

Character sketches

National Heritage and
Spatial Development Research Agenda

PART 1 – Research Agenda

2014

Netwerk Erfgoed & Ruimte
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The power of a word: the term ‘space’ certainly has power in the Netherlands. After the Second World War, it became commonplace to refer to the environment around us as ‘space’, and how we deal with it as ‘spatial planning’. Policy intentions were set out in a ‘Policy Document on Spatial Planning’. The way we care for our heritage in both town and country is described in a ‘Vision for Heritage and Spatial Planning’.

At first glance, it appears to be a completely neutral term. One that simply denotes what we are talking about: our physical environment. Turn to the dictionary, however, and we find that ‘space’ means ‘a continuous area or expanse that is free, available or unoccupied’. This meaning is less neutral, and clearly has implications for our actions. Space is unspecified, lacking organisation, and available for use. Space can and must be conquered. It is like the two- or three-dimensional axes that mathematicians draw on a blank sheet of paper, ready to be divided by lines that comply with abstract mathematical formulae.

The practice of spatial planning over the past seventy years has yielded numerous examples demonstrating that the way we dealt with our environment was indeed based on the idea of a tabula rasa, no matter what the complexion of the government of the day. Old buildings were demolished, ditches filled, polders created, fields levelled and old land parcelling patterns built over. When we deal with our environment in this way, there are only two strategies for caring for what is already there. The most common was to exempt the heritage from development, which essentially boiled down to placing the heritage outside the brackets of our developing society. The authors of this report refer to this strategy as the ‘heritage as sector approach’. Much later, an alternative strategy was adopted, which attempted to give the heritage a role in spatial developments. To allow it to act, the authors argue, as a ‘factor’ in a long list of conditions underlying the development of space. This inevitably led to the preservation of the heritage ‘by development’, given the dynamics that, until recently, were inherent to space and spatial planning.

It is thanks to this agenda that a new, third strategy has now been identified, a strategy that has in fact only now become possible, with the changes in Dutch spatial planning resulting from the economic crisis. For the past few years it has no longer been a matter of conquering the ‘continuous area or expanse’, but about reusing what we built before or after the Second World War. This is in fact predicted to continue for the next few decades. We will therefore have to reorientate our thinking, away from what is empty and without meaning, to what already exists and therefore has form, structure and meaning. Heritage in the broadest sense of the word, this third strategy assumes, is no longer an obstacle to be overcome, a relic to be preserved or a spatial asset, but a ‘house’ that is to be altered or extended. The authors refer to the heritage as a ‘vector’ of development. What remains of our past has – to a certain extent – already shaped the future development of the environment in which we live. We seek and define the path we are to take on the basis of where we come from and where we want to go. In terms of defining this third approach, this research agenda is also a manifesto.

It is possible that over the next few years the term ‘space’ will quietly disappear from our vocabulary. The new combined environmental licence is already providing evidence of this. What will replace it is not so difficult to imagine. We can regard the dominance of ‘space’ and ‘spatial planning’ over so many decades as a modernist variation on the much older tradition of ‘landscape’ and the shaping of landscape. In the Early Modern and Modern periods landscape was not an empty, meaningless ‘unoccupied area’, but an environment that had always been full of meaning, in which the hand of man was always visible. A simple reference to the centuries of Dutch landscape painting should suffice to illustrate this idea of landscape.

The Cultural Heritage Agency of the Netherlands (RCE) asked the Heritage and Spatial Development Research Network to compile a national research agenda. An agenda that challenges, mobilises and guides research on the national heritage. In doing so, the RCE was responding to the government's request in its Vision for Heritage and Spatial Planning (2011). That agenda now lies before you. The four professors in the Heritage and Spatial Development Research Network rightly assume that in the future we will deal with our environment in a variety of ways. Sometimes heritage will have to make way for other developments, sometimes it will be restored to its former glory, sometimes it will serve as a source of inspiration for radical developments and, increasingly, it will guide the development of what we already have. In this agenda, the authors consider what knowledge we will need to be able to successfully define these different heritage strategies. Their approach is innovative, comprehensive and systematic. The agenda distinguishes between three levels of question: theoretical, methodological and instrumental, and therefore bridges the gap between research and practice. It also considers issues of meaning, value, preservation and development (or redevelopment), discussing as it does so a range of questions about what heritage management is, what it is for and what form it takes. The agenda broadly outlines what we know, but reserves the majority of its attention for the gaps in the knowledge which, in the current socioeconomic and political climate, are the most important and urgent.

The authors have merely outlined a research agenda. There is as yet no specific agenda detailing how the research is to be performed; this will appear later in the year. This publication must be regarded above all as an invitation to think about how the necessary research should be done. The hope is that it will inspire not only higher education institutions, but also non-governmental organisations and private-sector parties. Given the nature and scale of the research challenge, and the cutbacks in and pooling of financial resources, national and international collaboration will undoubtedly be a key feature of research in the future.

Jos Bazelmans

1 Introduction

Recent decades have seen a mini revolution in the way we regard the vestiges of our past in the buildings and landscape around us. In the Netherlands, like in so many other western European countries, the professional management of the preservation and protection of heritage has been linked more overtly to spatial planning, making it more dynamic. Heritage management, previously a relatively introverted sector that operated independently, has slowly but surely been drawn into the social context in which it exists. Heritage professionals now have a more pragmatic relationship with social, cultural and economic sectors that give rise to spatial transformations. Heritage management has been divested of its defensive and somewhat elitist image.

Economic interests, cultural value and social vitality are inextricably linked in contemporary heritage management. In this context, there is also a growing demand for the development of knowledge. What does this change imply for professional heritage management? How should heritage professionals respond, how should they work with the public, owners, designers and planners? What knowledge can they contribute? The need for knowledge is also fed by a number of new challenges facing the heritage sector. For just at the point where the preservation of built and landscape heritage has been embedded in spatial planning, the circumstances and the playing field are changing. The major recession that began in 2008 has had a deep impact on the way we shape and maintain the fabric of the Dutch landscape. But population decline in parts of the country, the shift from expansion and new construction to transformation, physical regeneration and re-use, and a national government operating increasingly at arm's length are also changing the playing field for good.

This transition in Dutch spatial planning raises new issues and dilemmas for the heritage sector. Now that every spatial challenge is also a transformation challenge, the regulations,

policy, allocation of responsibilities, funding systems, partnerships and design and planning practices will change. In this context, heritage professionals will have to demonstrate their knowledge and added value all over again. If the heritage is to acquire a firm and sustainable position in the various configurations that emerge in spatial planning, it needs a programme for knowledge development.

It was against this background that the Cultural Heritage Agency of the Netherlands (RCE), as the national centre of expertise, asked the Heritage and Spatial Development Research Network to compile a national research agenda. An agenda that challenges, mobilises and guides national heritage research. In doing so, the RCE was responding to the government's call in its Vision for Heritage and Spatial Planning (OC&W, 2011) for a specific research agenda to supplement what the RCE and other parties are already doing, focusing attention on a new approach to the heritage based on redevelopment and regeneration, and the characteristics and focal points set out in the vision.¹

1.1 Urgency

Now that spatial planning is undergoing a systemic change, the heritage sector must provide timely input for this process, consider possible solutions and new prospects. The national Heritage and Spatial Development Research Agenda clusters and streamlines the associated research challenges for the period up to around 2020. This is vital, because in an academic world that is highly international and where research resources are scarce, coherent research programming is needed if we are to produce inspiring results. Society's need for the valorisation of academic knowledge is also a factor. This requires collaboration between academics, civic partners and industry, and will present a sizeable challenge to the heritage sector, which in academic terms is highly fragmented and nationally oriented.

¹ In this Vision for Heritage and Spatial Planning, the national government places the heritage interests of national significance in a area-based and development-oriented context. The strategy complements the National Policy Strategy for Infrastructure and Spatial Planning in which the unique cultural-historical values of national importance are embedded in spatial plans.

Better collaboration within the existing cultural infrastructure would foster interaction between knowledge development, theory and the daily practice of preserving and developing the heritage. What we have in mind is better coordination between academic research and procedures at the Cultural Heritage Agency and the activities of parties that are more focused on practical heritage management (such as BOEi for the preservation of the industrial heritage, the National Restoration Fund, the Nationaal Groenfonds for nature conservation, research consultancies and local and regional heritage institutions). The need for coordination and collaboration is perhaps even greater at international level.

1.2 Goal

The themes mentioned in this research agenda and the associated research questions are designed to forge strong links between the expertise of existing academic institutions and research centres (such as higher education institutions and the Cultural Heritage Agency) and the priorities of the government and national and international academic institutions (such as the Netherlands Organisation for Scientific Research and the EU's Joint Programming Initiatives). The agenda also considers the underlying structure of provincial heritage services, heritage centres, NGOs and private partners. It attempts to build organically on existing academic priorities and policy initiatives and to fill in any missing elements that are needed to produce an authoritative and consistent research programme.

Though this is a 'national' agenda, it is not intended solely for central government. The agenda reflects what researchers, policymakers and other heritage professionals in the Netherlands regard as the most relevant research themes and questions arising at the interface between heritage and spatial planning in the long term. As such, it is aimed at those who determine research priorities (particularly

politicians, policymaking ministry officials, administrators of European research programmes and the administrators of universities, research institutes and the Netherlands Organisation for Scientific Research) and policymakers and decision-makers at NGOs and in private-sector organisations (such as the National Restoration Fund, BOEi and heritage centres). It is hoped and expected that the message will receive broad support throughout the heritage community, and that it will prompt the members of that community to join forces and pool resources.

1.3 Realisation

The research agenda comprises two documents: this research agenda and the forthcoming research programme. In the process of compiling this research agenda, talks were held with the ministries involved in the Heritage and Spatial Development Research Network (the Ministry of Education, Culture and Science, the Ministry of Infrastructure and the Environment and the Ministry of Economic Affairs), local and provincial authorities and water boards, the Cultural Heritage Agency and researchers at higher education institutions and research institutes. A bottom-up approach was taken, whereby representatives of all these parties proposed themes and subjects at a number of working meetings. Themes and subjects proposed by the professors in the Heritage and Spatial Development Network were then added to the input from these sessions. With their chairs in 'heritage and design' (TU Delft), 'heritage and history', 'heritage and economics' (both Vrije Universiteit Amsterdam) and 'heritage and planning' (Wageningen University and Research Centre), the professors broadly represent the academic heritage sector. They first presented some of the ideas described in this agenda in two joint papers,² in a Cultural Heritage Agency Publication³ and in a number of inaugural lectures.⁴ In drafting the agenda, they also built on the knowledge (in the form of various inaugural lectures, publications, seminars

2 Janssen, J., E. Luiten, H. Renes & J. Rouwendal (2012a). Heritage planning and spatial development in the Netherlands: changing policies and perspectives. *International Journal of Heritage Studies*. [published online in July 2012]

Janssen, J., E. Luiten, H. Renes & J. Rouwendal (eds. M. Bovens; O. Faber) (2012b). *Van gearrangeerd huwelijk tot dynamische verhouding. De relatie tussen erfgoed en ruimtelijke ordening*. [Dutch only.] Heritage & Spatial Planning Network, Amersfoort. [published online in July 2012]. <http://www.netwerkerfgoedruimte.nl/system/files/Van%20gearrangeerd%20huwelijk%20tot%20dynamische%20verhouding.pdf>.

3 Janssen, J., E. Luiten, H. Renes & J. Rouwendal (ed. O. Faber) (2013). *Oude sporen in een nieuwe eeuw: een reflectie op tien jaar Belvedere*. [Dutch only.] Cultural Heritage Agency/Heritage and Spatial Development Network, Amersfoort.

4 Inaugural lectures:
 – Janssen, J. (2012). *De toekomst van het verleden; over ruimtelijke ordening en erfgoed na Belvedere* ['The future of the past; on spatial planning and heritage management post-Belvedere']. Inaugural lecture on appointment to the extraordinary professorship of Spatial Planning and Cultural Heritage at Wageningen University on 1 November 2012.
 – Luiten, E. (2006). *Tot hier... en nu verder; ruimtelijk ontwerp en historisch besef* ['Thus far ... and now further; spatial design and sense of history']. Lecture given on appointment to the chair of Cultural Heritage and Design at Delft University of Technology on 11 October 2006.
 – Renes, J. (2011). *Erfgoed in interessante tijden* ['Heritage in interesting times']; abridged lecture given on appointment to the chair of Heritage Studies, particularly rural and urban heritage, on behalf of the Ministry of Education, Culture and Science/Cultural Heritage Agency at Vrije Universiteit Amsterdam on 7 July 2011.
 – Rouwendal, J. (2013). *Oud goud; economische waardering van cultureel erfgoed* ['Old gold; economic valuation of the cultural heritage']; lecture given on appointment to the chair of economic valuation of the cultural heritage, on behalf of the Ministry of Education, Culture and Science/Cultural Heritage Agency at Vrije Universiteit Amsterdam on 14 March 2013.

and debates) developed by the forerunner of this network, the interuniversity Belvedere education network that was in operation from 2005 to 2009. The authors of the agenda attempted to present as complete and balanced a picture of this field of study as possible.

1.4 Structure

Chapter 2 of this research agenda looks at the evolution of ideas on how to deal with the cultural heritage, distinguishing between three different approaches that developed in succession and now exist alongside each other. Chapter 3 assesses the state of knowledge. We analyse what knowledge development has focused on to date and where the key challenges lie. In chapter 4, this is translated into key research themes for the coming years, which form the

core of the agenda. They are based on the twelve cells in the 'knowledge matrix', which in turn are based on the four phases of the heritage cycle and the three levels of knowledge development. Chapter 5 describes six dominant developments in society and policy that lend the various research themes a certain specific time-limited urgency and hue. These are the six programmatic lines along which research on the heritage and spatial planning might be organised in the period 2013-2020. Chapter 6 provides initial input for the implementation programme for the period to 2016. In order to draft the implementation programme, the Cultural Heritage Agency and the Heritage and Spatial Development Network will in the near future hold talks with the leading research institutions and commissioning organisations. We shall then determine priorities, partners and initiatives.

2 Evolution of heritage management

Cultural heritage is a concept that is constantly in flux, whose substance and meaning are continuously being redefined by society. From such an evolutionary perspective, it is only logical that different procedures and practices should exist for dealing with the heritage. Old notions become institutionalised and continue to exist alongside more recently developed notions. In this chapter we identify three different ways in which the institutionalised practices of spatial planning and heritage management relate to each other and to the past. Each of these approaches has its own rationality, validity and legitimacy. Each is based on a more or less coherent system of ideas about how to treat the heritage and has its own academic methodology, body of knowledge and research community. Each will respond differently to new social challenges, and they therefore provide an interesting starting point for this research agenda.

2.1 Three approaches to the heritage

The traditional approach to the built and landscape heritage as the exclusive province of cultural heritage connoisseurs has proved untenable in a society and era characterised by open communication and public participation. The fact that TV viewers together decide once a year which historic building takes the ‘big prize’ – a restoration grant – and that the national postcode-based lottery receives requests for financial support for the cultural landscape (as demonstrated by an initiative launched by the service network of national landscapes) shows that the balance of policy attention, public appreciation and scientific evidence is shifting. More generally, the past two decades have seen a huge growth in interest in national, regional and also personal history. By extension, the cultural heritage is being rediscovered and cherished, even without the official sanction of heritage experts.

The expansion of the world of heritage management has gone hand in hand with a trend towards growing dynamism. While in the past heritage management was largely about protection, it has now assumed a role in spatial transformations. This process of expansion and growing dynamism can be described and interpreted somewhat schematically as a move from approaching the heritage as a *sector*, via an approach in which it is regarded as a *factor* to regarding it as what we have termed a *vector*: an element that determines the direction of spatial developments. These three approaches developed successively over time in response to new social challenges and associated shifts in the relationship between government, market and society. They not only made it possible to involve more objects and structures in spatial planning as valuable heritage, they could also be deployed in an increasingly development-oriented way. These three approaches now exist in parallel, and more or less complement each other, occurring in combination and sometimes mutually dependent.

What unites these approaches is their emphasis on a careful interpretation of history, and the fact that historical artefacts are regarded as the most important indicators of history. The main difference lies in how they interpret the relationship between heritage and spatial planning and, as a result of that, the different ways of using the heritage in spatial plans and processes (*figure 1*). These three approaches are all based on different views of heritage – different ‘heritage paradigms’. Applied in combination or as hybrids, they can therefore also conflict. The sections below briefly describe these different approaches and the views of heritage associated with them.

a) The heritage as a spatial sector: protection and collection formation

This approach is based on the notion that social and spatial dynamics pose a constant threat to the cultural heritage. Counteracting forces must be organised to prevent possible loss, to save what is irreplaceable in historical terms. Anxious members of the urban elite began to grow

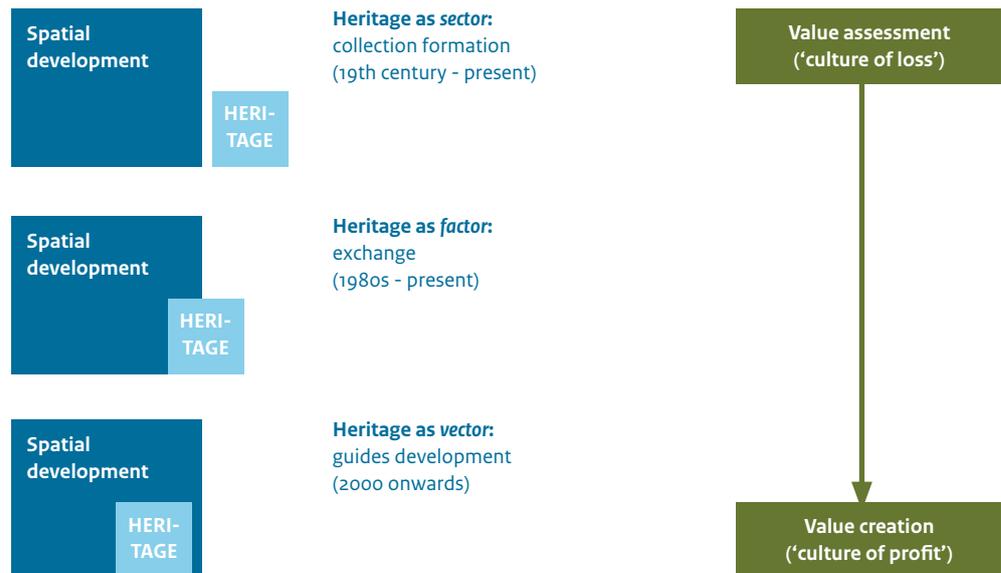


Figure 1

Interaction between spatial planning and heritage management (design: Eric Luiten, with additional input from authors)

concerned about the fate of historic buildings and landscapes around the turn of the 20th century. The government took up this concern in the early 20th century. This led in the second half of the century to legislation, the most important milestone being the Monuments and Historic Buildings Act of 1961. The heritage was officially institutionalised during this period. Since then, the concept of a 'heritage sector' has been introduced.

The term 'sector' refers to a system of policy, legal and financial frameworks in which a well-organised profession, trained on the basis of cultural and historical studies paradigms, works to preserve for posterity and sustainably manage the heritage. Heritage professionals act on the basis of sets of principles, laws and policies that seek to sustain the cultural value of heritage objects, often held to be embodied in the material fabric. The system in which these professionals operate, is government-driven to a significant extent, and focuses on forming collections of historical objects and landscapes. The movable heritage is safely stored in museums and private collections. According to this

approach, buildings and sites fare best if they are isolated from spatial transformation by being listed as protected monuments and/or landscapes.

In the heritage as sector approach, heritage is something that is largely free of the influence of spatial planning. It seeks to highlight the greatest possible contrast between the past and present. Academic and professional expertise are paramount. Heritage profession insiders decide on the basis of strict selection criteria concerning authenticity and originality what is valuable and what deserves protection. Legislation legitimises the heritage as sector approach. Grant systems and other flows of funding are designed with this in mind. In terms of substance, the heritage as sector approach focuses largely on technical and instrumental issues associated with the museumisation of historic buildings, monuments and landscapes. This prompts a focus on the material integrity of heritage objects, including physical preservation, facadism and the development of methods for assessing the value of the cultural heritage.

Recent nationally important practical examples of the heritage as sector approach include the comprehensive restoration of the Royal Palace on Dam Square in Amsterdam, the protection and restoration of the series of windmills at the World Heritage Site Kinderdijk and the phased renovation of mediaeval St John's Cathedral in 's-Hertogenbosch. The renovation of the listed former bank premises De Tempel in The Hague is another example. The energy rating of this office building has been upgraded from the lowest, most energy-inefficient (G) to the highest (A) without affecting the building's original features.

b) The heritage as a spatial factor: negotiation and revitalisation

When it becomes clear and acceptable that not everything that is of historical interest and relevance can be preserved in good physical condition in the same way, scope is created for a different approach to the management of heritage. Rigorous preservation is then reserved for a selection of the heritage of particular historical value. A more dynamic approach becomes possible, in which the heritage is seen as one of many factors that contribute to the quality of life of the urban or rural environment. In the context of the comprehensive regeneration of entire inner-city areas that emerged in the 1980s and 90s, the preservation and revitalisation of the heritage became a negotiable factor in a mostly market-driven development.

Heritage management from this perspective means that all those involved must be aware of opportunities to improve the quality of the project's overall result using a specific solution. Heritage experts take their place alongside investors and developers as custodians of historical awareness. They actively seek contact with spatial planners and provide input for the planning process at all levels in the form of arguments and knowledge of the cultural heritage, not in order to disrupt plans in their initial stages, but to enrich them. In 1999 the Belvedere Memorandum introduced the slogan 'preservation by development' to describe this process. The heritage as factor approach sees the

heritage as a component of spatial quality embedded in a new plan or regeneration scheme. The plan focuses not on individual objects, but on the area as a whole. The aim is therefore not so much value assessment and rigorous consolidation, as in the heritage as sector approach, but the enhancement of economic and cultural value. Attractiveness becomes a more important consideration, in the attempt to create an appealing and interesting living environment. In this context, preservation of an industrial or military complex might be one solution, but it might make more sense to revive an old urban design or landscape structure. One might opt for integrated renovation and redevelopment in order to retain unusual artefacts, or for radical alterations or extensions to put the owner's future plans into action, or even for a well-argued proposal for full or partial demolition. In the heritage as factor approach, it is not so much the fabric of the heritage that is key, as contact with the present. In other words: the degree to which the heritage can be productively linked with other claims on space, such as recreation, housing, habitat development and water management.

In this approach, research is by definition multidisciplinary. Input is needed from various academic disciplines, including non-heritage disciplines. Recent practical examples of the heritage as factor include the National Nieuwe Hollandse Waterlinie Project [New Dutch Waterline] which is developing this long line of military defences in the Dutch landscape into a structure that informs the public and provides opportunities for recreation and enterprise; the redevelopment of the Rijkswerf shipyard in Den Helder, which now features homes, bars and restaurants; the conversion of the former Enka factory in Ede into a residential development; and the redevelopment of the former Philips factories in the Eindhoven quarter Strijp-S.

c) Heritage as spatial vector: development and continuity

Spatial developments not only disrupt physical structures, they also root out the stories and meanings associated with buildings and districts. Built and landscape heritage also has a narrative dimension. Personal memories, genealogical links and scientific reconstructions of historical events impart a narrative structure to the past. Knowledge about what happened in a district, town, street or building can inspire and guide development to the next stage in both a physical and non-physical sense. As such, the link between the history of a district or site and contemporary planning is made not through physical structures, but through intangible factors like stories or traditions. This can be useful if few physical traces of the past remain or if the past does not manifest itself in a way that immediately conjures up associations (e.g. archaeological heritage that are preserved in situ). That is why we describe this approach as a vector which inspires and guides spatial planning in the broader sense, supplies it with a historical context.

The heritage as vector approach therefore not only seeks to connect with the tangible level of specific preserved artefacts, but also with the level of history itself, the handing down of historical facts, stories about major and minor events and those involved in them, well-known and less well-known historical characters. The landscape or town is seen from the perspective of many generations of residents and users who have 'inherited' it from previous generations, added or removed physical marks and intangible meanings and then passed it on to the next generation. One form of research that ties in well with this approach is the 'biography of landscape' – an account of the life of a constantly changing cultural landscape.⁵ The biographical approach is not merely a matter of recording historical facts, accounts and events, it also imparts a measure of chronological coherence. It can be a useful tool for revealing the layers of history in a landscape in the dynamic context of spatial planning, and of presenting it in an attractive way to planners and designers.

Heritage as vector is something that inspires and is fully integrated – in both a physical and non-physical sense – in a proposed spatial development. In this development-oriented view, heritage managers are keen to set current activities and initiatives in a dynamic spatial and temporal continuum. Here, traces of the past are like the illustrations in a book; they help interpret the story, make it accessible, but it makes little sense to isolate and preserve them in time or space. Without the associated narrative, the historical context is soon forgotten and the physical forms and patterns that remain lose their meaning. The heritage as vector approach is less reliant on the government or the market, attempting instead deliberately to tie in with broader society, which is where the narratives develop.

Research in the heritage as vector approach focuses on identifying, making accessible and categorising major and minor events, and requires transdisciplinary collaboration between heritage disciplines and between academic and non-academic sources of knowledge.⁶ An active dialogue with the public and businesses is vital in area-wide research, in order to trace informal knowledge and stories about the area. One attempt to compile a landscape biography is the Zandstad project that Vrije Universiteit Amsterdam initiated several years ago in order to identify the bigger picture surrounding an astonishing quantity of historical material about southeast Brabant (data, information and knowledge, maps, statistics and anecdotes) and make it accessible using a range of media. Another example is the WIMBY! project. Here, cultural heritage analysis acted as a catalyst for the revaluation and restructuring of the post-war district of Hoogvliet near Rotterdam. The transformation was shaped by the ideals underlying the original modernist design of the district and the social and cultural ties that have grown up there over the years: both planned and unplanned, physical and non-physical.⁷

⁵ Kolen, J.C.A. (2005). *De biografie van het landschap. Drie essays over landschap, geschiedenis en erfgoed*. Amsterdam: Vrije Universiteit. See also: Hidding, M., Kolen, J.C.A. & T. Spek (2001). *De biografie van het landschap*, in: J.F.H. Bloemers et al., *Bodemarchief in Behoud en Ontwikkeling, de conceptuele grondslagen*. The Hague: NWO.

⁶ Bloemers, T., H. Kars & A. van der Valk (eds.) (2010). *The cultural landscape & heritage paradox; protection and development of the Dutch archaeological-historical landscape and its European dimension*. Amsterdam University Press, Amsterdam.

⁷ Crimson Architectural Historians and F. Rottenberg (2007). *Wimby! Hoogvliet; Toekomst, verleden en heden van een New Town*. NAI Uitgevers, Rotterdam.

	SECTOR	FACTOR	VECTOR
Philosophy	Modernism	Post-modernism	Fluid modernism
Management concept	Hierarchy	Network	Connection
Her. management focus	Object-oriented	Regeneration	Development-oriented
Research focus	Single discipline	Multidisciplinary	Transdisciplinary
Heritage in planning	Isolated	Embedded	Inspiration
Regime	Musealisation	Reuse	Further development
Heritage:planning	Contrast	Contact	Connection

Figure 2
Mutual influence between spatial
planning and heritage management:
three approaches

2.2 Three approaches compared

The approaches presented here differ on a number of essential points. Although it would be beyond the scope of this publication to examine these differences in detail, we would like to distinguish between them on three different levels (philosophical/cultural, institutional, academic), in order to make it clear how they frame heritage issues, how they approach them in academic terms and how they relate them to spatial developments. This is necessary for the interpretation of the review of existing knowledge of the heritage presented in the next chapter.

Philosophical and cultural perspective

From a broad social, philosophical and cultural perspective, the successive development of these different approaches can be interpreted as a transition from modernism, via post-modernism to 'fluid or late modernism' (figure 2).

Although the advent of heritage management in the early 20th century was to some extent a response to modernism in urban planning and architecture, the associated heritage as sector approach was, in a philosophical and cultural sense, influenced by modernism itself. This is characterised by faith in government and, by extension, in scientific academic expertise. It

can be traced in the inherently modernist process of scholarly selection of heritage buildings and landscapes. From this perspective, the selection, listing and management of heritage is a largely specialised activity dominated by experts; an objectifiable activity, based on universalistic, statutory principles and definitions, closely interwoven with bureaucratic planning procedures and based on hierarchical government (instead of governance).

The post-modernism of the heritage as factor approach was less reliant on government, and more on the market, and focused on issues of aesthetics and spatial quality. From this perspective, a logical need arose to establish whether the economic value of the heritage could contribute to its upkeep, or even be transformed into a source of value creation in regeneration projects. This could be negotiated and agreed in public-private partnerships and other, often project-based, networks.

The past decade has seen the advent of the era of fluid (or late) modernity. Sociologist Zygmunt Baumann (2000)⁸ describes this as an era in which everything has become fluid and we must constantly improvise. Associations are only temporary, chaos forms the backdrop to daily life, identity has become a task, public spaces a challenge. The heritage as vector approach is value-driven, and characterised by the

⁸ Bauman, Z. (2000). *Liquid Modernity*. Polity Press, Cambridge.



Figure 3
*Institutional evolution of spatial
 planning and heritage management*
 (design: Joks Janssen)

emotions associated with fluid modernity and private narratives. More than ever, it is about people's mindset, not so much in the simple promotional meaning of the word, but in the sense of a deeply rooted cognitive and emotional orientation towards a place. From this perspective, heritage is regarded as a common search, an enquiring conversation about the contemporary significance of the historical identity of place in the form of location-based narratives and biographies. Management is based not so much on central control as on forging links, bringing together various parties with their own goals and ambitions, in a way that is mutually reinforcing.

Institutional perspective

Modern heritage management emerged around the start of the 20th century on the basis of private initiative. The heritage was above all an 'amateur crusade'. Quickly, however, through a process of 'institutionalisation' and 'professionalisation' heritage management came to be more government-driven. Central government gradually took upon itself the role of creating the necessary conditions for historical engagement in society, of directing national heritage management, assisted by special legislation and regulations.

In the 1980s and 90s there was a shift towards more market forces in spatial planning, causing heritage management to reposition itself, and become a factor in property development and integrated regeneration projects (figure 3). In a parallel development, there was a shift in approach: from a conservational, mainly object-oriented type of heritage management to a more dynamic, development-led form of heritage management. Recently, a process of 'socialisation' has got underway, whereby more scope is being created for issues of social inclusion, public participation and co-creation. It draws attention to people as 'makers' and 'active agents' of a heritage.

Heritage management

A similar process has occurred in the scale of heritage management. Institutionalisation brought a shift from the local to the national level, with central government stepping forward as the guardian of the country's monuments and historic buildings. UNESCO has also given the heritage a global dimension, particularly with the introduction of the World Heritage List in the 1970s. Since the 1980s heritage management has become gradually more decentralised, with local authorities taking over more and more tasks and powers from central

government. Recently, there has been a new emphasis on localism, with owners and managers more overtly seeking new forms of use and perception.

Academic perspective

Whereas, in the heritage as sector approach, valuing, selecting and protecting the heritage is based on the ‘objective’, evidence-based interpretation of canonical, art historical and stylistic information and properties, in the heritage as factor and heritage as vector approaches the heritage is seen far more as a product of social debate and engagement. This development can be described as a transition from logical positivism based on empirically observable and verifiable facts to social constructivism, which allows scope for emotion and engagement, different cultural perspectives and various forms of appropriation (see figure 4). This transition corresponds with a shift in the academic approach to heritage issues: from an inward-looking, technical and instrumental perspective focused on the ‘intrinsic’ value and materiality of the heritage (often referred to in the literature as ‘scientific materialism’) towards a more

open, strategic and political perspective, in which the heritage is understood as the product of a broader social context, and in which non-material dimensions play a role alongside material considerations.

2.3 An expanding repertoire

The three processes described above have led to various ways of approaching our physical past. Our sector, factor and vector categorisation is something of an idealised typology. They have certainly not precipitated any radical shifts between coordination mechanisms. Instead, they have brought about an expansion of the repertoire of heritage management. There has been a gradual broadening of the ambition, scale and scope of heritage management (from the exceptional to the ordinary, from object to site, area and, finally, the environment, from protection to preservation in a dynamic context). In parallel, the fixed, intrinsic and rather static vision of traditional heritage was challenged and a more dynamic, living and vibrant

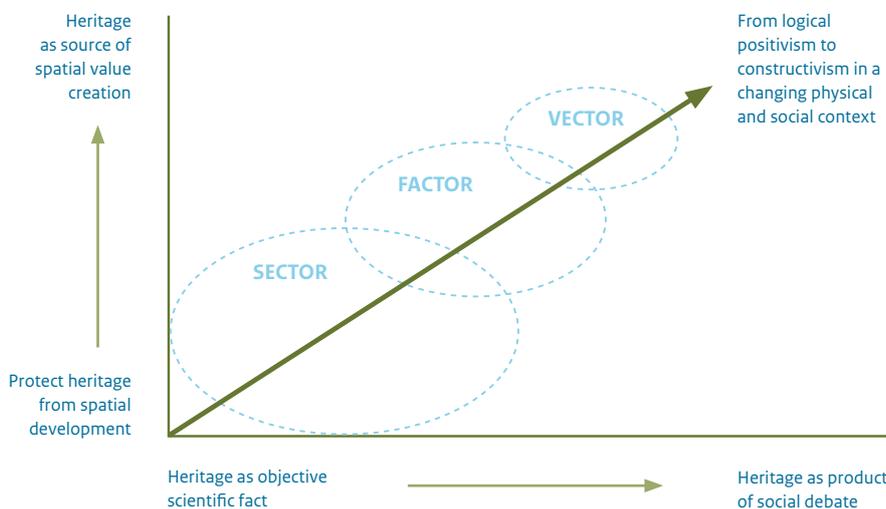


Figure 4
 Transition in the heritage paradigm
 (source: Belvedere educational network, 2009, with additional information by authors)

concept of heritage emerged. As a result, heritage management now has at its disposal a number of mechanisms and logical frameworks for dealing with the past, which in planning practice exist in parallel and in combination, and are mutually dependent.

The number of objects and types of objects regarded as heritage has increased sharply, thanks partly to this broadening of focus. Since the 1960s, thousands of monuments, historic buildings and urban conservation areas have been added to our rich stock of national heritage. After the de-industrialisation of the 1960s and 70s, the industrial heritage was added to this stock and, with the recent dismantling of the welfare state, the modern heritage has now also been added. The heritage as factor approach also brought objects and areas without the status of monument or historic building into the heritage sphere and the heritage as vector approach appears to promise even further expansion – partly as a result of international agreements – to include the non-immovable, intangible heritage. In a parallel development, the scale of heritage management has also expanded. The focus has shifted towards the connections between and context of protected objects, leading to the current practice in heritage management which encompasses entire landscapes.⁹

The latest approach – heritage as vector – is, we argue, no better or more appropriate than the other two. The three different approaches each frame heritage issues in their own way. This naturally results in different ways of formulating questions relating to current heritage challenges and, as a result, different types of knowledge development. The heritage as sector approach will thus translate the challenge posed by the climate change agenda into research into new preservation techniques to curb the degradation of heritage as a result of sea-level rise, for example, while the heritage as vector approach will be more likely to draw attention to the habitus associated with the typically Dutch landscape featuring rivers, water meadows and dikes, and how this

cultural dimension might guide future efforts to make the Netherlands 'climate-proof'. Whereas the heritage as sector approach looks inward - analysing the impact of climate change on the material fabric of the heritage - the heritage as vector approach adversely looks outward- searching for the place-shaping potentials of heritage in a lower-carbon economy.

We therefore see no reason to compare and judge these three approaches to heritage management. If society, economics or policy demands a new approach to heritage challenges, this does not automatically mean that heritage scholars and professionals should meet this demand uncritically and in blind faith. This would be at odds with professional ethics in the disciplines concerned with heritage management and development. The old, more sectoral heritage values are also incorporated into new forms of planning and methodology, in a contemporary way.

We do however see clear added value in a form of heritage management in which these different approaches supplement and enrich each other. Both the global protection of unique UNESCO World Heritage sites and the protection of a characteristic yet mundane building in a village that is given a new purpose in its community are part of this enriched heritage management. The intrinsic historical significance that plays such a key role in the heritage as sector approach, with its associated protection mechanisms, remains relevant, but in a system where there is now also scope for social and economic significance as featured in the heritage as factor approach, and the representative and intangible meanings that feature in the heritage as vector approach.

⁹ The exponential growth in heritage raises a number of questions in itself. Should we continue designating and protecting heritage or should we not also learn the art of forgetting, alongside the art of orderly preservation? Harrison has observed that, although we have embraced a more dynamic definition of the heritage in recent decades, we have not behaved accordingly, simply continuing to add things to official lists of protected monuments and buildings, and removing nothing. As he puts it: '...we have rarely turned to reconsider past conservation decisions, but have simply continued to add to existing heritage "lists" and registers, allowing them to swell and replicate. With all of these factors contributing to the exponential growth of heritage in the late modern world, we have very rarely considered processes by which heritage objects, places and practices might be removed from these lists, deaccessioned from museums and galleries or allowed to fall into ruin without active intervention'.

Harrison, R. (2012). Forgetting to remember, remembering to forget: late modern heritage practices, sustainability and the 'crisis' of accumulation of the past, *International Journal of Heritage Studies*, DOI:10.1080/13527258.2012.678371.

3 Existing knowledge of the heritage

In the previous chapter we described three approaches to the heritage, how they relate to the physical past, and how they attempt to give that past a role in current spatial challenges and developments. In this chapter, we outline the state of knowledge in each approach, and look at on-going research, as a prelude to the research themes presented in chapter 4 and the programme lines in chapter 5.

The new heritage management is concerned above all with issues of reuse, where economic interests, cultural value creation and social vitality are inextricably linked. In this context, there is also a growing demand for new knowledge. The new approaches bring with them new requirements in terms of knowledge. What does this development imply for professional heritage management? How should heritage professionals approach and work with the public, designers, planners? What knowledge can they bring to the planning process?

The heritage as sector, factor and vector approaches each have their own *raison d'être* in current practice. However, since the heritage as sector approach has a much longer tradition of research, there are major differences in the current level of knowledge in the different approaches, and the way in which knowledge has been developed in recent years.

3.1 State of knowledge in heritage as sector approach

The heritage as sector approach, focusing on the formation of a (national) collection and a canon, is the oldest form of heritage management practice. It is strongly rooted in a range of institutions, and encompasses the largest body of knowledge. Since the introduction of official heritage management, academics have engaged in research to provide the knowledge and tools required. The term 'sector' indicates that this research is organised, framed and delineated

on a highly disciplinary basis, with recognisable centres in the academic world.

It has been mainly the historical sciences – historical geography, history of architecture and urban planning, and archaeology – that traditionally have been related to heritage management. Desk research, fieldwork, excavation, analysis of historical maps, structural surveys: these are just some of the methods used in these disciplines to identify the development history and age of the heritage, and to diagnose its condition and state of preservation, in order to be able to protect and preserve it. As such, over the past decade, a huge body of literature has been built up concerning the assessment, selection, protection and maintenance of the heritage, often neatly ordered by category, building or landscape type. From a taxonomic viewpoint, buildings, archaeological structures and sites, assemblages, urban patterns and complete landscapes have been surveyed, described and, in many cases, assessed and selected. Criteria like intactness, rarity and representativeness are key. There has been much discussion within individual heritage disciplines about methods of surveying, restoration and maintenance. The Heritage Review of 2009, published by the Cultural Heritage Agency of the Netherlands, provides a summary of the current state of knowledge in the sector approach.¹⁰ At a more fundamental level, research has also been conducted into the cultural foundations of heritage management and attitudes to intervention and restoration.¹¹

Technical disciplines – like restoration sciences and structural engineering – soon became involved in the heritage as sector approach as, eventually, did legal and planning disciplines. It was not without reason that Salvador Muñoz Viñas argued that the conservation professional is characterised by two factors: physical proximity to the object and highly specific knowledge.¹² In this approach, the diagnosis and analysis of the state of a building, its restoration, the tangibles and the process of degradation are traditionally subjects for technical research. Thanks to developments in

¹⁰ Beukers, E. (ed.) (2009). *Erfgoedbalans 2009; archeologie, monumenten en cultuurlandschap in Nederland*. Cultural Heritage Agency, Amersfoort.

¹¹ For an interesting summary see: Kuipers, M. (2012). *Culturele grondslagen van de Monumentenwet*. Bulletin KNOB 111, pp. 10–25.

¹² Muñoz Viñas, S. (2005). *Contemporary Theory of Conservation*. Elsevier, Oxford.

technology, there has been a huge increase in this type of knowledge. Geographical information systems, digital modelling techniques, microanalysis, 3D laser scanning and similar technologies have given us ever more precise and sensitive methods of surveying, documenting and processing information on the 'inherent' qualities of the heritage. Furthermore, research into legal and planning aspects got underway in the 1970s, including at international level. A great deal of research has been devoted to the implications of the various sectoral protection regimes and monument statuses, such as the UNESCO World Heritage List, and the integration of these regimes and statuses into the spatial planning system. This has in fact been a matter of framing intended or proposed protective interventions by means of legal or planning instruments.

The need to assess value, the key way of legitimising active prevention measures, has almost completely dominated the heritage as sector approach, including at international level. Indeed, preservation and protection on the one hand, and research (academic or otherwise) on the other have propped each other up for decades, just as the science of ecology and the spatial challenge of nature conservation have long legitimised each other. This situation is not sustainable. Nowadays, an expert's assessment of historical value is just one way of attributing value. The professional system of assessing the value of heritage is under pressure, as a result of various political and social trends.¹³ They include administrative decentralisation, shrinking financial resources, the development of new media that provide easy means of sharing knowledge and information, and enable civil society and private individuals to be more assertive. The same trend can be seen in the system of diagnosing and socially framing legal and planning interventions.

Nevertheless, the research performed for the heritage as sector approach will always be relevant and significant, albeit in an altered context and/or form. A traditional assessment of cultural and historical value is still needed for

planning decisions (in environmental impact assessments, for example) and selection decisions (concerning objects from the post-war reconstruction period or nominations for the World Heritage List, for example). That is why value assessment is still a subject of research and papers are still published on it, in connection, for example, with the new Spatial Planning Act, which obliges local authorities to consider heritage interests in their zoning plans.¹⁴ And diagnosis of the state of the structure and maintenance of historic buildings and landscapes also remains relevant when it comes to regeneration or redevelopment, particularly in the light of new developments like climate change and the surplus of vacant buildings in Dutch cities.

3.2 State of knowledge in the heritage as factor approach

The heritage as factor approach, which focuses on revitalisation and negotiation, first flourished in the late 1980s and early 1990s, when heritage management began to orient itself more explicitly towards the economy. As previously argued, a developing realisation of the economic potential of heritage was a major feature of these years. Prior to this, 'building for the community' in the urban regeneration projects of the late 1970s had in fact been an example of the heritage as factor approach. Existing urban structures were recognised as valuable, not so much from a historical point of view as from a social perspective. The new heritage management playing field expanded further as a result of, among other things, the decentralisation of policy on monuments and historic buildings in the 1980s and the government's growing market orientation over the same period, which brought new challenges and raised new research questions. Around the turn of the 21st century the Belvedere memorandum gave this trend direction and meaning, with a national incentive programme. The heritage was placed in the framework of dynamic planning and decision-making processes as part of spatial

¹³ Bazelmans, J. (2012). 'Erf-goed, waarde in meervoud', *Vitruvius* vol. 5, no. 20, pp. 14-20.

¹⁴ 'Cultuurhistorisch onderzoek in de vormgeving van de ruimtelijke ordening; aanwijzingen en aanbevelingen'. Cultural Heritage Agency brochure, 2013.

planning and regeneration projects. As a result, more and more parties became involved in the heritage: property developers, housing corporations, investors, local authorities, interest groups and users.

Knowledge development and enhancement in the context of heritage as factor primarily aims not to improve our understanding of the cultural and historical value of heritage, but to ensure we enter fully prepared into negotiations. Heritage professionals become distinctly outward-looking, entering into dialogue with the public, industry, civil society. Each of these parties has their own views as to the desirability of regeneration or redevelopment of heritage and what form it should take, and their own goals, vision, logic for action and strategy. Motives overlap here and there, but they also often conflict. That is why in the heritage as factor approach research focuses on the co-production of policy, coordination, negotiation, the development of shared prospects for action, mobilisation of funding etc. The relationship between the heritage and, for example, urban development, water management, nature conservation and property development is key. Research mainly considers how the heritage can play a role in the current social and spatial context, which often differs substantially from that which it gives it its 'intrinsic' cultural and historical value. Heritage makes a place more attractive to live, work or invest in, and therefore also represents social and economic value. As such, it can prompt a process of regeneration.

In view of this strong orientation towards the economy and society, issues associated with determining economic value and social value creation are key. In addition to the historical sciences that have traditionally been concerned with the heritage, disciplines like economics, public administration, design and management sciences feature in the heritage as factor approach. They produce knowledge about what revitalisation and negotiation strategies are needed to give heritage a new life in the context of regeneration projects. In this process, heritage is valued and diagnosticised in such a way that

it can play an active and productive role in new plans and projects. Economists, for example, build models to determine the monetary value and the direct and indirect financial benefits of heritage. This allows it to be included in the social cost-benefit analysis of projects, or financial accounting, or land development. Planners and public administration experts develop models that allow coalitions to be formed and agreement to be reached in a highly fragmented governance system featuring a range of parties, powers and desires. And in design studies, researchers have recently explored how historic buildings, districts or cultural landscapes can be incorporated into today's environment. This research has revealed a huge supply of new references to which heritage professionals can refer in planning processes, but has of course also raised questions as to the relationship between the various values attributed to the heritage.¹⁵

The accumulation of knowledge and expertise in the heritage as factor approach focuses primarily on developing methods and instruments that relate heritage to other sectors, and on mobilising the necessary partners and financial resources. In this view, assessment of value by academics and professionals makes way for collaborative ties between parties that are prepared to invest in managing the heritage. Generalizable research into factors that determine the success or failure of regeneration and redesign processes ('adaptation') is important in the heritage as factor approach, as is research to determine how and to what extent the heritage can become a distinctive element of quality in a context where there is excessive spatial and economic pressure, or how the cultural heritage can give a region experiencing demographic shrinkage an economic or tourism boost. 'Factor research' therefore focuses above all on the methodological and strategic level. It is conducted at various Dutch universities and institutes, and involves a great deal of collaboration between disciplines. Various centres have now emerged in this research effort (see also appendix 1). They include Wageningen University and Research Centre (heritage and participation,

¹⁵ Labuhn, B. and E. Luiten, *Design with heritage* (forthcoming).

governance)¹⁶, Vrije Universiteit Amsterdam (heritage and economics,¹⁷ heritage concepts¹⁸), Groningen University (heritage and tourism, landscape heritage), Eindhoven University of Technology (World Heritage), Delft University of Technology (heritage and intervention) and the Cultural Heritage Agency (redevelopment and regeneration).

Over the past ten to fifteen years this know-how and these skills have been applied and enhanced in a large number of pilot projects, prompted partly by the Belvedere programme,¹⁹ and they have also been the subject of more theoretical consideration. This has not really happened systematically, however. The knowledge is largely fragmented, and has rarely been taken to a higher level of understanding, with a few exceptions (particularly in terms of research into economic valuation). Here lies a major challenge. Perhaps even more important, however, are the new conditions for regeneration projects resulting from decentralisation, the financial and economic crisis, the housing bubble and demographic shrinkage. The cyclical and structural implications of this – in the form of austerity, declining investment, selling of heritage property (including government property), cuts in restoration grants etc. – require new methods and instruments for revitalisation and negotiation.

3.3 State of knowledge in the heritage as vector approach

The heritage as vector approach, which focuses on development and continuity, is scarcely institutionalised, given its short history. It has not developed a distinct body of knowledge as yet. Knowledge is however being acquired, both in academia and in the outside world, by heritage organisations and by design agencies. The focus is largely on understanding how a specific area developed in the past, preferably over a very long period, with sensitivity to the cultural and political dimension of heritage and the associated issues of identity. In this approach,

historical research is expected to lead to the discovery, description and graphical depiction of historical lines of development in a tangible, morphological or narrative sense. That is why the metaphor (and method) of a ‘biography’ is so often used: a description and analysis of the process of development particular to an area, as can be derived from all kinds of sources (movable and immovable, tangible and intangible), with the goal of entering fully prepared into the next phase of development. If there is one thing that typifies the research conducted in support of this approach, it is the trans-disciplinary integration of knowledge, both the ambition of achieving internal integration between historical sciences and external integration with other sectors and fields of policy (particularly cultural policy). All strands of knowledge, whether derived from academically trained professionals or amateurs, are after all important when it comes to understanding the common thread (or threads) running through the history of an area.

It is not only academic knowledge of buildings or landscape features that is relevant in this approach, but also intangible aspects such as oral history and stories about buildings and landscapes. In general one could argue that a cultural shift in understanding heritage occurred with the emergence of the concept of ‘intangible heritage’ in the late 1990s: from permanence and material culture to narratives and ephemerality. The concept of Intangible Cultural Heritage allow frameworks to be constructed that place individual monuments and historic buildings in a narrative of which residents also form part, and with which they can identify. Such frameworks not only reflect respect for the past, the people and the life of an area, they also provide a window on the past, allowing the next step to be taken in the area’s development. Planners, designers and historians act as well-trained, well-informed, critical storytellers in search of connections between long-term historical developments and local recollections, and contemporary spatial processes and meanings. In research, planning and design practice the results of this kind of biographical research are often referred to as DNA,

¹⁶ Duineveld, M. (2006). Van oude dingen, de mensen, die voorbijgaan. Over de voorwaarden meer recht te kunnen doen aan de door burgers gewaardeerde cultuurhistorie. Eburon, Delft

¹⁷ A study on this subject was also performed as part of the Belvedere programme: Ruijgrok, E.C.M. (2006). The three economic values of cultural heritage: a case study in the Netherlands. *Journal of Cultural Heritage* 7, pp. 206–213.

Over the past few years Vrije Universiteit Amsterdam, in collaboration with Nicis/Platform 31 and other partners, has conducted a research programme and has now published an initial summary: S. van Dommelen and C.J. Pen, eds. (2013). *Cultureel erfgoed op waarde geschat; economische waardering, verevening en erfgoedbeleid*. Platform 31/Vrije Universiteit/ University of Twente, The Hague.

See also J. Rouwendal (2013). *Oud goud; economische waardering van cultureel erfgoed* [‘Old gold; economic valuation of the cultural heritage’]; lecture given on appointment to the chair of economic valuation of the cultural heritage, on behalf of the Ministry of Education, Culture and Science/Cultural Heritage Agency at Vrije Universiteit Amsterdam on 14 March 2013.

¹⁸ Bosma, K. & J. Kolen (eds.) (2010). *Geschiedenis en ontwerp; handboek voor de omgang met cultureel erfgoed*. VanTilt, Nijmegen.

¹⁹ For a summary and review, see Witsen P.P. & M. Dings (2010). ‘Belvedere.nu; praktijkboek erfgoed en ruimtelijke ontwikkeling’. Matrij, Utrecht.

the historical topography the product, as it were, of a genetic code that can only be deciphered through conscientious analysis.

The accumulation of knowledge and expertise in the heritage as vector approach focuses primarily on developing concepts, methods and instruments that allow the heritage to be used as a source of inspiration for regeneration projects. A source that enriches the overall plan development process, giving it meaning and direction. Attraction, appeal, emotion and attachment are vital. Allowing cultural and historical knowledge to be communicated via modern media and using emotional connections to history requires a form of knowledge production that is developed in consultation with residents, designers, planners and developers. It is a matter of creating an environment in which people from different worlds – including the non-academic – can shape their relationships and attribute meaning. This is a common endeavour, in which all partners (and the cultural and historical knowledge they contribute) are equal. In recent years, a number of experimental practices have explored this kind of conversation between experts and non-experts, aided by new ICT applications (visual databases, biographical websites, wiki-type sites, crowdsourcing etc.). One project in which historical information on an area was collected, charted and evaluated in an open and interactive planning process concerned the landscape of the Drentse Aa region. Historical geographers, landscape architects, nature and landscape conservation groups and local residents worked together to produce a landscape biography and an associated ‘landscape vision’.

The approach to heritage as a vector, as a comprehensive element giving direction to spatial planning, is still under development. The ‘Preserving and Developing the Archaeological Resource’ (BBO) research programme, which put the concept of landscape biography into practice, has played an important role in this process. A major summary of the BBO programme was published in 2010.²⁰ The programme made major steps forward, particularly

in terms of integrated archaeological and historical-geographical research, thanks partly to a series of conceptual surveys and experiments. The emphasis of BBO was therefore on fundamental knowledge.²¹ In an urban context, the Urban Renewal Cultural Incentive Scheme (Cultuurimpuls Stedelijke Vernieuwing) helped develop this way of thinking. This scheme was linked to the second phase of the government’s Urban Renewal Investment Budget (2005–2009), and called for ‘cultural urban planning’.²² The goal was to link physical and spatial policy for urban renewal with cultural policy, and allow new and historical cultural qualities to influence and inspire spatial processes. This gave rise to a series of design experiments in which culture and the cultural heritage played a role in guiding major maintenance work in urban areas.

The heritage as vector approach is out to achieve more differentiated cultural value creation, encompassing not only the cultural/historical or the economic, but also (and above all) the social layering in the heritage: the different ways in which different people and groups identify with the heritage and attach meaning and significance to it. The attendant shift from artefacts to people is appropriate in an age where, alongside public authorities and commercial parties, users themselves are also given scope to invest in spatial development. Thus, civic society is no longer a passive recipient of heritage values, but playing an active role in the ‘making’ of heritage. Knowledge development in this area is still in its infancy. A great deal of knowledge is still required, not only to allow a usable conceptual, methodological and instrumental system of concepts and procedures to be developed, but also for this approach to be applied in spatial planning. The heritage as vector approach provides new opportunities at a time when spatial planning is abandoning large-scale, government-led and sweeping developments for more organic, gradual development strategies. The social orientation of the heritage as vector approach creates space for initiative, grassroots support and public participation.

²⁰ Bloemers, T., H. Kars & A. van der Valk (eds.) (2010). *The cultural landscape & heritage paradox; protection and development of the Dutch archaeological-historical landscape and its European dimension*. Amsterdam University Press, Amsterdam.

²¹ See, inter alia: K. Bosma & J. Kolen (eds.), (2010). *Geschiedenis en ontwerp. Handboek voor de omgang met cultureel erfgoed*. Vantilt, Nijmegen.

²² Aarsen, A., T. de Boer, B. Colenbrander, A. Lengkeek & M. Lahr (eds.) (2004). *Cultuur en stedelijke vernieuwing; denkboek voor de cultuurimpuls ISV*. Ministry of Education, Culture and Science / Ministry of Housing, Spatial Planning and the Environment, The Hague, pp. 128–153.

Conclusions: the state of knowledge

Different focal points in each approach

Each approach has its own focal point when it comes to the accumulation of knowledge. A huge body of knowledge is available for the heritage as sector approach. A great deal of research focuses on keeping this knowledge up to date. In consequence, the results of historical, planning and legal research associated with this approach are traditionally geared towards technical practices of conservation and processes of heritage management, through the development of new tools for value assessment, adaptation and management.

In the heritage as factor approach, broad experience has been gained in recent years in projects where the heritage has been incorporated at various levels of abstraction into spatial plans and designs, particularly in the Belvedere programme and the pilot projects carried out under this programme, numbering over 400 in total. There has been extensive experimentation to explore how cultural and historical knowledge can be used in spatial transformation challenges. In recent years, this approach has been applied to redevelopment and strategies to deal with vacant properties (under the auspices of the National Regeneration Programme). Thus far, however, individual case studies have dominated, and we do not yet have a thorough understanding of the socioeconomic, political/administrative, geographical and cultural policy factors that determine the success or failure of more dynamic, development-oriented heritage management.

The desire for customisation currently dominates heritage and spatial development practice. Although heritage management is currently on the cusp of a new stage in its development of knowledge, towards a heritage as vector approach in which the cultural heritage guides spatial

development, few of the many pilot projects and examples of best practice from the previous stage have as yet been taken to a higher level of validity.

Few crossovers between the three approaches

The three approaches to the heritage – as sector, factor and vector – have developed in chronological succession. They exist in parallel, but there is as yet little interaction between them. To a certain extent, each has its own academic practices, with its own communication channels and platforms for knowledge exchange. They can be described, in chronological succession, as disciplinary, multidisciplinary and transdisciplinary. Depending on the complexity of the preservation challenge and the parties involved, different academic disciplines work together and with society.

This is not an exclusively Dutch phenomenon. A recent paper by Tim Winter²³ showed that the two most important journals on cultural heritage – the *International Journal of Heritage Studies* and the *Journal of Cultural Heritage* – each represents an independent field of academic production: the former socially oriented, the latter technically oriented. There is remarkably little overlap or cross-fertilisation between them, and each has its own distinct readership. Winter therefore concludes that though some deep-rooted obstacles will have to be overcome to make crossover research possible, there is much to be gained from it. Linking various types of research within the three approaches should also be given further consideration in Dutch research practice over the coming period.

Pragmatic and nationally-oriented

The vast majority of Dutch heritage research is highly pragmatic and largely national in scope.

²³ Winter, T. (2012). Clarifying the critical in critical heritage studies, *International Journal of Heritage Studies*, DOI:10.1080/13527258.2012.720997.

This pragmatic research tradition is undoubtedly associated with the very dynamic context of Dutch spatial planning (which is often described as unique) over the past few years, and its deeply rooted moral geography:²⁴ the belief of the Dutch that they can control the land and the water, and have an obligation to do so. As archaeologist Jan Kolen once remarked, this pragmatic approach in the heritage sector has also turned inwards, leaving little room for a critical, reflective, internationally-oriented

attitude in which unproblematised notions that occur in contemporary heritage management are open to debate.²⁵ This occurs more explicitly in the Anglo-Saxon research world, for example. There, in *Critical Heritage Studies*,²⁶ much more attention is focused on the contextual (political and cultural) dimensions of heritage management, and thus on associated issues of power, social inclusion and exclusion, multiculturalism etc. These issues are also examined in an international comparative context.

²⁴ Schama, S. (1988). *The Embarrassment of Riches: an Interpretation of Dutch Culture in the Golden Age*. Random House, New York.

²⁵ Kolen, J. (2010). De nieuwe agenda voor erfgoed. Over de noodzaak van het politieke debat over de culturele waardeproductie in onze leefruimte. In: R. Brons (ed.), *Cultuur als confrontatie. De ruimtelijke agenda na Belvedere*. Sfa, Rotterdam.

²⁶ See inter alia: Smith, L. (2006), *Uses of Heritage*. Routledge, Londen/New York.

4 Heritage and spatial development research themes

Building on the development of knowledge described in chapter 3 and the successive processes of institutionalisation, marketisation and socialisation revealed in chapter 2, this chapter considers what themes should be included in a national research agenda concerned with the interface between heritage and spatial development. We propose a number of coherent themes that are suitable for multidisciplinary collaboration, for crossovers between the heritage as sector, factor and vector approaches, and for research that transcends the merely pragmatic. They tie in with the international debate on immovable heritage, so international and comparative research might also be conducted.

4.1 Heritage and spatial development knowledge matrix

We have used a knowledge matrix (*figure 5*) to systematically survey the knowledge available at the interface between heritage and spatial development. The columns focus on the heritage cycle. This cycle of heritage formation is drawn from the international literature on heritage management.²⁷ The immovable heritage – in the form of buildings, complexes, landscapes etc. – is after all constantly being reformed, selected and constructed. This is a dynamic process in which a number of steps and/or stages can be identified, which we have called (1) meaning, (2) value, (3) adaptation and (4) management.

1. ‘Meaning’ is about things associated with the more fundamental view of immovable heritage, and its explicit or implicit appropriation by various professional parties and groups in society. It is about the dynamic ‘construction or interpretation process’ of heritage, whereby an object, area or landscape acquires an additional, symbolic value that transcends its purely practical or economic significance. As soon as an object is

discovered as being worthy of heritage status – by professionals or by broader society – all kinds of shifts occur in the meaning and use of that object.

- 2. ‘Value’**, like ‘meaning’, has been broadly interpreted. Various values can of course be attached to heritage (with their own associated assessment system), ranging from the economic and financial to the social and cultural.²⁸ ‘Value’ is about the crucial process of attributing value to heritage objects and sites in the broadest sense. After all, anything that is regarded as valuable generally deserves to be used (or re-used), preserved or cherished in some way. Something that is believed to have no value will be neglected, destroyed or discarded.²⁹ Rubbish or heritage: it is essentially a matter of different value assessments.³⁰
- 3. ‘Adaptation’** concerns things associated with the literal or figurative transformation of immovable heritage: listing, designation, restoration work to prevent dereliction or specific design interventions to make heritage suitable for new uses and/or functions.
- 4. ‘Management’**, finally, concerns actions designed to maintain the state of preservation of immovable heritage, including planning policies, quality assurance and financial management, and also actions based on planning regimes designed to protect the heritage value of a landscape, as well as efforts to keep the public informed about the heritage and its condition and thereby maintain public support for it.

²⁷ Howard, P. and G. Ashworth (1999). *European Heritage. Planning and management*. Intellect, Exeter.

²⁸ Bazelmans, J. (2012). ‘Erf-goed, waarde in meervoud’, *Vitruvius* vol. 5, no. 20, pp. 14-20.

²⁹ Bazelmans, J. (2013). ‘Waarde in meervoud, naar een nieuwe vormgeving van de waardering van erfgoed’. In: S. van Dommelen and C.J. Pen, eds. (2013). *Cultureel erfgoed op waarde geschat; economische waardering, verevening en erfgoedbeleid*. Platform 31/Vrije Universiteit/ University of Twente, The Hague.

³⁰ Rooijackers, G. (2005). ‘De musealisering van het dagelijks leven. Cultureel erfgoed tussen bewaren en vergeten’, in: R. van der Laarse (ed.), *Erfgoed, Identiteit en musealisering*. Het Spinhuis, Amsterdam.

The rows in the matrix show three levels of reflection, which we have characterised as (1) fundamental, (2) methodological and (3) instrumental. These represent three different forms of academic research.

- 1. Fundamental research** at the interface between heritage and spatial development is concerned with the theoretical, interpretive and/or exploratory study of the principles underlying existing heritage paradigms, approaches and/or procedures.
- 2. Methodological research** works within the existing boundaries of heritage theory to develop economic or econometric methods, for example, for validating heritage, or to develop design concepts for re-use.
- 3. Instrumental research**, finally, focuses on the development, standardisation or validation of instruments for the practice of heritage preservation and development. This might include the design of an assessment framework or checklist for climate-proofing built heritage, or a guide for the regeneration of industrial heritage sites.

It is worth noting, though hardly surprising, that the focus of recent research has been different in each approach. Research in the heritage as sector approach currently largely takes place at the instrumental level, partly because of the

large quantity of knowledge already available at the methodological and fundamental level (though some of it is becoming outmoded). In the heritage as factor approach research focuses on both the instrumental and methodological levels. There are still gaps at the fundamental level. In the heritage as vector approach, most academic research is currently taking place at the fundamental level, and the decisive steps to the methodological and instrumental level have yet to be taken. However, even this largely fundamental ‘vector research’, based on a reflexive, layered and dynamic concept of heritage, is oriented towards pragmatic Dutch planning practice, and is therefore in fact ‘instrumental’ in nature.

We can summarise the knowledge needs over the forthcoming period in one key concept in each cell of the knowledge matrix. This explicitly reflects the process of socialisation and the associated heritage as vector approach, with its implications for the ownership of heritage, the regeneration challenge and the diversity of values that is emerging. The advent of the heritage as factor approach and the commodification process gave rise to similar questions, which have not however all been answered adequately and, in the new reality of demographic shrinkage and stagnating growth, also require new answers. But we must ensure that we maintain the knowledge needed in the heritage as sector approach, too.

	MEANING	VALUE	ADAPTATION	MANAGEMENT
FUNDAMENTAL (theoretical level)	representation	differentiation	legitimisation	reintegration
METHODOLOGICAL (strategic level)	co-creation	valorisation	transformation	coalition
INSTRUMENTAL (operational level)	adoption	formalisation	quality assurance	self-organisation

Figure 5
Survey of research themes

4.2 MEANING

The meaning individuals and groups attribute to immovable heritage is changing, partly as a result of shifts in the relationship between government and society. This provides insight into dynamic processes that determine what people perceive as heritage, how they appropriate that heritage and, by extension, what alternative strategies exist for heritage management. Challenges involving meaning in heritage management concern its social and cultural significance in an increasingly pluralist society (the fundamental level), processes of public engagement and identity (the methodological level) and the changing allocation of responsibility between the public and private sectors (the operational level).

FUNDAMENTAL: Representation

The evolution in heritage management from the heritage as sector approach to the heritage as factor and then vector has arisen from fundamental shifts in the attribution of meaning. In a sense, perception of the past has become more personal, i.e. less collective and 'anonymous'. With the gradual erosion of nation states, virtually everything has become a potential source of historical experience. This shift brings new challenges for formalised and institutionalised heritage management. While heritage management has traditionally focused on the formation of a canon from a national cultural perspective, nowadays a multiplicity of meanings are attached to the heritage. With such a multiplicity of ideas, value assessments, knowledge, values and standards in society, the question of how we want to represent the immovable heritage is always bound up with the question of whose heritage should be represented. To what extent do the monuments, buildings and rural and urban conservation areas represent the different groups in Dutch society? What traces of the past do we want to preserve in a world of growing variety and cultural contrasts? The meaning that policymakers and academics attribute to the heritage, which provides the basis for the selection

of heritage for protection, is by no means always consistent with the meaning society attaches to it.

The need for broader social representation and meaning has been fully acknowledged in practice. Individual projects deliberately seek to enter into dialogue with the public and with the business community. But there is little scientific insight into what actually motivates them. We know little about how the heritage is created, constructed and perceived in society. As a result, there has been no critical reflection on these matters. There are, for example, very few research data on how the diversity of cultural backgrounds and interests in society impact on the significance various groups attach to the heritage. This is the other side of the pragmatic tradition of Dutch heritage research. This observation gives rise to the following question:

What importance do different cultural groups attach to what heritage, what meanings and memories do they associate with places in the landscape and in urban areas, and how do they relate to the traditional criteria of heritage management? How can we foster dialogue between heritage management and our pluralist society?

METHODOLOGICAL: Co-creation

Alongside the increased differences in the meaning attributed to heritage, over the past few years the dominant role of official heritage institutions has been challenged by grassroots initiatives. The trend towards growing public participation, leading ultimately to co-creation, has not passed the world of heritage by. The active, material appropriation of old defence structures like the Atlantikwall, the Nieuwe Hollandse Waterlinie and the Stelling van Amsterdam by fans of military monuments – organised to different extents – is one example, as is the rescue and modest regeneration by local residents of the Wagenwerkplaats railway in

Amersfoort, the active restoration of rambling routes and vegetation along parcelling boundaries in the Ooijpolder near Nijmegen and the introduction of historically accurate colour schemes for city centre facades in Dordrecht. All these initiatives were launched by non-governmental bodies, associations and private individuals, and have had a major impact on the management and perception of the historical environment. Professionals no longer always take the lead in such matters.

The knowledge needed to respond successfully to this trend has not been taken to a general level of acceptance. As a result, it is still not fully clear to heritage experts, planners and designers what procedures and roles are appropriate in such situations. How is it possible to do justice to grassroots initiatives that aim to enhance spatial quality and what does this imply in terms of assessing the value of heritage? The rise of the network society and changes in administrative style (from government to governance) are causing the system of value attribution to shift: it is now becoming a matter of debate and consensus between collaborating parties. How can such a joint process of value attribution be organised? And how should we respond to situations where the public are prompted to overt action in the knowledge domain of heritage management, and come into conflict with private interests or traditional heritage management? Are different ways of attributing meaning and value mutually exclusive, or is there potential for agreeing broadly accepted common values? We know little about how the public organise themselves when it comes to matters of heritage management. Nor do we have much understanding of the administrative problems of guidance and accountability in a context where policy on the cultural heritage is co-created and co-produced. We have made little progress on the development of organisational forms for the modernisation of heritage management, while there is clearly a need for them. Research is therefore needed to address the following question:

.....

What opportunities and risks are associated with a heritage system that offers more scope for co-creation and public participation, and what kind of administrative form would be appropriate for a more pluralist type of heritage management?

.....

INSTRUMENTAL: Adoption

Over the years, including during the period when the government took control of heritage management, a large proportion of monuments and historic buildings have remained in private ownership. Owners kept them in reasonable condition and passed them on to their descendants, increasingly helped by grants towards the cost of maintenance and restoration. These payments gradually grew into a structural grants policy. Now that the government is taking a step back, the question as to the scope of and relationship between public and private instruments of heritage management once again becomes relevant.

The new relationship between public and private raises all kinds of questions about how heritage management instruments should be deployed. Can central government simply abandon part of its responsibility? Or has it interfered too much in the cultural heritage in the past, overstretching itself? How should we regard the relationship between the current stock of national listed monuments and historic buildings and the grants available? Is heritage policy financially healthy or not? How willing are private parties to adopt parts of the national heritage? Following on from these questions, we need to know more about the support (financial and otherwise) for heritage preservation beyond its consumption – i.e. the opportunity to enjoy and experience the heritage. What capacity does the current (and future) market have to absorb the large numbers of heritage properties falling vacant? Research should show how much private support there is when it comes to the production side, the investments

required, now that public resources for this purpose are on the decline. How interested are non-traditional heritage managers in initiating and participating in processes, and what does this imply for the institutional and financial frameworks and rules? Are the existing examples of the adoption of monuments and historic buildings by private individuals, investors and entrepreneurs – either individually or collectively – just incidental or can the government rely on it on a structural basis? The key research theme concerns ‘adoption’:

.....
What opportunities and risks are associated with more privately administered and funded heritage management that draws on the investment capacity of civic parties for restoration, maintenance and redevelopment? What financial and other arrangements might feasibly be offered to stimulate private initiative and private investment?

4.3 VALUE

Challenges concerning the value of heritage relate to the multiple ways of assessing and increasing value (the fundamental level), processes and techniques for valorisation and evaluation (the methodological level) and the way in which heritage values are considered in policy decisions, through such tools as environmental impact statements, social cost-benefit analyses and zoning plans (the operational level).

FUNDAMENTAL: Differentiation

In the heritage as sector approach the (cultural and historical) value of heritage is largely, if not exclusively, as determined by experts. This concept of value is still relevant, but in the heritage as factor and vector approaches it is no longer the only thing that counts. Heritage that has a function in society and provides a source of inspiration has value that does not necessarily correspond to the values assigned by heritage professionals. This means that the concept of ‘heritage value’, part of the official heritage discourse, requires thorough revision. In the heritage as factor approach it is mainly about determining the added value that heritage can bring to a project or area. This value might arise from opportunities for synergy with other sectors, such as the economy, water management or housing. In the heritage as sector approach, questions are more broadly worded and concern, for example, research into the way that the knowledge in a biography method can be woven into spatial planning processes. In these last two approaches, social appreciation has autonomous significance, alongside academic value assessment. This social appreciation also gives the heritage economic or emotional significance, but this can differ strongly from one group to another.

The need to review the concept of value is thus closely linked to the marketisation of the heritage that has been occurring since the 1980s and 90s, and with the more recent process of socialisation, propelled by, amongst others, processes of globalisation, migration and

transnationalism. There has however been insufficient fundamental research into the way different groups within society assess and augment the value of heritage. What properties give an object or structure the quality that prompts the desire to preserve it? The key question concerns differentiation:

.....

How do social heritage values form, and how do they relate to the traditional values of heritage management and the value systems in the heritage as sector, factor and vector approaches?

.....

METHODOLOGICAL: Valorisation

The heritage as sector approach has a long tradition of value assessment that now requires further fine-tuning. Assessment of the economic value of heritage has not yet reached this stage, however. How should we determine the financial and economic value of heritage? What opportunities for development does this provide? Hedonic pricing analysis (in which the willingness to pay for a non-tradable good is derived from its effect on the value of tradable goods) shows that monuments and historic buildings are valued. Location choice models can be used to show that the presence of a historic centre makes a municipality – and surrounding municipalities – attractive as a place to live. The presence of heritage also increases the chance that people will visit a place on a domestic holiday or daytrip.

Recent studies by Vrije Universiteit Amsterdam³¹ and the University of Twente have shown that heritage can increase the value of the surrounding area, and thus also of other property. It would not, however, appear to increase it enough to attract investment into the surrounding area, resulting in the economic strengthening of that area. Nevertheless, it would be useful to consider ways of using redevelopment and the maintenance of monuments and historic buildings to boost entire areas. For example, we know too little about

the role heritage can play in restarting stalled regeneration projects.

Research is needed to develop a new model of economic valuation that strikes a balance between profitable and non-profitable properties and potential. It would seem particularly important that we find ways to close the gap between value assessment and policy practice. Can investment in heritage help curb the decline of a neighbourhood and break the downward spiral? Methodological research themes thus focus on the valorisation of economic values. The key research question for the coming period is:

.....

What are the underlying mechanisms whereby heritage increases economic value and how can we more successfully measure the causal effect of heritage on economic development?

.....

INSTRUMENTAL: Formalisation

Thanks to the modernisation of heritage management, zoning plans currently have to be based in part on an integrated cultural heritage analysis. This raises questions as to the comparability of the various perspectives involved in such an analysis. In most cases, the analysis should ideally encompass archaeology, historical geography and architectural history (including urban planning and landscape architecture) and should in some way guide spatial decision-making. This requires two levels of deeper analysis: the development of models for the integration of historical disciplines (theoretical) and the operationalisation of the results of historical analysis in spatial planning and design, in view of the broadening of the concept of value (practical).

Assessing the value of the heritage in historical, social and economic terms is also an aspect of environmental impact assessment and social cost-benefit analysis. The type of value assessment employed must be capable of

31 One example is Mark van Duijn's PhD thesis: Location choice, cultural heritage and house prices. VU Amsterdam, forthcoming.

encompassing other types of interest. Some experience has been gained at an instrumental level, but there is a need for more and better links with existing knowledge at a fundamental and methodological level. Such studies at the instrumental level tend to go no further than comparing a number of predefined alternatives. It is important that the perspective be broadened to include the question of how heritage quality can be used to the full. Implicitly, the question as to the formalisation of heritage values is not only a question of comparability with other interests, it is also a question of the applicability, combinability and comparability of the values associated with the three different approaches to the heritage. Heritage values can become competitive. When should historical values, economic values or social values prevail? At the instrumental level, the question of valuation is currently above all a matter of:

.....

How can heritage values be incorporated in a suitable and balanced way into policy documents such as zoning plans, environmental impact statements and social cost-benefit analyses, based on the three approaches distinguished, and how can different heritage values be compared?

.....

4.4 ADAPTATION

Physical maintenance and facadism have always provided a professional and moral compass for restoration architects. The repertoire of urban designers has also been modest in its expression in the context of urban and landscape conservation. However, the heritage as factor and vector approaches have set monuments and historic buildings 'in motion'. New uses, a regenerated environment, expansion or partial demolition: all these things raise the question of what changes a historical object, assemblage or pattern may be subjected to. This requires a different vocabulary, different principles, and possibly also different ethics.³² Challenges associated with the adaptation of heritage thus concern the legitimacy of heritage transformation (the fundamental level), the development of new design concepts (the methodological level) and the assessment of heritage interventions (the operational level).

FUNDAMENTAL: Legitimation

In traditional heritage management, there is a great reluctance to engage in interventions and transformations. All the instruments available to the sector, both national and international, are focused on historical integrity and authenticity: the sustainable continuation of a certain historical image, preferably in combination with the original (often layered) fabric. As the ambition to deal with the immovable heritage in a more dynamic way emerged, it prompted debate as to the acceptability of physical adaptation and programmatic updating. Heritage seen as a factor or vector in spatial development requires a broader range of spatial adaptations than the heritage as sector approach. The tried and tested morphological contrast style used by post-war designers is making way for a more subtle, versatile connection between past and present, or even forms of architectonic analogy in which the transition from past to present and future is a gradual one. The repertoire is also being enriched by the inclusion of categories of heritage that have not

³² The Cultural Heritage Agency is already seeking to establish what these might be, and refers to them as 'intervention ethics'.

automatically qualified for re-use and re-design in the past, but which are now drawing a lot of attention. These include prisons, factories, churches and monasteries, and military complexes.

The current crop of heritage adaptations in the Netherlands shows that there is no longer a single stylistic concept that guides re-design. Most designers approach their commissions in a fairly opportunistic way, employing an almost collage way of working, light heartedly and intuitively selecting various historical sources and re-emphasising different physical information sources on a case by case basis. As a result, heritage design appears to be descending into highly personal statements about history and style.

Research has made it clear that the adaptation of heritage takes place at various levels of abstraction: the physical or tangible, the stylistic or morphological, and the narrative or semantic. These different levels of consideration and the way they are related to each other in the re-design determine the dimensions of the new playing field in which heritage designers can operate. If heritage designers want to be able to play conscientiously, historians and designers will have to consider the question:

.....

What determines the new relationship between time, place, material, form and meaning and how should we define it, against the background of a significantly broadened concept of heritage that has also veered somewhat off course?

.....

METHODOLOGICAL: Transformation

Design interventions geared to restoration of a monument, historic building or historic view are commonplace, albeit not always free of controversy. Heritage managers who are seeking to engage more directly with society and take a more contextual approach immediately expose their object or assemblage to a broader range of spatial issues, stakeholders and instruments.

New design approaches are needed to give the heritage a role and position in this social and spatial dynamic. In the heritage as factor approach, heritage becomes part of a larger project or initiative, and thus eligible for negotiation, exchange, partial demolition or relocation. In this context, a designer will have to be capable of thinking in terms of different solutions and defending the associated effects of his various alternatives on the cultural heritage. This is somewhat at odds with the canonical design repertoire of the restoration architect or landscape restorer, which is based on an ideal. If the heritage (from a certain period) is found to be less important in a material sense than the bigger picture of local, regional or national history, and thus in a certain sense loses its physical relevance, spatial design virtually becomes merely a matter of therapy. Are designers capable of compensating for collective memory loss? What tangible adaptations can support the intangible aspects of the heritage? How can a landscape biography be succinctly represented on the ground? In this context, we would like to raise the following research question:

.....

What implications do the broader social role and increasing spatial significance of cultural heritage have for the nature and scale of transformation?

.....

INSTRUMENTAL: Quality assurance

The debate as to the limits of what is acceptable when it comes to adapting heritage is complex, and generally leads to unsatisfactory results, because the different parties do not articulate their positions in relation to matters like their historical interest, stylistic preferences and confidence in contemporary culture. Designers rarely explain their motives and clients rarely make it clear what spatial characteristics they want in their renovated historical property. This period of decentralisation and deregulation, with its greater reliance on private commissioning and forms of co-creation, raises new questions about quality assurance. While there is a desire among

society and administrators to allow more freedom, at the same time there is a growing need to handle the heritage with care. Design decisions and the judgment of various parties (such as supervisors, quality teams or historical and aesthetics committees) concerning the intended result must be made verifiable (which is not the same as objectifiable), and the added value for spatial development must be demonstrated. The key question in terms of 'quality assurance' is:

.....

Who assesses the quality of the re-design of heritage, and on the basis of what criteria and parameters?

.....

4.5 MANAGEMENT

Research themes concerning the management of heritage are, at a fundamental level, about the future of specific heritage, and the balance between permanence/continuity and change is a key issue. At a methodological level, the focus is mainly on the conditions for regeneration and re-use. At an instrumental (operational) level, the main concern is what specific form dynamic heritage management is to take.

FUNDAMENTAL: Reintegration

At the fundamental level, the focus when it comes to management is on concepts like authenticity, continuity and change. Under the influence of the financial crisis, the distinction between the development phase and subsequent management phase is becoming blurred. Time-defined regeneration projects are becoming long-running location development processes,³³ with investments made gradually and successively as soon as the opportunity arises and the risks can be assessed. Temporary management, particularly of objects with heritage value, can play a stimulating role in this process. Temporary re-use can foster the continuity of location development.

Although it is the very authenticity of heritage objects that supports the collective memory, a situation in which all the heritage has been removed from the dynamic of the surrounding area (as in the protective heritage as sector approach) is incompatible with the huge quantity of heritage available, and society's need for transformation and re-use. To guarantee its future existence, heritage must be continually adapted to new functions and 'reintegrated' into its surroundings. The heritage as factor approach focuses on the conditions under which reintegration can take place. The relic as an autonomous memento, with no direct relationship to the use of space around it, is simply not regarded as adequate today, certainly not by professionals. The challenges are therefore ones of regeneration and revitalisation. As a result, the contextual dimensions

³³ Peek, G.J. in collaboration with Y. van Remmen (2012). Investeren in gebiedsontwikkeling nieuwe stijl, handreikingen voor samenwerking en verdienmodellen. Ministry of Infrastructure and the Environment, The Hague.

of heritage are coming to be regarded as more and more important: how an object is positioned and embedded in the wider area and – if the step towards the heritage as vector approach is taken – in a broader temporal perspective. Heritage researchers should therefore feel compelled to address the question:

.....

How can we strike a balance between inertia, continuity and adaptation, in the light of the three different approaches to the heritage as sector, factor and vector?

.....

METHODOLOGICAL: Coalition

More and more buildings in the Netherlands are standing empty. Offices, shops, and also characteristic buildings like churches and factories are falling vacant. As a result, the need for re-use is also increasing. In practice, however, this often turns out to be a complicated process, involving various parties who all have their own goals. It is often a process of trial and error. It includes questions associated with the cultural and historical context: the relationship between the nature, location and use of the object can be disrupted when it is re-used. Issues concerning the current spatial context also come into play, giving rise to social, economic and legal norms and preferences. And there are also issues concerning ownership, the rights and obligations of the actual owner and mental ownership by local residents, who often feel a strong association with characteristic buildings. Individual projects require a tailored approach, specialist knowledge and the formation of coalitions. The authorities will have to adopt a role that adequately safeguards the historical and social interests associated with the heritage. If a good partnership can be established, economically and socially attractive re-use is often possible, giving the heritage a meaningful role in today's society.

In practice, however, over the next few years it will not be possible to find a sustainable use for

all the property that becomes vacant – even that with heritage value. Demolition is one way of reducing the overcapacity and increasing the opportunities for redevelopment of the remaining property, but the step to demolishing a building with heritage value is a radical one. However, between sustainable re-use and demolition there is a whole range of strategies that have not really been subjected to systematic examination. They include, for example, gradual reversible or irreversible decline (formation of ruins) and temporary use. 'Soft re-use' without the need for major investment can take various forms: squatting or anti-squatting arrangements, storage (along the lines of caravans in barns), cheap supermarkets etc. Such uses 'in anticipation of better times' in fact amount to postponement of a final decision on demolition or redevelopment. Research might be needed to define the framework for re-use, reveal the synergy between heritage and potential new uses, or suggest a logical order of activities:

.....

How can the process of re-use, in all its dimensions, be improved and streamlined?

.....

INSTRUMENTAL: Self-organisation

The Belvedere programme showed that heritage is a factor that helps define the look of a landscape or town and can be used in a contemporary context. This does not apply to all heritage to the same extent and it raises the question whether the government should target its shrinking resources mainly at what can be made profitable in today's society, at heritage with the greatest historical or socio-economic value, or at the preservation of that which will be lost if it is not given full support. The fact that the national government is operating more at arm's length is illustrated by the planned sale of 34 listed buildings and the associated idea of establishing a new National Monuments and Historic Buildings Organisation in which a number of professional heritage organisations would work together. To what

extent and in what cases can the government rely on self-organisation among civic society, professional organisations and private stakeholders? Does the government have a responsibility to support the exploitation of redeveloped heritage and, if so, to what extent?

More generally, there is the question of the effective use of the financial and other resources available for official heritage management. Grants are not necessarily effective if there is not much demand for them. They might displace private spending, or miss their intended target. And what do declining financial

instruments imply for the role of heritage management? Should it depend more on brokerage than on awarding grants, dictating rules and designating use? Heritage and other researchers might consider the following question:

How effective are the different policy instruments available for official heritage management, how do they relate to the trend towards self-organisation and how should the government prioritise their use?

Both institutionalised heritage management and spatial planning face new developments in society and in policy. These developments are putting common approaches, procedures and practices to the test. They have lent added urgency to the research questions set out in the previous chapter. Six overarching programme lines call for crossover research: between disciplines within and outside the heritage management field and between the different approaches to the heritage, touching upon several levels of research and phases in the heritage management cycle.

Just at the point where heritage management has been embedded into the spatial planning system, the conditions and the playing field have changed. No one can have failed to notice that spatial planning, on which official heritage management now relies, is in deep crisis. The transition in spatial planning raises new issues and dilemmas. Heritage challenges cannot be tackled in the same way as in the 'Belvedere age', an age of plenty in administrative, economic and cultural terms.

A further specification of relevant developments over the coming period is needed if we are to usefully continue applying our three approaches to the heritage. Since this concerns substantive themes that will confront a new generation of heritage professionals, planners and designers, it is useful to look further than recent heritage and spatial planning policy visions and programmes. Our outlook takes account of the following developments:

- 1. the need to review administrative arrangements, both in spatial planning and in heritage management;**
- 2. the trend towards a more differentiated pattern regional of demographic growth and shrinkage in the Netherlands and Europe;**
- 3. the sociocultural trend towards individualisation and multiculturalism;**
- 4. the growing potential of information**

and communications technology and its implications for the way people experience and utilise the heritage;

- 5. the Netherlands' shifting position in the global economy;**
- 6. the major steps needed to make the water management system and energy supply more sustainable.**

These six developments will colour and guide the research themes set out for heritage management in the previous chapter. Together, they define the programme lines for the period 2013-2020. Each of them requires crossover research. They involve several disciplines both within and outside the field of heritage studies and management, and they are relevant to all three approaches to the heritage that we have distinguished. In the sections below we make tentative suggestions as to which themes should be taken up first in the heritage management cycle.

5.1 Heritage as part of new administrative arrangements

Over the past few decades, large-scale projects dominated matters in spatial planning. A special budget was earmarked for investing in rural development. Nature conservation areas were developed and managed as part of the National Ecological Network, which links wildlife habitats. Urbanisation was arranged under a special scheme known as 'Vinex', which earmarked particular locations on the edge of metropolitan areas for new residential developments. Such arrangements have since been abolished, or at least no longer determine matters. This has happened for financial and economic reasons associated with the growing scarcity of public and private resources for investment, and also for socioeconomic reasons connected with the socialisation seen in the field of heritage and also in the broader spatial domain.

Recent policy documents published by all levels of administration reveal a desire for new administrative arrangements for heritage and spatial development. The government's Vision for Heritage and Spatial Planning (Character in focus, 2011) starts by observing that, in many cases, management of the heritage could be left to owners and users. Grants are being reduced in size, and will come with more conditions attached; owners will be expected to contribute more funding and entrepreneurship. Only if public interests are at stake that cannot be safeguarded without public-sector vigilance and support will the government actually take a role. Central government is in search of strategies that combine heritage preservation with economic, sociocultural and ecological objectives. It has distinguished five priorities which we would refer to briefly here as: world heritage, water, re-use and regeneration, landscape and post-war reconstruction. According to the Vision for Heritage and Spatial Planning, these five themes are vital to the preservation and development of the character of the Netherlands, are closely connected with other policy areas, and require the involvement of central government. This also puts the finite nature of the formation of a 'museum collection' of immovable heritage on the political agenda. Central government will list historic buildings and landscapes only by way of exception in the future, as in the recent case of a number of iconic buildings from the post-war reconstruction era.

The National Policy Strategy for Infrastructure and Spatial Planning (2012), in which the government sets out its spatial policy, also considers only the challenges that really need to be dealt with at national level. It defines 13 national interests, including 'Room to preserve and strengthen nationally and internationally unique cultural heritage and natural values'. The government assumes responsibility for 'UNESCO World Heritage Sites in the Netherlands (including the Tentative List), as well as for urban conservation sites, scheduled national monuments and historic buildings and the maritime heritage'. This means, among other things, that provincial authorities will in future be

responsible for the quality of the landscape, including designating and managing the cultural heritage objects and structures that contribute to it.

Recent provincial policy documents reveal a double trend.³⁴ Provincial authorities are in search of more precisely defined priorities in the field of heritage, and of a new, connecting role on the ground. They are tightening up their priorities in different ways. Gelderland and Utrecht provinces, for example, are focusing on the extent to which heritage helps define the image of the province. Friesland, with its 'Delta Plans' for churches and terps (dwelling mounds) is focusing on the state of the heritage, and Zuid-Holland is prioritising intermunicipal heritage (in the form of seven 'heritage corridors', including lines of military defences, waterways and a country estates zone). These examples show that a historical or social assessment of value is no longer enough in itself – policy requires more selection criteria nowadays. Provincial authorities are also seeking to reposition themselves in the network, aiming mainly for a connective role, bringing heritage knowledge and the initiators of spatial developments (including local authorities and private individuals) together. Their ambition is to foster entrepreneurship. Some provincial authorities (particularly Gelderland) are also keen to foster talent, craftsmanship and education. Not all provinces have managed to flesh out this role in a convincing manner. The need for new administrative arrangements is broadly acknowledged, but the details have not yet been decided on. The same applies to local authorities, which are being given more responsibilities as heritage management modernises and spatial planning is decentralised. They too are considering how best to fulfil this responsibility, in the face of shrinking public budgets, in order to preserve the historical heritage and to foster economic development and enhance spatial quality.

The government's shifting position has implications, above all, for research in the instrumental line. It is the immediate factor prompting **SELF-ORGANISATION** in heritage management, but

³⁴ Good examples are those produced by Gelderland ('Gelderland cultuurprovincie!'), Brabant ('Cultuuragenda van Brabant'), Utrecht ('Cultuur van U') and Zuid-Holland ('Erfenis, erfgoed en erfgoed').

also has implications for research into **QUALITY ASSURANCE, FORMALISATION** and **ADoption**. This last research theme considers the motives behind and limits to this trend, the other two consider the instruments that government uses to define standards or create frameworks for management by others. The new administrative arrangements also give rise

to research questions in the management phase, interpreted as dynamic management that offers scope for further development, re-use and regeneration and social responsibility. This determines the direction of research into **REINTEGRATION, COALITION** and, again, **SELF-ORGANISATION**.

ADMINISTRATIVE ARRANGEMENTS

	MEANING	VALUE	ADAPTATION	MANAGEMENT
FUNDAMENTAL (theoretical level)	representation	differentiation	legitimisation	REINTEGRATION
METHODOLOGICAL (strategic level)	co-creation	valorisation	transformation	COALITION
INSTRUMENTAL (operational level)	ADOPTION	FORMALISATION	QUALITY ASSURANCE	SELF-ORGANISATION

5.2 Heritage in planning as it undergoes consolidation

Since the post-war reconstruction period spatial planning has been almost continually about growth. This appears to be changing now. The financial crisis has reminded us that economic growth can never be taken for granted. In demographic terms, growth is weakening, or even reversing into shrinkage. Populations are already declining in some border regions. These regions will experience overcapacity in housing. This overcapacity is already apparent in some other categories of buildings, as a result of structural changes in working and living patterns, largely prompted by the current economic problems. Farms are falling vacant because of the scaling up of agriculture, shops because of changes in purchasing behaviour, offices because of the rise of flexible working, and churches because of secularisation. While the second half of the 20th century brought us

acceleration and innovation, concepts like consolidation and multiple uses of space are likely to typify the first few decades of the 21st century. Instead of expanding our spatial resources (housing, offices, factories, nature conservation areas and roads, for example), the new spatial challenge will focus on (re-)using what we already (or still) have. Heritage challenges will also arise less in the context of urban expansion, and more in relation to the stabilisation of the supply of property.

In regions where population numbers are falling, even this will not be possible. So many buildings will become redundant there that choices will regularly have to be made between demolition and temporary or permanent re-use. One of the keys to shrinkage strategies is to retain the value of property. Heritage can play a role in this, given its economic value. There are indications that villages with heritage in areas with declining populations do better, retaining more residents and also attracting others, but

there is no firm evidence. Some regions experiencing population decline are therefore opting to preserve and renovate property with a high heritage value, allowing property of less value to fall vacant, and eventually be demolished.³⁵

The issue of consolidation has sharpened the focus of heritage management and the planning and design disciplines. Under what conditions is spatial or architectural adaptation acceptable in a building destined for re-use if it impinges on its historical value? What is the ideal balance between permanence and

transformation? What significance do relics have when the social organisation associated with them no longer exists? Does facadism or physical preservation still provide a good guide as to how we should give historic buildings a second life in these circumstances? Planning as it undergoes consolidation gives rise above all to research questions concerning **LEGITIMISATION** and **TRANSFORMATION** and, by extension, **REINTEGRATION** and **COALITION**. In other words, fundamental and methodological research into adaptation and management.

PLANNING UNDERGOING CONSOLIDATION

	MEANING	VALUE	ADAPTATION	MANAGEMENT
FUNDAMENTAL (theoretical level)	representation	differentiation	LEGITIMISATION	REINTEGRATION
METHODOLOGICAL (strategic level)	co-creation	valorisation	TRANSFORMATION	COALITION
INSTRUMENTAL (operational level)	adoption	formalisation	quality assurance	self-organisation

5.3 Heritage, identity and diversity

In sociocultural terms, the Netherlands has for some time been experiencing a trend towards individualisation and multiculturalism. This has prompted sometimes heated debate on national and regional identity. It has become easier to escape the social environment in which one was raised, but at the same time people are becoming more interested in their own personal roots. This is reflected, for example, in a growing interest in genealogy.

Cultural heritage is sometimes described as the repository of national or regional identity. In this approach, the concept of identity is defined in geographical terms. This is also often the way it works in practice: people from

elsewhere settle in a region, express an interest in its history and develop an affinity for the region, which co-exists alongside their ties to the place where they were born. Nevertheless, the changing ethnic and cultural composition of the population gives rise to new questions, because the family history of these population groups is very different from the culture and history of the area where they live. Influence from distant places can impact on the spatial design of the Netherlands, including in a cultural and historical sense, as in the Bijlmermeer district of Amsterdam, where Surinamese influences can clearly be seen and felt. This will become even more the case if the trend towards co-creation and public participation continues. There appears to be some conflict between an approach that regards culture and history as a socially binding element in spatial

³⁵ One example is Sas van Gent, where the highly popular pre-war houses on Vredestraat have been renovated, and a large proportion of the less popular post-war Witte Wijk neighbourhood is being demolished.

planning, and the diversity of cultural backgrounds in society. What does the changing population profile imply for the traditional heritage? Will interest in the traditional heritage be confined to certain well-defined groups? Or will it lead to interest in a different heritage (e.g. a

shift from a tangible/material to an intangible/non-material heritage)? These questions underline the urgent need for research into **REPRESENTATION, DIFFERENTIATION** and **LEGITIMISATION**.

IDENTITY AND DIVERSITY

	MEANING	VALUE	ADAPTATION	MANAGEMENT
FUNDAMENTAL (theoretical level)	REPRESENTATION	DIFFERENTIATION	LEGITIMISATION	reintegration
METHODOLOGICAL (strategic level)	co-creation	valorisation	transformation	coalition
INSTRUMENTAL (operational level)	adoption	formalisation	quality assurance	self-organisation

5.4 Heritage and the digitisation of the collective memory

The rapidly increasing availability of data, the rise of locative applications and the cloud as a virtual store of information are taking the information society into a new phase. The data cloud gives everyone access to all their data at any time. Locative applications bridge the distance between the cloud and physical locations. By linking data to a specific heritage building, site or place and making them available at that place, we can make people more aware of the potential and significance of that location. This can range from insight into historical events to information on current air quality or who is in the area at the moment. Apps (like Urban Augmented Reality by the Netherlands Architecture Institute) and the QR codes available in public spaces work like digital travel guides which could potentially bring to life an unlimited quantity of images and stories of the past.

The on-going development of information and communications technology means we can

store, process and provide access to endless quantities of information on and reconstructions of the cultural heritage. Conversely, it is quite possible that the rise of electronic navigation systems will change our perception of the landscape and rob us of our view of its structure, possibly with negative implications for our awareness of relationships in the surrounding environment. This will inevitably have implications for how we treat the tangible heritage. What exactly those implications will be is still far from clear. Will growing knowledge of the past among the general public lead them to appreciate it more and make stronger calls for preservation? Or will the virtual world take over part of the function of the collective memory, thus lowering the barriers to intervention? It is not unthinkable that the desire for preservation of original historical structures and details will diminish, the easier they are to recall in a virtual world. The relationship between the rapidly innovating world of information and communications technology and perception of the physical environment has barely been explored, but developments are happening rapidly, and will certainly have an impact. They might even

prompt another phase in the sector-factor-vector process. These research questions are fundamental, and concerned above all with the

dynamic management of heritage, and therefore belong in the **REINTEGRATION** cell.

DIGITISATION OF THE COLLECTIVE MEMORY

	MEANING	VALUE	ADAPTATION	MANAGEMENT
FUNDAMENTAL (theoretical level)	representatie	differentiatie	legitimatie	REINTEGRATIE
METHODOLOGICAL (strategic level)	cocreatie	valorisatie	transformatie	coalitie
INSTRUMENTAL (operational level)	adoptie	formalisatie	kwalificatie	zelforganisatie

5.5 Heritage and the social and business environment

The economic literature focuses a lot of attention on the concentration of knowledge, innovation and economic growth in a select group of metropolitan areas. This was instigated, amongst others, by American economist Edward Glaeser. The title of his recent book, 'Triumph of the City',³⁶ says it all. Innovative and enterprising groups of people move to the city, interact, meet and share explicit and implicit knowledge. It is well known that companies in the creative industries and knowledge-intensive sectors are particularly interested in buildings and locations with a unique identity and image. Redeveloped brownfield sites like the Westergasfabriek gas works in Amsterdam and Strijp S in Eindhoven, formerly owned by Philips, which companies and business incubators have turned into lively hotspots, are evidence of this. American urban planner Jane Jacobs' (1916-2006) hypothesis that new ideas need old buildings, would appear to be specifiable to the hypothesis that creative ideas and innovation flourish mainly in an environment where there is heritage. With its leading sectors policy, designed to make the Netherlands more

economically competitive, the government therefore directly links heritage with the 'creative industries', one of its leading sectors.

In the literature on strong and powerful cities, a great deal of attention has been devoted to the creative class, a term coined by the famous urban geographer Richard Florida.³⁷ By extension, there has also been a focus on the importance of quality of life in cities for economic strength and growth, alongside the classic business location factors such as space and accessibility. Following Florida's US based observations on creative cities, Marlet (in his PhD thesis³⁸) and others have shown that in the Netherlands as well culture, heritage and hospitality are related to economic strength. Cities like Maastricht, Groningen and 's-Hertogenbosch, which are still doing well despite the recession and the property surplus, demonstrate this fact. As one of the determinants of quality of life, heritage plays a role in making a town competitive. The same will be true in villages and rural areas. Heritage attracts tourists, and also city dwellers looking for a second home away from the hustle and bustle, prosperous retirees who want a quieter life, and entrepreneurs who are less attracted by urban life, preferring the village or country atmosphere.

³⁶ Glaeser, E. (2011). *Triumph of the City: How Our Greatest Invention Makes Us Richer, Smarter, Greener, Healthier, and Happier*. Penguin Press, New York.

³⁷ Florida, R. (2002). *The rise of the creative class*. Basic Books, New York.
Landry, C. (2000). *The Creative City, A Toolkit for Urban Innovators*. E arthscan Publications, London.

³⁸ Marlet, G. (2009). *De aantrekkelijke stad*. VOC Uitgevers, Nijmegen.

It is not however easy to separate cause and effect. Quality of life attracts prosperous and enterprising people but, conversely, prosperous residents and entrepreneurs are also able to create all kinds of amenities that further enhance quality of life. This also improves the prospects for managing or redeveloping heritage. These two influences must be distinguished from each other if we are to draw conclusions about the effectiveness of policy. This is the biggest challenge to research in this area.

Once this has been achieved, we will for example be able to answer the question of whether

towns and cities should focus more on re-using unique properties with heritage features, and ignore less interesting vacant properties. Using historic buildings can be a good way of strengthening cities and regions, but a lot of research amount to no more than sophistry, merely identifying correlations. The importance of heritage to the social and business climate, and thus to economic competitiveness, may therefore remain poorly understood. In essence, these are questions of **DIFFERENTIATION** (the socialisation and marketisation of heritage) and **VALORISATION** (estimating the value of heritage, including in economic terms).

SOCIAL AND BUSINESS ENVIRONMENT

	MEANING	VALUE	ADAPTATION	MANAGEMENT
FUNDAMENTAL (theoretical level)	representation	DIFFERENTIATION	legitimisation	reintegration
METHODOLOGICAL (strategic level)	co-creation	VALORISATION	transformation	coalition
INSTRUMENTAL (operational level)	adoption	formalisation	quality assurance	self-organisation

5.6 Heritage of a sustainable delta

Last but not least, climate change will force us to make radical changes to our physical environment, particularly the water management system and energy supply. Global warming is causing sea-level rise and higher peak water levels in our rivers. The Netherlands will experience heavier rainfall and longer periods of drought. Adaptive policies (to absorb the impact of climate change) consist mainly of better protection from flooding and measures to guarantee our freshwater supply in the long term. This includes robust sea defences, measures to strengthen dikes, larger water meadows beside rivers, emergency water storage in polders and seasonal water storage inland, as well as urban floodwater storage facilities. Mitigating measures will also be needed to reduce or delay climate change. This will require above all a reduction in carbon emissions. One of the most important ways of achieving this is to move from fossil to sustainable sources of energy. This too will have a deep impact on the environment in which we live, partly because sustainable energy generation takes more space (e.g. for wind turbines or biofuel crops), and partly because closed energy cycles and smart grids entail specific requirements when it comes to combining functions, locations and land parcelling.

These spatial challenges could be the deciding factor in the changes the Netherlands is set to undergo over the coming decades. To give the heritage a role and status in this transformation will require new design and planning approaches. Firstly, architecture and spatial designs for new projects would appear to be gradually reflecting the public's desire for more sustainability in spatial development and the amenities provided, though the relationship between heritage design and greater sustainability is still in its infancy. Possibilities (in the factor approach) might include historical and re-usable systems for water storage or energy supply or (in the vector approach) highlighting long traditions in the battle against water and in the shaping of landscape for the purposes of energy supply. These are questions of **LEGITIMISATION** and **TRANSFORMATION**. Secondly, traditional heritage management faces new challenges now that old objects and patterns are falling victim to large-scale, predominantly technically-oriented interventions. These are primarily questions of **REINTEGRATION** and the forming of **COALITIONS**. The critical relationship between redesign and heritage management and the development of sustainable concepts for construction and spatial design therefore require some reconsideration: how can substantial spatial transformations related to sustainable transport, the energy transition and water management give the heritage a new future?

SUSTAINABLE DELTA

	MEANING	VALUE	ADAPTATION	MANAGEMENT
FUNDAMENTAL (theoretical level)	representation	differentiation	LEGITIMISATION	REINTEGRATION
METHODOLOGICAL (strategic level)	co-creation	valorisation	TRANSFORMATION	COALITION
INSTRUMENTAL (operational level)	adoption	formalisation	quality assurance	self-organisation

Challenge to academics

In the new reality emerging within the six themes we have identified, heritage challenges will also have to be interpreted, tackled and resolved in new ways. The broadening of the heritage concept identified in chapter 2, prompted partly by the Belvedere programme, from logical positivism (which leads to objectified selection, independent assessment of the value of and rational approaches to the heritage) towards social-constructivism (which allows scope for emotion and engagement, different cultural perspectives, forms of appropriation and integration of value systems), will become more significant in the new circumstances. The knowledge required for the heritage as factor approach, and certainly the heritage as vector

approach will have to satisfy major requirements, and the sector approach will also face new challenges related to the preservation of heritage values in new circumstances. The academic disciplines currently concerned with studying and reflecting on the development of heritage will face the challenge of taking the revision of the heritage paradigm a step further, while at the same time safely guiding the heritage through the turbulent times ahead. If knowledge development in the field of heritage and spatial development along these six programme lines can be successfully linked to knowledge development in economic, social and technical disciplines, the heritage sector, too, will be able to keep reinventing itself in a meaningful way.

6 Towards an implementation programme

This research agenda has identified societally relevant research themes and associated questions spanning the entire range of interaction between heritage and spatial development. They should allow a decisive step forward in our knowledge and understanding, including in a European context.

The Netherlands has an extensive infrastructure for research at the interface between spatial development and heritage. Many researchers, public authorities and institutes were consulted in the drafting of this national research agenda, and the result is aimed at researchers and their commissioning and funding bodies across the entire field of heritage and spatial development. To operationalise these results, as members of the Heritage and Spatial Development Network we shall visit all government ministries concerned and the main research institutions. The idea is to join forces to arrive at an Implementation Programme for this research agenda for the period up to 2016. It seems that various organisations would be the most suitable partners for the different levels of research identified in chapter 4 (fundamental, methodological and instrumental).

When it comes to fundamental research into the principles of the relationship between heritage and spatial development, the most obvious solution would be research at academic level by PhD students and post-docs. NWO, in particular, would be a potential source of funding. In order to be able to answer fundamental questions in this area, we need a substantial research programme, akin to the ‘Preserving and Developing the Archaeological Resource’ (BBO) programme that ran parallel – and provided a certain extra depth – to the Belvedere programme in the 1990s. The BBO programme was funded by a number of ministries and NWO.

A great deal of research at the methodological level takes place at research institutes like Platform 31/Nicis, Alterra and TNO. The research agendas of the Ministry of Economic Affairs, the Ministry of Education, Culture and Science and

the Ministry of Infrastructure and the Environment also provide opportunities. Some of the research conducted by the Cultural Heritage Agency also concerns methodology. The Agency would need to form coalitions with other research institutes. Central government and provincial authorities could play a role in funding (the former for the themes identified in the Vision for Heritage and Spatial Planning, for example. Tying in with European research programming would also provide promising opportunities, particularly in terms of the Joint Programming Initiative (JPI) concept. The goal of this initiative is to enhance the value of national and European R&D expenditure through joint planning, implementation and evaluation of national research programmes.

Bodies that fund fundamental and methodological research are making more and more demands in terms of valorisation, which means that research must produce applications useful to society. Nevertheless, the majority of instrumental research in the field of heritage and spatial development will have to be implemented and funded by practitioners themselves. This might include local and provincial authorities, water boards, commercial partners, the National Restoration Fund, the Nationaal Groenfonds for nature conservation, research consultancies and local and regional heritage institutions and specialist agencies like BOEi. The Cultural Heritage Agency could play a role in stimulating and boosting this kind of research.

Embedded in these three different levels of reflection lies another categorisation: into transdisciplinary, multidisciplinary and disciplinary research. In chapter 2 we explained how disciplinary research ties in with the heritage as sector approach, multidisciplinary research with the heritage as factor approach and transdisciplinary research (involving collaboration between academics and society) with the heritage as vector approach. We also made it clear that though these three types of research developed in succession, they all still have a role to play in today’s society.

The Implementation Programme that will be devised for this research agenda will address both potential sources of funding and role allocations. We hope that the institutions and researchers concerned will feel inspired to convert the themes we have put forward into specific projects. Because if this research agenda shows one thing, it is that both spatial planning and heritage management are undergoing major changes at the moment. This requires new knowledge and new understanding. By no means everything is clear or common currency by now; there is still a great deal to be discovered.

Appendix 1

Current and recently completed heritage research

The list below contains the most important ongoing and recently completed Dutch studies and research programmes that straddle the boundary between heritage and spatial development and planning. The idea is that brief descriptions of various other projects should be

added to this list over the coming period, after which it will be published on the Heritage and Spatial Development Network website. Anyone who believes their research activities or theses should be added to this list is requested to contact the Network.

RESEARCH PROGRAMMES

TITLE	PERIOD		IMPLEMENTATION
Dynamics of Memory. The Netherlands and WWII in a European Context	2009-	NWO/ UvA/ VU/ NIOD/ VWS	prof. dr. Rob van der Laarse, prof. dr. Frank van Vree (co-directors independent NWO research line)
Terrorscapes in Postwar Europe: Transnational Memory of Totalitarian Terror and Genocide	2011-2013	VU	prof. dr. Rob van der Laarse, prof. dr. Georgi Verbeek, Roel Hijink en Roza Lehman
Landscapes of war, trauma and occupation. Painful heritage and the dynamics of memory in post-1989 Europe	2012-2014	VU/ Cam- bridge	prof. dr. Rob van der Laarse, prof. dr. Koos Bosma, dr. Gilly Carr, dr. Britt Baillie
Economische waardering van erfgoed • Cultureel erfgoed en de prijs van woningen • Locatiekeuze van huishoudens en cultureel erfgoed • Cultureel erfgoed en toerisme • Cultureel erfgoed en bedrijven	2009-	VU	Faroek Lazrak, Mark van Duijn, Ruben van Loon en Karima Kourtit, o.l.v. prof. dr. P. Rietveld en prof. dr. J. Rouwendal
Heritage of the New Land • The regional identity of the New Land: economic development chances for the heritage of city and country • The administrative processing of renewed control of heritage in the New Land		VU	prof. dr. J. Kolen, prof. dr. P. Rietveld, prof. dr. L.W.J.C. Huberts
Bodemarchief in Behoud en Ontwikkeling	1999-2010	NWO/ VU/ WUR/ RUG	prof. dr. Tom Bloemers, prof. dr. Arnold van der Valk
Design with History • Policy, Process and Heritage Theory • Interventions • Innovative Conservation, Materials & Technology		TUD - rMIT	dr. Marie-Therese van Thoor, prof. dr. Marieke Kuipers, prof. dr. Paul Meurs, prof. ir. Eric Luiten, e.v.a.

The Heritage Vector <ul style="list-style-type: none"> • urban regeneration • reuse and reallocation • redevelopment of historic cores 		TUD Urba- nism	prof. ir. E. Luiten, prof. V. Nadin, ir. G. Verschuure
Living cities <ul style="list-style-type: none"> • Theory, history, philosophy and criticism • Methodological toolbox (research by design, survey and mapping techniques) • Genesis of the object in its context, including lines of oeuvre and authorship • Typology, morphology, style and composition. 		TUe	prof. dr. Pieter van Wesemael, prof. dr. Bernard Colenbrander
World Heritage cities, Outstanding Universal Value and Sustainability <ul style="list-style-type: none"> • Policy, Process and Heritage Theory • International Conventions and Recommendations • Heritage (Impact) Assessments • Cultural Heritage management and sustainable urban development • World Heritage cities 	2009-2013		prof. dr. Bernard Colenbrander, dr. Ana Pereira Roders
Heritage studies and Historic Urban Landscapes <ul style="list-style-type: none"> • Policy, Process and Heritage Theory • International Conventions and Recommendations • Heritage (Impact) Assessments • Assessment-based interventions • Cultural Heritage management and sustainable urban development • Historic Urban Landscapes 	2013-		prof. dr. Bernard Colenbrander, dr. Ana Pereira Roders

INDIVIDUAL PhD STUDIES, ONGOING

TITEL	PERIODE		BEGELEIDING
Ahmad, Raziah – Heritage and landscape in Malaysia		UU	prof. dr. R. van der Vaart, prof. dr. J. Renes
Arjomand Kermani, Azadeh – Urban Design Strategies in Iranian Historic City Cores		TUD	prof. ir. E. Luiten, prof. dr. Ir. P. Meurs
Braaksma, Patricia – Welke betekenis geven mensen aan cultuurlandschappen?		WUR	prof. dr. A.N. van der Zande, prof. dr. J. Lengkeek, dr. M. Jacobs
Clarke, Nicholas – How Heritage Learns		TUD	prof. dr. Marieke Kuipers
Dam, Rosaline van – Zelforganisatie en cultureel erfgoed		WUR	prof. dr. A.N. van der Zande, prof. dr. C.J.A.M. Termeer
Damayanti, Vera – History and cultural values of the river landscape of Banjarmasin River City, South Kalimantan Province, Indonesia	2013-2017	RUG	prof. dr. Th. Spek
Egberts, Linde – Erfgoed en identiteit in/van het gebied van het Karolingische Middenrijk		VU	prof. dr. J.C.A. Kolen, prof. dr. J. Renes
Elphers, Sophie – Heritage of the lost; post-war farms and the cultural relations with destruction and lost in the Second World War	2009-	Meer-tens	prof. dr. P. Romijn, dr. H.C. Dibbits
Flooren, Michiel – Verbindend verleden; de betekenis van erfgoed voor de identiteit van regio's in een leisure context		VU	prof. dr. J.C.A. Kolen, prof. dr. J. Renes
Geevers, Kees – Stedenbouwkundige Waardestelling van Grootschalig Industrieel Erfgoed		TUD	prof. ir. E. Luiten, prof. dr. ir. Vincent Gruis
Guzman, Paloma – World Heritage management and Urban Development in Latin American Emerging Cities: Querétaro as case study	2012-	TU/e	prof. dr. Bernard Colenbrander, dr. Ana Pereira Roders
Knottnerus, Otto – Das Land Kanaan an der Nordsee – Streifzüge durch die Mentalitätsgeschichte einer (ehemaligen) amphibischen Gesellschaft.		RUG	prof. dr. Y.B. Kuiper, prof. dr. G.T. Jensma, prof. dr. ir. Th. Spek
Ooijen, Iris van – Camps as contested sites. Postwar development of the camps Vught, Westerbork and Amersfoort as heritage.	2010-2014	VU	prof. dr. Jan Kolen, prof. dr. Rob van der Laarse

Purmer, Michiel – Landschap, natuur en erfgoed bij Natuurmonumenten		VU	Prof. dr. J. Renes, prof. dr. J.C.A. Kolen
Schilt, Jeroen (BMA) – Een toekomst voor de naoorlogse stad, erfgoed en energie	2013 -	TU/e	prof. dr. Bernard Colenbrander, dr. ir. H.L. Schellen
Van den Toorn Vrijthoff – The Future of the Past. Dutch Strategies for the Historic Urban Core		TUD	prof. dr. V. Nadin, prof. ir. E. Luiten
Tzalmona, Rose – Traces of Collective Amnesia. Confronting the Remains of Hitler's Atlantikwall		VU / TUD	prof. dr. J. Bosma, prof. ir. E. Luiten
Veldpaus, Loes – Historic Urban Landscapes Approach: A Framework for assessing its application	2011-	TU/e	prof. dr. Bernard Colenbrander, dr. Ana Pereira Roders
Visser, Sophie – Informatievoorziening over het cultuurhistorisch landschap		UU	prof. dr. J. Renes
Zuidam, John van – Twentse landjuwelen. Buitenplaatsen van textielbaronnen in Twente 18e-20e eeuw.		WUR	prof. drs. J.A.J. Vervloet, prof. dr. ir. Th. Spek
Nog niet bekend (TU/e) – Een toekomst voor de naoorlogse stad, erfgoed en energie	2013 -	TU/e	prof. dr. Bernard Colenbrander, dr. ir. H.L. Schellen

RECENTLY PUBLISHED PhD THESES (SINCE 2000)

TITLE		SUPERVISOR(S)
Pfeifer, C. - Landscape services: a spatial, behavioural and institutional approach to strategic decision-making.	WUR	*
During, Roel (2010). Cultural heritage discourses and Europeanisation: discursive embedding of cultural heritage in Europe of the regions.	WUR	prof. dr. A.N. van der Zande, prof. dr. ir. K.A.M. van Assche, prof. dr. A.J.J. van der Valk
Pereira Roders, A. (2007) RE-ARCHITECTURE: Lifespan rehabilitation of built heritage.	TUe	prof. ir. Jouke Post, prof. dr. José Aguiar, dr. ir. Peter Erkelens
Duineveld, Martijn (2006). Van oude dingen, de mensen, die voorbijgaan. Over de voorwaarden meer recht te kunnen doen aan de door burgers gewaardeerde cultuurhistorie	WUR	prof. dr. J. Lengkeek
Kolen, Jan (2005). De biografie van het landschap; drie essays over landschap, geschiedenis en erfgoed. Proefschrift Vrije Universiteit, Amsterdam.	VU	prof. dr. N.G.A.M. Roymans
Aa, Bart J.M. van der (2005). Preserving the heritage of humanity? Obtaining world heritage status and the impact of listing	RUG	prof. dr. P.P.P. Huigen, prof. dr. G.J. Ashworth, dr. P.D. Groote
Assche, Kristof van (2004). Signs in time: improving the application of cultural and historical perspectives in planning and designing metropolitan landscapes in the Netherlands and Flanders	WUR	prof. dr. A.J.J. van der Valk
Hupperetz, Wim. (2004). Het geheugen van een straat; achthonderd jaar wonen in de Visserstraat te Breda. Matrijs, Utrecht (Erfgoed Studies Breda 2).	KUB	prof. dr. A.-J. Bijsterveld, prof. dr. G. Rooijackers
Gorp, B.H. van (2003). Bezienswaardig? Historisch-geografisch erfgoed in toeristische beeldvorming. Eburon, Delft.	VU	prof. dr. R. van der Vaart, dr. J. Renes

Key

KUB	Tilburg University
NWO	Netherlands Organisation for Scientific Research
RUG	University of Groningen
TUD	Delft University of Technology
TUe	Eindhoven University of Technology
UU	Utrecht University
VU	Vrije Universiteit Amsterdam
WUR	Wageningen University and Research Centre

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