex, the cemeteries and the fire station are owned and managed by the municipality. Recently, the municipality has also purchased some land, i.e. in 2009 the site of the former Third Institution, in order to be in a position to control that location. The water board is the owner and manager of the Kolonievaart canal and associated

structures such as locks and sluices. The province of Drenthe is the owner and manager of the provincial road N919.

A significant part of the built monuments and some roads and infrastructural facilities are owned by the Central Government Real Estate Agency, which has expressed its intention to dispose of the properties without government accommodation task in the coming years. The basic principle in this connection is that the ensemble will be preserved through good stewardship. The sale of government real estate also applies to premises that will become vacant as a result of the possible future closure of prison complexes. In 2019, the process of the sale of government real estate declared redundant was started. Mid-2020 it will become clear if and by whom an ensemble of around 90 buildings, lands and forest plots will be purchased from central government.

The management of the different structures and objects is the responsibility of the owner concerned. This sometimes takes place on a project basis using volunteers. The recreational forests and production

forests are owned by the Central Government Real Estate Agency and managed by the Forestry Commission.

#### 9.4.2 MUNICIPALITY OF NOORDENVELD AS COLONY MANAGER

Apart from being the owner and manager, the municipality of Noordenfeld is also the competent authority and thus as local government responsible for the protection of the OUV through the spatial development instruments and monument policy. In addition, the municipality of Noordenfeld, as colony manager, is responsible for the Component part C Veenhuizen. The mayor is represented in the steering group of the Colonies of Benevolence and is the coordinating portfolio holder within the municipal executive board. The board is supported by the municipal organisation.

The municipal organisation also includes the operational management (colony management), charged with the management and (initiating) the realisation of the management measures required in Component C Veenhuizen. In the nomination phase, the colony manager performs the supportive activities in the context of the nomination of Veenhuizen as part of the World Heritage site Colonies of Benevolence, and issues advice in this respect to the municipal council. During the nomination and referral phase and the subsequent phase, the municipality is also charged with

developing visions and plans, assessment, licensing, supervision and enforcement, and the implementation of regulations in the protected villagescape.

After the World Heritage status has been obtained the colony manager controls and ensures:

- Long-term preservation and protection in accordance with the Management Plan.
- Ensuring harmonisation, coordination,

involvement and interaction with the stakeholders, including citizen participation.

- Ensuring sufficient resources (people, knowledge and money) for the implementation of the management measures.
- Ensuring the timely detection and identification of the effects of developments that might affect the OUV, and adopting appropriate measures.
- Being prepared for and able to deal with risks and calamities.
- Ensuring adequate provision of information for the purpose of monitoring and reporting by the countries to UNESCO.
- Collectively propagating the World Heritage site on behalf of Component C through communication, education, knowledge (research and exchange), information, and promotion and marketing.
- Ensuring an adequate contribution to the central programme organisation and to the working groups established by that programme organisation. For this purpose, the capacity and expertise at the three municipalities can be called upon via the responsible principals.

In the context of the UNESCO nomination, internal coordination consultations Veenhuizen are organised, in which the documents relevant to meetings about the nomination file are shared. It is intended to continue these consultations after the nomination. The municipal council and the executive board of Noordenfeld will be briefed annually on the progress of the nomination of the Colonies of Benevolence.

#### 9.4.3 PROVINCE OF DRENTH

On account of its role as preliminary co-Site holder, the province of Drenthe has a dual position. The province is also an important partner of the municipality of Noordenfeld in the preservation and the protection of the OUV in that municipality. Municipality and province maintain intensive contacts in that respect, with explicit attention

being paid to the development opportunities of the area. The municipality and the province each fulfil an autonomous role and position in the nomination file, and this will remain so after the nomination. For the province, obtaining the status of UNESCO World Heritage site is a Focal Point in its policy. The province has indicated that after the acquisition of this status it intends to act as co-Site holder and play a leading role in the preservation and the protection of the OUV, and the implementation of the Management Plan for the transnational, serial landscape Colonies of Benevolence.

Besides, the province of Drenthe is also the competent authority for the provincial policy as set out in chapter 3 of the main section of this Management Plan. Within this framework, the Provincial Executive of Drenthe is the principal in respect of land use and the designated provincial monuments in Component part C Veenhuizen.

In addition, the province of Drenthe participates financially in the implementation costs of the nomination, and ensures the incorporation in the provincial policy of the prospective acquisition of the World Heritage status by the Colonies of Benevolence in 2020.

#### 9.4.4 PARTICIPATION

Involvement of local communities, i.e. stakeholders and residents, is organised in all the component parts. Both in the Netherlands and in Flanders, stakeholders and residents are closely involved in the development of their habitat, being the area in which they live and work. Participation of residents and stakeholders is common policy for governing authorities in both countries in respect of all kinds of developments with a possible impact on society, and is also formally arranged through possibilities of objection and appeal within the framework of the laws and regulations in both countries. Therefore, this is basically regulated much more broadly than the protection of the OUV.

In addition, the involvement of the residents in the component parts is seen to through information evenings, newsletters (Component part A) and participation in the feedback group in the Netherlands and representation in the Technical Coordination Committee in Flanders.

Since a number of years, regular informal consultations on all current issues facing Veenhuizen take place between the development office, the municipality, the Central Government Real Estate Agency, the WIN foundation (social work) and two local foundations, i.e.:

- Stichting Bewonersbelangen Veenhuizen (Foundation Residents' Interests Veenhuizen) represents the residents of the village and serves as a regular point of contact for the municipality of Noordenveld.
- Stichting Veenhuizen Boeit (Foundation Veenhuizen Captivates) is composed of entrepreneurs in Veenhuizen, with the emphasis on tourism and recreation. This Foundation coordinates programmes and events and hosts its own website. In addition, it operates the Tourist Info Point.
- In this group, parties coordinate plans and decide whether meetings are required to keep the residents of Veenhuizen sufficiently involved in local developments. In addition, the municipality, together with the WIN foundation and residents, carries out an annual district survey by bicycle, during which discussion takes place on room for improvement in public space.

#### **9.4.5 FEEDBACK GROUP VEENHUIZEN**

In the context of the nomination, a feedback group has been set up in which owners and social parties participate:

- Stichting Veenhuizen Boeit
- Stichting Bewonersbelangen Veenhuizen
- Society for the Preservation of Nature
- Forestry Commission
- LTO (Agricultural and Horticultural Organisation) Noordenveld
- Central Government Real Estate Agency

The mayor of Noordenveld is the chairman of the feedback group. Up till now four meetings of the feedback group have been held during the nomination phase. This structure is regarded as temporary and will be replaced after the nomination by a new consultation structure, to be initiated by the municipality of Noordenveld.,



# 9.5

## Dealing with trends and developments

### 9.5.1 COLLECTIVE RESPONSIBILITY FOR ADEQUATE MANAGEMENT

#### 9.5.1.1 Common and supported ambition

The Colonies of Benevolence attach great importance to a collective and supported management of the "cultural landscape". From the start of the nomination, great effort was put into reaching consensus on the approach and the involvement of local and regional partners as well as the people who live, work, farm and/or recreate in the landscape, and this will be continued after the recognition. The ambition is to also propagate the history from the origins of the Colonies, and the way in which they have developed, and to make this known and accessible to a wide audience.

The Colonies are aware of the fact that the collectiveness of the three Component parts is vital to properly present this history, and the parties

are willing to jointly invest in this now and in the future, in order to preserve this unique landscape, which marks a special aspect of the history of the Netherlands and Belgium, also for generations to come. The long-term strategy for the management of the three Component parts is focused on the preservation and the reinforcement of the OUV. The development philosophy calls for a strategy in which the consistency of the cultural heritage of the territories is a guiding principle and serves as a source of inspiration for the sustainable development of these territories. With this in mind, an inspirational document like 'On Course for the Colony Landscape' (Koers op Kolonielandschap) was drawn up in the early stages of the nomination process, form a broader perspective of all seven Colonies. On the basis of early identification, future developments and trends will insofar as possible be translated into a uniform approach, taking into account the differences between the Component parts and the instruments of both countries.

### Management measures

#### *New measures*

- On the basis of the common interest and the realisation that the Component parts collectively tell and visualise the whole story of the history, the parties in each Component part, coordinated by the steering group and the site manager, commit themselves to the proper management of the landscape and the representative buildings, and to maintain, protect and where necessary rehabilitate parts of these.
- With the aim of achieving a uniform approach to developments and trends, experts from the partner organisations will meet at least once a year to explore the possibilities in this respect. Possible themes for the agenda could be the installation of sustainable energy facilities and building in historicising style.

### 9.5.1.2 Powerful organisation based on collectiveness

The Colonies of Benevolence exercise joint coordination and control of the management of the three Component parts. The province of Drenthe and Kempen Landschap (on behalf of the province of Antwerp) act as co-Site holders.

The Colonies of Benevolence is a Transnational Serial Nomination, which implies a higher degree of complexity, due to the management on the (inter) national level. Most issues will be dealt with on a local, regional or national level, but some issues on information, tuning and escalation will be dealt with by an 'Inter Governmental Committee' (IGC) on the bi-state level.

Administratively, a steering group has been set up under which the Site holders operate. An Advisory Committee for Science, Education and Quality

can issue advice to the Site holders as well as to the Colony manager. The parties represented in the steering group have mobilised financial and human resources for the site management. The Site holders ensure the proper management of the World Heritage site as a whole. The Site holders initiate the activities that serve to maintain and improve the quality of the World Heritage site, and also facilitates the communication, coordination, monitoring and periodic reporting. The colony managers are responsible for the preservation and management of the property and also for managing the effects that may arise from a larger area of influence.

In the Dutch Component parts A and C consultation with feedback groups takes place on a structural basis, and agreements are made about each party's commitment to the protection of the OUV, the implementation of management measures, the contribution to subjects such as education and information, and the management of the property. The Colonies of Benevolence involve owners, users and scientists in the development and implementation of the site management and the safeguarding of the quality of the heritage. The management provides continuity in respect of the input of the local environment and of the specific expertise regarding the management and preservation of the quality of the heritage.

The four visitors' centres based on one joint concept are developed partly through private initiatives.

### Management measures

#### *New measures*

- An 'Inter Governmental Committee' (IGC) will be organised. Both countries will be represented equally in this IGC, by a representative from each of the State Parties and the Chairs of the Siteholder of each state.
- The province of Drenthe is willing to assume the role of 'co-siteholder', first point of contact, in the Netherlands after the acquisition of

the UNESCO World Heritage status.

- The municipality and the province (whether or not through delegation) ensure adequate representation in the steering group and input in the programme office.
- On behalf of the municipality one colony manager is appointed.
- The province of Drenthe has designated both visitors' centres (Frederiksoord and Veenhuizen) as museums of provincial interest and provides structural support in this respect. The municipality will facilitate the partners in the area concerned with the organisation and the management of the visitors' centre.

### 9.5.1.3 Government management and protection

The OUV of the Colonies of Benevolence is safeguarded in the Netherlands through national policies, with laws and regulations laid down in two systems:

- The system of the spatial planning for planological protection.
- The system of the (immovable) heritage policy.

Besides, the nature values are additionally protected through European legislation such as Natura 2000.

In the Netherlands, legislation for spatial planning and heritage is currently being simplified and made more integral. The new Heritage Act (formerly Monuments and Historic Buildings Act and other legislation) entered into force on 1 July 2016. As far as the immovable heritage is concerned this Act focuses on the preservation, the protection and the restoration of the built or landscaped objects (national monuments) and archaeological monuments. Until 2021, the spatial protection of the heritage values in the Netherlands will be regulated by the Spatial Planning Act (Wro). The new Environment & Planning Act, which will

in future regulate the spatial protection of heritage values, will enter into force in 2021. By the Decree on environmental quality the Dutch Components parts A and C will be protected on a State level by 2021.

In addition to the Heritage Act and the Environment & Planning Act, legislation on the subject of nature areas will also change as per 1 January 2017. From that date, the new Nature Conservation Act will replace the current Nature Conservation Act, the Flora and Fauna Act and the Forestry Act, and will eventually be incorporated in the Environment & Planning Act. This Act will also contribute to the preservation of the nature values related to the OUV.

These legislative changes will lead to changes in the future instruments to be deployed, which in principle will be of a more integrated and cumulated character. In this way, the protection of heritage (built monuments, archaeology, areas), nature and landscape and its incorporation in provincial and municipal environmental visions, environmental plans and environmental permits in the Netherlands is and will be safeguarded, as well as the harmonisation with the water management plans of the water boards.

In case of unexpected large-scale developments that might affect the OUV of the site, a Heritage Impact Assessment will be carried out. The outcomes of the HIA will be taken into account in decision-making processes regarding the location and the implementation of the development.

In all Component parts rehabilitation (restoration, adaptive re-use and landscape rehabilitation) is part of the spatial and nature plans. The adaptive re-use in all the Colonies has to be done in line with the landscape structures and history (agriculture and agricultural innovation, care, housing, education, detention, recreation). Siteholders will develop common visions on the further tuning on management and maintenance of the heritage (restoration and re-use) and a common method to anticipate spatial and functional developments.

The development of both visions requires the involvement and impact of stakeholders and residents in the three component parts. Both visions will be submitted for advice to the Advisory Committee for Science, Education and Quality. Given the bi-state level character of both visions, a coordinating role is to be played by the Intergovernmental Committee.

#### Management measures

##### *New measures*

- Siteholders will develop a vision for the way to anticipate spatial and functional developments within two years after registration of the Colonies of Benevolence on the World Heritage List.
- The State considers offering the Colonies of Benevolence protection on the basis of the instructional provision “world heritage” in the Environment & Planning Act and more specific the Decree on environmental quality.
- The colony managers and the site manager are charged with the timely identification of developments with a potential impact on the OUV.
- The colony manager of Veenhuizen ensures proper input from experts at the annual working meeting of experts focused on the timely identification of developments and trends, and the establishment of uniform measures for the protection of the OUV in the light of such developments and trends.
- The Advisory Committee for Science, Education and Quality will be consulted on developments and trends with a potential impact on the OUV, and where necessary further investigation will be initiated (HIA).

##### *Continuation of existing policy*

- The province of Drenthe is investing in the preservation and reinforcement of the position of Veenhuizen and the surrounding area as being of provincial interest and part of the core qualities of Drenthe. The province has anchored this in the Environmental Vision, Culture Memorandum and the Cultural Heritage Compass.
- The municipality of Noordenveld provides spatial protection of the Component part area, and consequently the protection of the OUV, on the basis of a number of the zoning plan.

#### 9.5.1.4 Protection nature values

Parts of Component C are covered by the Dutch National Ecological Network, which provides protection of the nature values of these areas. In the vicinity of Component part C the protected N2000 area Fochteloërveen is located, as a result of which this Colony is emphatically part of a network of protected nature areas.

#### Management measures

##### *Continuation of existing policy*

- The province of Drenthe focuses its environmental policy on the protection of the landscape typology and structure.

#### 9.5.1.5 Rehabilitation of landscape, nature and buildings

From the beginning of the 21st century, both Belgium and the Netherlands have made large-scale investments in the preservation and rehabilitation of the structure of the landscape and the buildings in the Colonies of Benevolence, based on a long-term vision. In doing so, specific focus is placed on sustainable exploitation and local businesses appropriate to the

cultural heritage essence of the territories. In the Dutch Components the emphasis is on the adaptive re-use of unoccupied premises before proceeding to restoration. The adaptive re-use should be in line with the landscape structures and the history of the Colonies (agriculture/agricultural innovation, care, housing, education, detention, recreation). In Veenhuizen, significant investments have been made in improving the visibility and perceptibility of the landscape, and in finding appropriate adaptive re-use for unoccupied buildings.

#### **Management measures**

##### *New measures*

- Implementation of the land use Veenhuizen, within the frameworks of the vision ‘Working on the Future of Veenhuizen’ and the municipal Landscape Development Plan (LOP).

## **9.5.2 STATE OF CONSERVATION**

### **9.5.2.1 Long-term strategy**

The long-term strategy for the Colonies of Benevolence is focused on the preservation and reinforcement of the OUV in all the Component parts. The main challenge is to preserve the quality of life in the areas and to find and incorporate new economic incentives. The development philosophy calls for a strategy in which the consistency of the cultural heritage of the territories is a guiding principle and serves as a source of inspiration for sustainable development, as expressed by Drenthe in its Culture Memorandum.

For the time being, restoration does not apply in Veenhuizen; adaptive re-use in respect of unoccupied buildings plays a more important role. This adaptive re-use should be in line with the landscape structures and the history of the Colonies (agriculture/agricultural innovation, care, housing, education, detention, recreation).

### **9.5.2.2 Management tasks preservation and management**

#### **STATE**

The State will designate the Colonies of Benevolence, including Component part C Veenhuizen, as such, and include the site in the Decree on environmental quality. This is an addition to the existing protected status as protected villagescape Veenhuizen and the protection of individual objects as national monuments. This will allow the State to facilitate the World Heritage site where necessary in preserving the status, while the State can also intervene, if this should unexpectedly be called for, in the event of developments that pose a threat to this status or constitute an unacceptable infringement of the OUV.

#### **MUNICIPALITY OF NOORDENVELD**

The task of aligning spatial and heritage visions, policy memorandums, plans, regulations and maps with the formulations and criteria of the OUV will not lead to changes in the prevailing policies, rules or in the procedures currently employed by the municipality. The aim is to ensure that the OUV, the maps concerning the boundaries and the lists of attributes are properly incorporated in the prevailing management tools of the municipality, but without this leading to additional rules and pressure for the partners and stakeholders. This relates to the environmental vision Noordenvel 2030 and zoning plan and maps. It concerns adjustments which in view of the prevailing level of protection need not be effectuated immediately, but can be realised as technical adjustments when plans, memorandums and maps are revised or updated.

Because the prevailing protection in parts of the spatial plans and the spatial and heritage instruments is based on the situation prior to the designation of the OUV, the municipality has the formal obligation to update. This is anticipated in a new zoning plan.

In the adaptive re-use of buildings, the municipality sees opportunities to reinforce the qualities of Veenhuizen.

In 2017 the State, the province and the municipality jointly initiated an area-specific study of historical colours in Veenhuizen. The study focused on a better interpretation of the colour schemes applied in Veenhuizen in the past. The findings of the study will be defined in the Handbook Green and Colour

(Handboek Groen en Kleur) Veenhuizen. When carrying out recent maintenance and restoration works, the interim results of the study were already made use of.

#### Management measures

##### *New measures*

- The State will protect the Colonies of Benevolence on the basis of the Environment & Planning Act in the Decree on environmental quality.
- In case of renovation: attention from State parties for careful renovation of the State properties Veenhuizen.
- After having obtained UNESCO status as World Heritage site, the province of Drenthe is prepared to take on the role of 'co-Site holder', first point of contact, in the Netherlands.
- The province of Drenthe has designated the visitors' centres in the Colonies as museums of provincial interest and will provide these with structural support.
- Veenhuizen plays a prominent role in the Environmental Vision Noordenveld 2030.
- Drawing up a new zoning plan based on the Environmental Vision Noordenveld 2030, with consolidation of the current protection regime.
- Adjustment of the boundaries of Component part C Veenhuizen in the Environmental Vision and the zoning plan, in accordance with boundaries nomination file.
- Drawing up a new Handbook Green and Colour Veenhuizen, which defines the findings of the area-specific study of historical colours.
- Continuation of existing policy
- Attention for the careful sale of the State real estate considered redundant.
- Applying highest level building aesthetics regime to the protected villagescape area and to national and provincial monuments.
- Municipality is – in accordance with status protected villagescape – obliged to apply the environmental licensing obligation in accordance with the Environmental Licensing (General Provisions) Act (Wabo) to demolition and renovation of buildings and objects in the area of the protected villagescape and to buildings with a national or provincial monument status.
- Consolidating the position of Veenhuizen as a component of the core qualities of Drenthe in the Environmental Vision of Drenthe and the Cultural Heritage Compass.
- Municipality applies the environmental licensing obligation in accordance with the Environmental Licensing (General Provisions) Act (Wabo) to demolition and renovation of national and provincial monuments.
- Implementation of building aesthetics policy for Component part C Veenhuizen.
- Protection of essential planting in accordance with the list of monumental trees.
- The water board manages the waterways in accordance with the provisions of the management plan, (Keur en Legger) of the water board.

### 9.5.3 FACTORS AFFECTING COMPONENT PART C VEENHUIZEN

#### 9.5.3.1 Developments and trends affecting Veenhuizen

##### GENERAL

The developments and trends in Component part C Veenhuizen deemed relevant to the OUV are described below per theme. Depending on their impact, management measures are formulated. Developments that are very indirect or weak, that are very long-term in nature, etc. are points of

concern for the management, but will not lead to specific management measures. When developments occur that are potentially relevant to the OUV the colony manager, through the site management, can mobilise the Advisory Committee for Science, Education and Quality. This Committee has an identical role and is composed of identical parties to that of the quality team which in recent years was occasionally deployed in relevant cases with regard to developments in Veenhuizen.

##### BUSINESS ACTIVITIES

In Veenhuizen the future of the prisons plays a very important part. Central Government (the Department of Justice) is responsible for the prison complexes Esserheem and Norgerhaven (only the shared service centre is part of the property) partly outside the property) and for the complex Bankenbosch located outside the property (closed in 2014 as a prison). A scenario envisaged by the State is one in which the Department of Justice continues to withdraw as a user. It has meanwhile been decided to keep the Esserheem and Norgerhaven prisons in use and to renovate the buildings, and to close the juvenile prison. As per November 2019, no final decision on the renovation of Esserheem and Norgerhaven had yet been taken. By the end of 2019 a plan is expected to be completed for a new use of the building of the

Veenport juvenile prison near Norgerhaven (located outside the property), which is to become vacant.

Besides, the OUV can be affected by adjustments to the buildings (national monuments) to comply with new requirements in respect of penal institutions on private property, such as reconstruction and high rise. Veenhuizen also has some vacant (not characteristic or monumental) judicial objects in respect of which adaptive re-use is considered. This is also an excellent opportunity to utilise the strength of Veenhuizen in the revitalisation of buildings by means of appropriate adaptive re-use and the demolition of objects that are less compatible with the qualities of the area.

Over the years, various buildings in Veenhuizen have become vacant. Through the efforts of State, province and municipality successful adaptive re-use was realised. However, there are still vacant buildings for which a new use must be found. Growing companies and/or new companies in the existing objects also sometimes impose additional demands on the existing buildings, causing possible pressure to the characteristics.

The challenge is to join forces with the largest user and employer of Veenhuizen – the Department of Justice – to achieve the objectives of the Department of Justice while maintaining the use of the objects and preserving the OUV within the sites of the Department of Justice. The broadening of the economic functions through appropriate adaptive re-use is another challenge which fits in with the retreat of the State as owner and manager.

In addition, it is important that the spatial quality (for example in case of new construction, renovation and/or adaptive re-use), and hence the cultural heritage qualities of the objects, is monitored by an active government. This should be focused not only on the objects as such, but also on the relationship of the object with its environment.

### Management measures

#### New measures

- Siteholders will develop a vision for the way to anticipate spatial and functional developments within two years after registration of the Colonies of Benevolence on the World Heritage List.
- Veenhuizen plays a prominent role in the Environmental Vision Noordenveld 2030, in line with this vision, the zoning plan will have a revision.

#### Continuation of existing policy

- Structural consultation State – province – municipality on developments in Veenhuizen.
- Assessment of new developments against the building aesthetics policy and on the basis of environmental permits.

### HOUSING

In view of the large quantity of real estate becoming available, no new building projects are anticipated in Veenhuizen. For specific target groups (senior citizens and starters) it will first be explored whether the re-use and the renovation of the existing property will suffice. Some buildings will need to be adapted to meet modern living standards. Consequently, renovations and/or adjustments of houses cannot be ruled out. This will involve assessment against the zoning plan and the building aesthetics requirements laid down in the municipal policy.

### Management measures

#### Continuation of existing policy

- Applying municipal building aesthetics policy.

### CHANGING AGRICULTURAL USE

The implementation of the land use Veenhuizen involves a reparcelling operation which will not lead to requests for a different physical layout. Partly as a result of the plot structure dating from the Colony period, the agricultural structure is suitable for efficient agricultural use. Mainly young and viable agricultural enterprises are established in Veenhuizen.

Therefore, the risk of unoccupied agricultural property is limited. Pressure might be experienced in respect of the expansion of the business plots in the course of up-scaling, in which case the companies will have to adhere to the maximum measurements applicable. A tailor-made solution will have to be found in each individual case, with careful integration in the landscape as the basic principle.

Another development as a result of the agricultural up-scaling is the increase in size of agricultural traffic. The machines and transports are acquiring dimensions for which the local infrastructure is not always suitable (crushed road profiles). This can also cause conflicts with slow traffic or vulnerable road users (bicycles). This issue is also addressed in the context of the land use Veenhuizen.

### Management measures

#### New measures

- Development and implementation of the land use Veenhuizen, focused on improved parcellation and company expansion and on solving bottlenecks, also in the light of the increased scale and intensity of agricultural traffic in relation to slow and vulnerable road users (recreational cycling).

#### Continuation of existing policy

- Tailor-made solutions in accordance with the standards prescribed in the spatial policy for agricultural plots.

### INFRASTRUCTURE AND TRAFFIC

In recent years, the reconstruction of the provincial road N919 was carried out and completed. The municipality has no plans for its roads. Functions that attract traffic, such as the Prison Museum, are not expected to cause problems related to congestion, accessibility or parking.

In Component part C Veenhuizen multiple small-scale developments will manifest themselves around the realisation of broadband connections



and management and maintenance of the sewerage system. The boxes in support of the broadband network, will have to be properly integrated in the landscape and spatially. The installation of solar panels on roofs or on the ground is also a trend.

#### **Management measures**

##### *New measures*

- Consultation with the other Colonies will take place on how solar panels can be incorporated in or near buildings.

##### *Continuation of existing policy*

- The municipality has no plans to further adjust and/or extend the local road network.
- New facilities for broadband will be integrated in the landscape and spatially.

#### **HERITAGE AND ARCHAEOLOGY**

The Component part Veenhuizen has a number of relevant archaeologically valuable sites. The most relevant of these is the Third Institution. Work is proceeding to make the contours of the Third Institution more visible. Near the First Institution, too, there are areas with a relatively high expected value related to the Colony period. In addition, mainly in respect of the former sand deposit ridges, the archaeological expectations are relatively high for the period prior to the founding of the Colony of Veenhuizen. The Archaeological Potential Maps are part of the zoning plan, which serves to ensure that the soil archive will not be affected by for example digging or deep tillage.

#### **Management measures**

##### *Continuation of existing policy*

- By applying the zoning plan and monument policy, the municipality ensures proper management of the heritage.

#### **NATURE AND LANDSCAPE**

In the Component part and its vicinity, nature organisations are working on a number of relevant developments. The Society for the Preservation of Nature is working on the rewetting of Fochteloërveen.

In recent years, the Forestry Commission has been working on the restoration of the original structures at Bankenbosch. Both areas are located south of the property.

The municipality aims for the preservation and reinforcement of the existing landscapes and landscape structures in and around the Component part, and this has been laid down in the Landscape Policy Plan. In principle this will ensure protection against developments with a potential negative impact on the OUV. Moreover, the landscape structures are actively reinforced as part of the land use (WILG).

#### **Management measures**

##### *New measures*

- Reinforcement of landscape structures as part of the land use Veenhuizen.

##### *Continuation of existing policy*

- Through the zoning plan, the landscape serves as a guideline for facilitating and incorporating developments.
- On the basis of the timber regulations for the area, a replanting obligation applies to the avenue plantings and forest areas.

#### **9.5.3.2 Climate change and environmental impact**

At local/regional level, climate change is barely noticeable, nor has any environmental impact with a potential influence on the OUV been identified.

At local level, both dehydration and waterlogging occur as a result of climate change. However, neither of these constitutes a direct threat, because the water management in the area can be properly regulated via the available water sources and the control by the water board. The regulation of the water management in the area currently takes place through the hydrological infrastructure which had already been constructed in the days of the Society of Benevolence.

Another potential risk for particularly the greenery and the planting in the area is posed by the rise of the average temperature and shifts in the character of the seasons. Over time, this can lead to changes in species and vegetation.

It may be concluded that the risks of climate change for the OUV are properly regulated and can be considered negligible.

### 9.5.3.3 Natural disasters, calamities and risk preparedness

A closer analysis of possible calamities identifies only very limited risks for the OUV. Floods, forest fires and other natural calamities do not constitute a risk factor in this part of Drenthe. However, the presence of the ammunition depot in the north, located outside but nearby the Component part Veenhuizen, implies a human component risk, in case of an explosion hazard. However, the impact on the OUV in case of a serious explosion is limited, because the basic landscape structures will not be affected (trees swept away, replanting) and the distance to the built monuments is so large that damage to these monuments will be modest.

#### Management measures

##### *Continuation of existing policy*

- In the Netherlands, the responsibility in the event of natural disasters and calamities is delegated to the safety and security regions. The Colony area does not require a special approach on the basis of the OUV.
- The damages to vegetation and planting can be partially compensated by a replanting obligation, with the exception of tree diseases that lead to the extinction of specific species.
- The damages to buildings caused by strong winds, thunderstorms and hail are mostly reparable and are covered by insurance taken out by private parties who are the owners of the buildings.

### 9.5.3.4 Impact of recreation and tourism and/or visitors Veenhuizen

It is expected that the acquisition of World Heritage status will only lead to a slight increase of recreation and tourism in the area. Recreation and tourism specifically apply to the Prison Museum as a major attraction and to the smaller locations of Maallust and the Hospital complex. Since 2017, Veenhuizen has annually been presenting the econ-o-meter, which contains information on the economic development of Veenhuizen. This “meter” also tracks the number of visitors, the reason for the visit, and the spending of these visitors in Veenhuizen. The majority are day visitors. Annually, around 600,000 people visit Veenhuizen, and this number increases each year.

In respect of the Prison Museum the wish to expand (4th wing) is relevant, and increased activities and traffic are to be expected as a result of the World Heritage status. The Museum, the infrastructure and the parking facilities are tailored to a growing number of visitors. A possible growth of events can also be accommodated within the currently available capacity.

In case of a rise in the number of visitors, the locations of Maallust and the Hospital complex are more likely to come across the limits of further development opportunities. This also applies to small-scale Bed & Breakfast venues in existing buildings that desire interventions in the field of renovation of existing real estate. It concerns small-scale recreational developments of such a limited order that they will not affect the OUV and will not have an impact in the sphere of generating traffic.

Moreover, the route structures and parking facilities will be integrated in the landscape well in line with the heritage values, with the route structures making use of the historic paths and structures. These are developments that will actually contribute to the prominence of the World Heritage site and will enhance the experiencing of it. In 2019, in order

to make the parking facilities future-proof, an extension of the current parking area at the Laan van Weldadigheid was implemented. This includes the realisation of a sufficient number of charging points for electric cars and bicycles.

Where the economy is concerned, although the World Heritage status will offer new economic opportunities in tourism and recreation, these will remain limited in size.

#### **Management measures**

##### *Continuation of existing policy*

- Existing facilities offer sufficient opportunities to accommodate the increase in the numbers of tourists and holiday makers, without an expected negative impact on the OUV.
- Visitor numbers are monitored annually in the context of the Econ-o-meter.

### **9.5.4 SOURCES OF FINANCING**

#### **Municipal sources of financing**

In the budget of Noordenveld a structural provision is included to cover the process costs for the nomination of the Colonies of Benevolence. In addition, administrative support is provided relating to the nomination, the participation via the feedback group and the input in the core team and the programme team and preparation of the steering group Colonies of Benevolence.

The budget of Noordenveld includes a structural provision to cover the costs of implementing the measures laid down in the Management Plan for the period after 2020. Included are the costs of the programme organisation at overarching level and the process costs for facilitating the feedback group and activities in the field of promotion, information, education and monitoring and research. The structural contribution from Noordenveld on a

programm level is approximately 15.000 in respect of the costs of the programme organisation at the overarching level of the Colonies of Benevolence.

The capacity reserved for the nomination phase up to and including 2020 will be continued after nomination at the level of 300 hours for the implementation of the tasks of the colony manager. In addition, an annual contribution will be required for regular activities of the colony management. For the time being, this is based on the premise of a budgetary burden of € 15.000 in respect of the costs for Veenhuizen. These costs include contributions to:

- ‘Meeting costs’ for local parties, feedback group
- Monitoring of developments in and on the World Heritage site
- Investigation of knowledge questions and the sharing of knowledge
- Receiving delegations
- Meeting, travel and subsistence expenditure in connection with the transnational serial site
- ‘Window’ for questions and answers
- Local propagation of the World Heritage site

For occasional costs / projects incidental resources will be claimed. In respect of the management costs for the municipal properties, management and maintenance have been incorporated in the municipal maintenance plans and management plans for public space (roads, roadsides and greenery). The costs for mobilising the Committee for Building Aesthetics and Heritage and/or the Monuments Committee for the assessment of plans and applications for environmental permits, are included in the regular amounts allocated for implementing the Environmental Licensing (General Provisions) Act (Wabo).

#### **PROVINCIAL SOURCES OF FINANCING**

The other parties in the area in principle each bear their own costs for management and maintenance. This applies to the State, the province, site managers and the water board.

In its Culture Memorandum, the province of Drenthe has provided for an extra boost and investment regarding the development of the visitors' centres Colonies of Benevolence in Frederiksoord and Veenhuizen.

#### Management measures

- The municipalities and the provinces provide for the agreed funding of the joint organisational costs and the structural costs for the management of the World Heritage site at the overarching level of the seven Colonies and for Component part C Veenhuizen.

#### ACCESS TO STATE SOURCES

For the maintenance of national monuments, private individuals can apply for a management and maintenance grant (BRIM) or a low-interest loan from the NRF, and seek advice from Monument Watch Drenthe. During the nomination phase, State party sources were contributed to the project 'One history, seven stories'.

After UNESCO World Heritage status has been obtained by the Colonies of Benevolence, the State will include this in the Decree on environmental quality. Following this, a World Heritage site in the Netherlands will in principle qualify for funding by the State party, although this is not guaranteed.

#### SOURCES OF FINANCING OTHER PARTIES

In principle the other parties in the area will each bear their own costs for management and maintenance. For the water boards this applies to the water management and for the Society for the Preservation of Nature and the Forestry Commission to the management and maintenance of the sites and attributes under their ownership.

#### Management measures

##### *New measure*

- The municipality and the province provide the agreed funding of the joint organisational costs and the structural costs for the management of the World Heritage site, at the overarching level for the Component part C Veenhuizen.

### 9.5.5 PROMOTION, INFORMATION AND EDUCATION VEENHUIZEN

#### PROMOTION

In order to propagate not only Veenhuizen but also the Colonies of Benevolence, various promotional activities (brochures, website, route planners, etc.) are deployed. For this purpose, the house style must be further developed. The house style will be incorporated in welcome signs, benches, information boards, fences and posts. The responsibility for the promotion lies mainly with local entrepreneurs. The municipality will contribute insofar that this is within the scope of its role and possibilities. It values good collaboration between local entrepreneurs in the field of promotion.

#### INFORMATION AND COMMUNICATION

Information on Veenhuizen is part of the Colonies of Benevolence website and can be found on the website of the municipality.

The National Prison Museum is a participant in the project 'One history, seven stories', which includes the realisation of visitors' centres in the four areas of the Colonies of Benevolence. The realisation of visitors' centres is thus dealt with in a broader joint context. The objective of the visitors' centres is to provide the most uniform information possible on all the Colonies, nominated or not.

## EDUCATION

The historical value of the Colonies of Benevolence is propagated to a wide audience by means of publications, facilities for remembrance and family research, events and exhibitions. During the preparation of the nomination in 2015, collaboration was organised to inform the general public about the Colonies. Resulting from this, close collaboration has been established between the Society of Benevolence (Frederiksoord), the National Prison Museum (Veenhuizen), Kempens Landschap (Wortel and Merksplas) and the Association Ommerschans (Ommerschans). These four parties are setting up visitors' centres in existing or new facilities, and are producing material for this purpose. The visitors' centres employ a variety of resources to fulfil their function, in the form of printed media, audiovisuals, exhibitions and events.

## OVERALL

Promotion, information and communication and education, and the touristic and recreational use of Component part C, are closely related. Moreover, there is room for considerable improvement as regards the required coherence in the approach to and implementation of numerous intentions in the field of tourism, education and representation. This applies to Component part C as well as at an overarching level to the coherence with the approach in the other component parts and in the Colonies not included in the nomination. The Site holders will develop a common vision for tourism, education and presentation. The first steps in respect of this vision have been taken through the project 'one history, seven stories' and the chair in Component part A. Shaping such a common vision requires the involvement and input of various stakeholders and residents from the component parts. Involvement of the Colonies of Willemsoord, Ommerschans and Merksplas is also necessary because they, too, contribute to the promotion and representation of the past of the Colonies of Benevolence.

## Management measures

- The Site holders will develop a common vision for tourism, education and presentation.

## 9.6

# Monitoring

Details on the subject of monitoring are mainly provided in the main section. Therefore, in this section it is considered sufficient to point out that the colony manager will provide the data for the monitoring of Veenhuizen after the UNESCO World Heritage status has been obtained. The colony manager will make agreements with the parties in Veenhuizen about the supply of the required information and will initiate research if necessary.

An action specific for Veenhuizen is since 2017 the issue of the annual econ-o-meter. This brochure concisely summarises the development of multiple economic parameters for Veenhuizen. The econ-o-meter aims to provide more insight into the economic development of Veenhuizen, from a recreational tourism perspective. The information applies to the entire geographic area of Veenhuizen, which comprises an area larger than the property of Component part C. The econ-o-meter contains quantitative information on the number of companies, the number of jobs, the number of visitors and the spending of visitors. In addition, it provides qualitative information on subjects such as the reason for the visit, the activities undertaken, and visitor satisfaction.