



WaVE
Interreg Europe



Regional Status Quo



Municipality of Breda (NL)

Regional Status Quo

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7. Key challenges and opportunities related to water and heritage

1. Site conditions

1.1 Location of the area

The redevelopment site (named CrossMark) is situated north of the historic city centre of Breda. It is a part of the (sub)urban trajectory of the river Mark and its banks from the Willem Alexanderbrug (south) to the Charles Stulemeijerbrug (north), measuring approximately 1,2 kilometres. The area concerned is approximately 45 hectares.



Historic city centre and redevelopment site

1.2 Main geographic features, especially in relation to water

The river Mark flows from the Dutch Belgian border in north-north-west direction and is curbed between the two bridges. The river is between 30 and 50 metres wide. On its west bank is a vast (25 hectare) brownfield: the terrain of a former sugar factory. The area on the east bank is known as Havenkwartier. Main feature is the artificial harbour. Due to its setting it creates a peninsula. The bigger area is called Belcrumpolder, low terrain with some river dunes. Nowadays the land has been raised and the dunes flattened. The riversides of the Mark on this stretch are mainly mineral quays.

1.3 Spatial and functional relations

The total of the site is called CrossMark and can be divided in the Zoete Delta (Sweet Delta; Corbion on the map; 25 ha) and the Havenkwartier (Harbour quarter; 20 ha). The Havenkwartier can be further divided in De Strip (The Strip) and the Haveneiland (the Harbour peninsula).

The Zoete Delta on the west bank is a vast brownfield: the terrain of a now gone sugar factory (dating back to the nineteenth century) near waterway and railway. It has no specific function now.

The Havenkwartier on the east bank is a mix of residential and working functions. In the south, near the crossing of railway and river is the new courthouse. It has got many relics from the mainly sugar related agrofood industry and some heavy industry. These original industries are mostly gone, with one



Sites in the redevelopment area

significant exception: Nemijtek, which is still active as a cold storage provider at the south end of the Haveneiland. South of Nemijtek are two supermarkets and a gas station. A morphological study of the Haveneiland has recently been done.

The Havenkwartier is highly valued as an incubator area for young entrepreneurs and cultural initiative. The cultural quarter is concentrated at the south-side of the Strip, on the former terrain of Klavers Jansen. The rest of the Strip is the terrain of the former ironworks Backer & Rueb: huge production halls and brownfield sites.

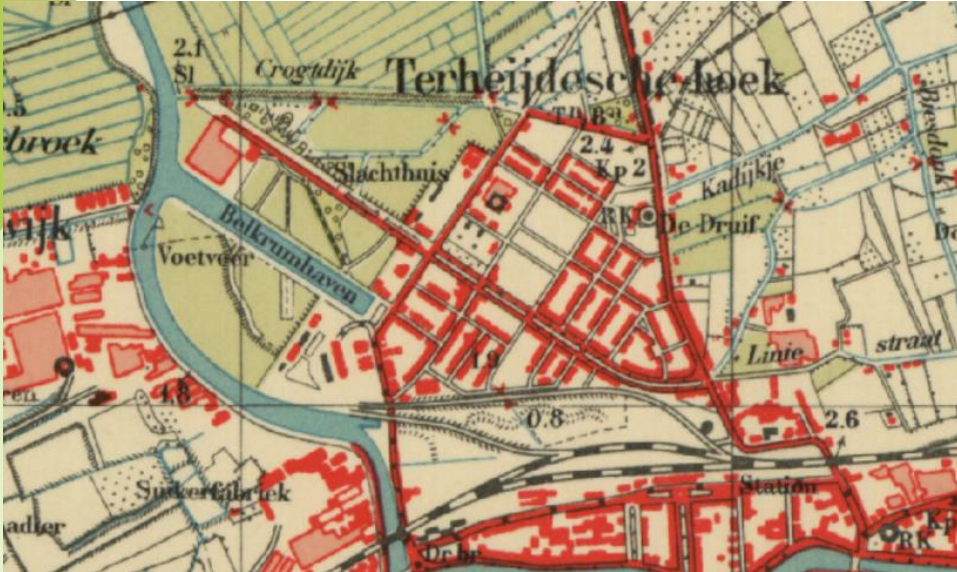
1.4 History of the site regarding origin/use/changes/ownership

The *Belcrum Polder* was situated outside the city walls and mostly owned by the lords of Breda. From the seventeenth to the early nineteenth century these were mainly hunting grounds. In the forest was a hunting lodge (*Speelhuis*). Only one of the radiant lanes, the *Speelhuislaan*, remains and is an important structural element in the area.



Map of 1925 (<https://www.topotijdreis.nl/>)

After the demolition of the fortifications in 1870 the municipality needed the grounds to expand the city. In 1918 the *Belcrumpolder* was bought to (re)locate industry and trading companies and to realise social housing. As aforementioned this was the situation until recently. Nowadays the industry is mostly gone and gentrification has taken place.



Map of 1935 (<https://www.topotijdreis.nl/>)<

The *Speelhuislaan* is probably the oldest visible remnant. After the municipality bought terrain in 1918 the mainly agrofood related industry (ironworks *Backer & Rueb* being an exception) really came to development. Hence most of the heritage, buildings but also infrastructure (like *Belcrumhaven*), dates from the interbellum. There are also some important post-war buildings like for instance *Nemijtek*, *Electron* and *Stokvis*. A full inventarisatie and valuation of the industrial heritage in the Belcrum area was done in 2009.

1.5 What kind of heritage we are talking about

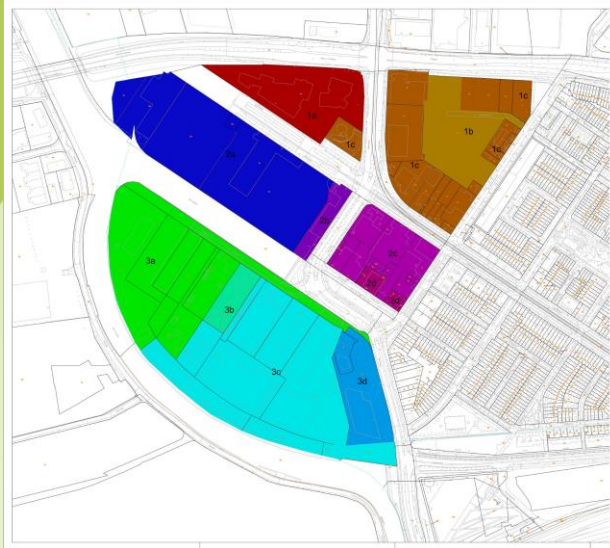
The heritage consist mainly of infrastructure and buildings that relate to the interbellum industrial development. Houses and industrial buildings are built in the style typical for the Netherlands in the interbellum period. The post Second World War buildings are mostly functional but some are truly designed as representative buildings. The (public) space is characterized by a raw, functional and industrial look, because of the used materials like for instance Stelcon panels (typical concrete slabs). The *Belcrumhaven* (Belcrum harbour) was made in the interbellum as well. The *Speelhuislaan* is older as a structural element and contains a former railway track, used to transport the huge products of *Backer & Rueb* and other factories.



Speelhuislaan railway track (Johan van Gurp, collectie Stadsarchief Breda)

The riversides and quays also relate strongly to this industrial past due to the used materials, but the Mark was not completely canalized and still has a characteristic bend. The only non-tangible heritage is the last remaining smell related to the sugar and agrofood industry. The candy factory that produces this smell, is situated just outside the development area. In the older days the scent of the production of sugar from sugar beets was noticeable all over the city of Breda.

1.6 Situation of ownership of the land and the buildings



Ownership in the redevelopment area

Schouw	
	Tilburg Bastianen onroerend goed BV
	AM B.V.
	overig
De Strip	
	Amvest Development Real Estate BV
	Electron gemeente Breda
	Klavers Jansen gemeente Breda
	overig
Schiereiland	
	Kop Schiereiland gemeente Breda
	AM Grondbedrijf BV
	Bv Beheer Nemijtek
	De Hoge Dennen Holding BV

Most land and buildings are in private hands, approximately 25 percent is property of the municipality. There are no actual conflicts about ownership.

1.7 Present function and use of land and buildings

- Brownfield
- Industry
- Trade
- Cultural
-

1.8 Management condition of the site / buildings / infrastructures / landscapes

The area is part of a greater program (*CrossMark*) for the (re)development of the northern part of the City Center in relation to the recently opened new station of Breda, with a link to the European High Speed Train Network. The numerous sites in this program are in different stages of development: some are already under construction, others are in a conceptual phase, like the sites that are subject to the WaVE program.

1.9 Maintenance condition of the site

Most of the buildings are in an acceptable state of maintenance due to the continued use and guarding. The condition of the quays is uncertain. It is probable that areas are polluted because of the (heavy) industry and the fact that there is a chance that the grounds were raised in the nineteenth and twentieth century. The foundations of the former sugar factory are still in situ, an estimated 40.000 m³ of steel, concrete and bricks.

1.10 Planning designation of the site

According to the actual *Structuurvisie Breda 2030* (Urban Spatial Development Framework) the site has a designation as area for enterprises, with a medium environmental impact category. In the context of the production of a new spatial framework discussions are taking place to designate this area as a high quality mixed use area for small enterprise, culture, leisure and also residential functions. The ambition is to create a hyper modern European district around a green park near the international train station.



Belcrum water tower, a national listed monument (Johan van Gorp, collectie Stadsarchief Breda)

The heritage map shows different levels of cultural historical importance of area's and buildings, divided in listed and non-listed heritage. The whole *Havenkwartier*, including the river, is designated as an non-listed area of high cultural historical importance (blue). The *Zoete Delta* is designated as non-listed area of low importance, except for the two remaining foundations of the former sugar silo's (blue). These are considered as of high cultural historical importance. There are no buildings of importance in the *Zoete Delta*. In the *Havenkwartier* is one national listed monument, a former water tower (purple).

There are seven buildings that are nominated to be listed by the municipality (dark blue).



Cultural Heritage map



Elektron (1958), heritage to be listed (Johan van Gorp, collectie Stadsarchief Breda)

1.11 Restrictions on short term changes

Yes, for several reasons. Main reason is that a lot of buildings and terrains are property of private partners. Some of these are planned to be redeveloped in the near future, others are still in use and will not be redeveloped soon. Of the buildings and the terrains that belong to the city, most of them are used on a more or less mid-term basis. The terrain of *Klavers Jansen* which is owned by Breda for the bigger part, is being redeveloped at the moment.

2. Exploring the water-linked heritage values

2.1 Significance of the site for the identity of the city and region

The city of Breda came to existence next to the water around 1100 AC. The water was used for military and economic purposes. The canals of the defence system of the city were fed by the water of the river Mark. One of the most important economic functions of the Mark and other waterways was the transport of peat from the region around Breda. Until the nineteenth century peat was an important fuel. The industrial revolution and the breaking down of the fortifications at the end of the nineteenth century led to the development of the industrial area north of the city. The first industry was a sugar factory, conveniently situated where water (supply of sugar beet from the region) and railway (transport of sugar) crossed. Agrofood and sugar related industry developed during the twentieth century, bringing employment for many people until recent years. Fruit and vegetables from the rural areas around Breda were processed here. Sweet smells from once nationally famous candy and lemonade brands filled the air. Also heavy industry settled in the area. For instance *Backer & Rueb* ironworks. The river was used to transport the enormous products they made, like escalators, industrial boilers and locomotives. Although not much is left of these industries and their brands, they still fill the people of Breda with pride. Now the site is turning more and more into a highly valued incubator for entrepreneurs and cultural initiatives. The neighbouring former social housing district *Belcrum* is one of the most beloved districts of the city to live in. The inhabitants are no longer only people of the working class that once occupied these houses, but mostly middle- and high-income people. They are proud of the *Belcrum*.



Belcrum Beach at the Haveneiland



Graphic Matters Festival at the Speelhuislaan (Jorgen Janssens, collectie Stadsarchief Breda)

2.2 Specific heritage value characteristics

The most important value characteristic of the industrial heritage on the site, is that there is not much left anymore of this specific category in the territory of Breda. The brands and industries that made Breda famous on a (inter)national level are gone, and so are most of the buildings and factories. So just from a perspective of rarity the buildings of this site are already of great importance to all the people of Breda, because they are the only remains representing the industrial past of the city.

2.3 Specific relationship between heritage and water in the site

The specific relationship between the heritage and the water is that it brought into existence the site as it is nowadays. Starting with a sugar factory that combined the old way of transport (boats) with the new way of transport (trains), thus triggering an explosive economic growth by boosting the agrofood and sugar related industry. *Nemijtek*, a cold storage provider is still active at the south end of the *Haveneiland*.



Nemijtek, a cold storage provider for the agrofood industry (Johan van Gurp, collectie Stadsarchief Breda)

The water was used for transportation but also in the production processes. Transport was also important for the huge products made by Backer & Rueb. The buildings and terrains are carefully designed to facilitate easy transport to and over the river.



Backer en Rueb iron works (Johan van Gurp, collectie Stadsarchief Breda)

So the water is really entwined with the cultural heritage and both strengthen each other in telling the story of this site. The potential damage lays in using the water for the development of ecological zones too extensive, and thereby neglecting the industrial character of the quays and banks that defines the heritage values of the site. The challenge is to find the right balance by research and design.

2.4 Current approach to the addressed heritage by local government and relevant institutions

The municipality of Breda considers cultural heritage as the blueprint for spatial urban and rural development. The municipal government believes that heritage can only be of significance if it is put in its context on multiple levels (tangible: object-area; intangible: people-places-stories). This context offers opportunities to develop in order to preserve. Next to this good practice the heritage department also uses the rather new concept of (re)development in dialogue. This means starting a dialogue with stakeholders about the tangible and intangible qualities of the heritage as a whole on multiple levels. Most of the times this eases the process.

Most of the heritage in this area is not listed although it is highly valued by the department of spatial planning (including the heritage agency) of the Municipality of Breda. They consider the cultural heritage as a great opportunity to valorise the site on multiple levels, scales and in multiple disciplines. The same is true for the heritage interest groups. The new concept of not listing and following the process of (re)development in dialogue is sometimes experienced as tricky by these groups.

2.5 Awareness level of heritage values as a vector for development and transformation of the sites

As mentioned there is awareness for the new approaches amongst the heritage professionals of the municipal heritage agency and some of their colleagues of the Municipality of Breda. In the department of spatial planning and the other departments some people are sceptical, mostly because they find it tricky to properly protect heritage values without a formal status or they do not like the lack of clarity. The same is true for heritage interest groups in the city.

Experimenting with this new practice, the heritage agency came to the conclusion that sometimes listing can ease the process better than not listing. For instance when exemptions for listed heritage on parking or building norms are needed to facilitate the redevelopment.

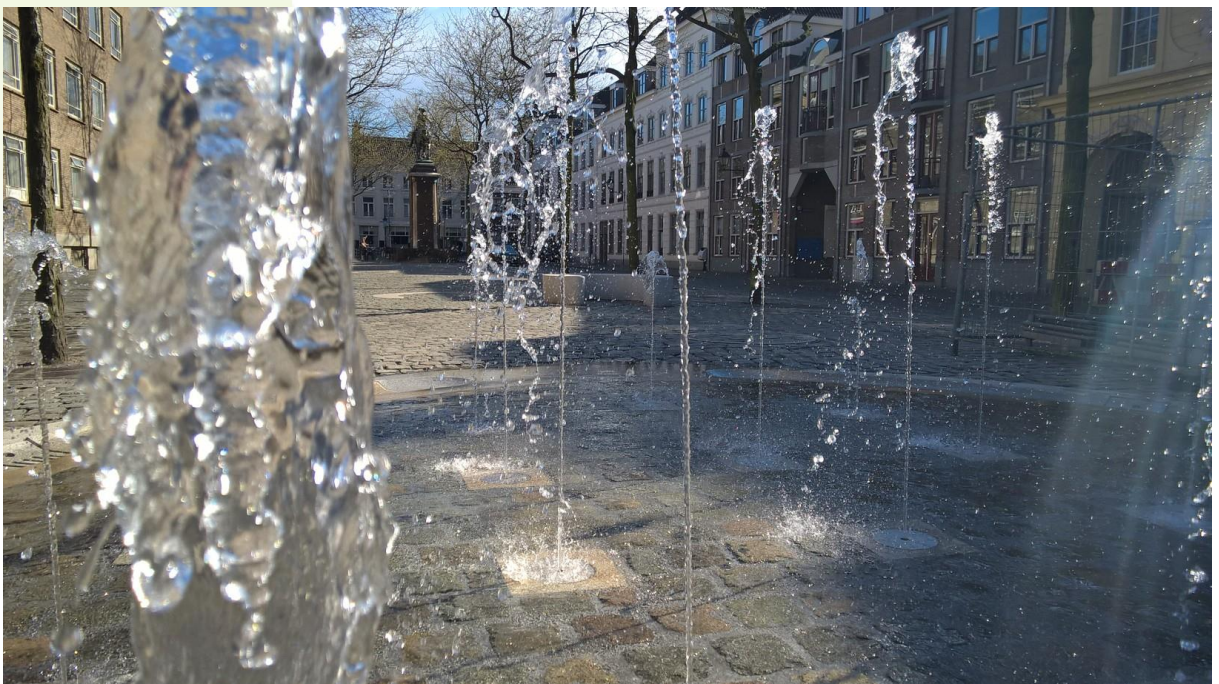
2.6 Awareness towards innovative heritage approaches based on art

There is some awareness. For instance the *Blind Walls Gallery* is a local project that aims to lighten up no go areas by large wall paintings. These paintings always relate to the (hi)story of the site, thus making the connection people-places-stories. It helps to make intangible heritage more visible:



Art from the Blind Walls Gallery

Other example is the fountain on the castle square where it's horse iron shaped elements relate to the stables that once stood there.



Fountain at the castles square

Also the works of the Breda architect and artist Eloi Koreman always strongly relate to the past in an intriguing way as illustrated below:



Hoge Brug (high bridge) over the harbour by Eloi Koreman

On the site at the *Zoete Delta* there is the anamorphic work of municipal designer Nina Lenting. From the train you can read “*IK GA VIA BREDA*” (“I always pass by Breda”). This referred to the realisation of a new railway station, prior to the development of the *CrossMark* area. The large letters in the brownfield are made of unfinished steel to refer to the industrial character of the site.



IK GA VIA BREDA (“I always pass by Breda”) by Nina Lenting

Near the *Belcrumhaven* there is the interactive work *Cultuurradar*, which refers both to the industrial past (being made of shipping containers and unfinished steel) and the cultural future of the site (by displaying the cultural program).

2.7 Specific approach to water-linked heritage in planning and policies

Breda has a planning tradition ever since the twenties of the 20th century in which town planning and landscaping go hand in hand. Breda quadrupled in size after the 2nd World War, and you can see this approach in the realised districts. In fact the city was working with “townscaping”. The rediscovery of the meaning and importance of water, more as a key quality for city (re)development than as a threat, added the “blue factor” to this planning tradition. In fact at this moment we are “townwaterscaping”. different starting points like climate adaptation or tourism. Goal is to get a more integral approach, this still has to be included more in planning and policies.

Since the reinstatement of the harbour in the city centre there is a strong common belief that (historic) water is a true catalyst for city regeneration. The enthusiasm for reinstating the remaining part of the river Mark in the inner city proves this. This also is seen in the planning and policies, where water-linked heritage values are recognised. Several new local projects relate to (water)ways in Breda and its surroundings. These projects have different starting points like climate adaptation or tourism. Goal is to get a more integral approach, this still has to be included more in planning and policies.



The future trajectory of the Nieuwe Mark (the new river Mark) near Het Groot Arsenaal (grand arsenal)

3. Exploring the policy context

- 3.1 Existing planning laws, regulations and policies related to a potential redevelopment of the site
- <https://www.rijksoverheid.nl/onderwerpen/water/waterbeheer-in-nederland> gives a complete overview of laws, regulations and policies on national, regional and local level.
 - On a local level the *Bredaas Waterkompas* (water compass) gives a view on the chances for water from different perspectives. Not only water management but also tourism, recreation and heritage are an important part of the compass.



The former canals of Breda now also serve a recreational purpose

3.2 Existing planning laws, regulations and policies related to heritage aspects

- On an international level there is the Valletta Treaty as an important document and more recently the Convention for the Safeguarding of the Intangible Cultural Heritage was ratified by the Netherlands.
- On a national level there is the *Erfgoedwet* (heritage law) and the *Omgevingswet* (Environment and Planning Act). Before the *Omgevingswet* comes in effect (January 2021) there will be some transition phases. These transitions will affect the *Erfgoedwet* and the local *Erfgoedverordening* (heritage regulation) and *Welstandsnota* (building aesthetics regulation).
- On a provincial level there is the policy *De (verbeeldings)kracht van Erfgoed* (the imaginative power of heritage). Also there are the *Cultuurhistorische Waardenkaart* (cultural historical map), the *Structuurvisie ruimtelijke ordening* (development strategy for spatial planning) and the *Verordening ruimte Noord-Brabant* (spatial regulation).
- On a local level there is *Grondstof voor de Toekomst* (Resource for the future) heritage policy), the *Erfgoedverordening* and the *Welstandsnota*, that is of course strongly related to the heritage regulations. And the *Bredaas Waterkompas* relates to heritage in multiple disciplines.
- The local climate policy provides the means for quick green- and water related interventions in the city

3.3 Specific place for water-linked heritage in policies

The following documents mention water-linked heritage more or less specific:

- It is possible to integrate water-linked heritage in the *Omgevingsvisie* and derived plans and programs
- *De (verbeelding)kracht van Erfgoed* only relates to the *Zuiderwaterlinie* (southern water defence line), Breda is part of the project but this is only slightly relevant for the *CrossMark* site.
- The *Cultuurhistorische Waardenkaart* does mention water-linked heritage, but not for the *CrossMark* site.
- The *Structuurvisie ruimtelijke ordening* does mention water-linked heritage in a broader perspective.
- The *Verordening ruimte Noord-Brabant* does mention water-linked heritage in a broader perspective.
- *Resource for the future* mentions water-linked heritage specifically.

3.4 Main restrictions and incentives for redevelopment

Most documents provide restrictions and on a smaller scale incentives relating to water management, ecology and/or heritage. Especially the local *Resource for the Future*, the *Bredaas Waterkompas* and the local climate policy provide a range of opportunities for sustainable redevelopment of water-linked heritage.

The implementation program for some of the policies is yet to be made, which offers even more opportunities.

3.5 Availability of public funding for preparation and implementation of heritage-related redevelopment projects

The first phases of the project have (had) public funding. For the next phases is sought for public funding on regional and national level (for instance waterboard and province) and private investors. Also costs for investments in the public domain are shared on reasonable levels with the private investors.

3.6 Use of value capture or other funding instruments for redevelopment projects

This is subject of several research projects within the municipality, and also in the cooperation with the provincial and national authorities. Breda has some experience with value capturing related to an augmentation of the quality of public space.

4. Identifying existing strategies and projects for the transformation of the site

4.1 Current general proposals and status of the site

The “*Gebiedsperspectief Havenkwartier*” mentions:

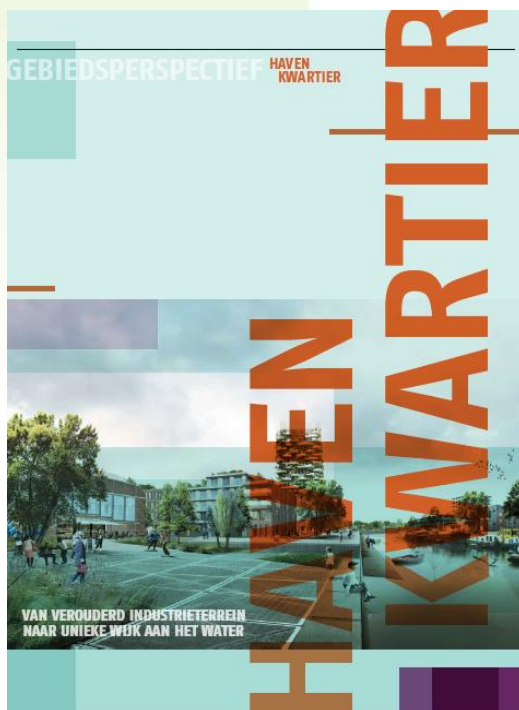
- Provide sustainable housing
- Solving mobility issues
- Creating innovative culture (this is further specified in the culture policy ‘*In Verband met Cultuur*’: *Cultuurvisie Breda 2019 – 2024*)
- Preserve cultural heritage
- Solving issues on climate change
- Solving issues on energy transition
- Creating a viable city
- Flexible attitude on actual issues rising from society

4.2 Main reasons for redevelopment

- Provide housing
- Solving issues on climate change
- Creating innovative culture
- Creating an inspiring and vibrant new European district in an international and open city

4.3 Redevelopment strategy type of approach

A combination of both. The “*Gebiedsperspectief Havenkwartier*” (June 2018) is the masterplan that provides guidelines for a flexible and somewhat open-end, step-by-step approach of both *Havenkwartier* and *Zoete Delta* (together *CrossMark*) on many levels and disciplines. The process of invitation planning is described as both bottom up and top down and with an early engagement of relevant stakeholders.



 Gemeente Breda

Gebiedsperspectief Havenkwartier

4.4 Planning horizon of the strategy

The actual phasing means development of the Strip on a short term, development of the *Haveneiland* after 2023, and developing the sugar factory site after 2025 dependant of economic and market conditions. The idea is to invest in the necessary public interventions (infrastructure, green and blue mainframe like the *Zoete Delta*) on the short term.

4.5 Stage of the work on the strategy at present

The perspective "*Gebiedsperspectief Havenkwartier*" has been approved by the City council and different areas have a different stage of development. The stages should not only be viewed as "which area at what moment" but also on strategic, tactical and operational level.

On a strategic level is worked on public and private investments in the infrastructural framework, water and nature to create the right conditions for the overall development in relation to the city of Breda and the region

On a tactical level is worked on the *Strip*, *Haveneiland* and *Zoete Delta*

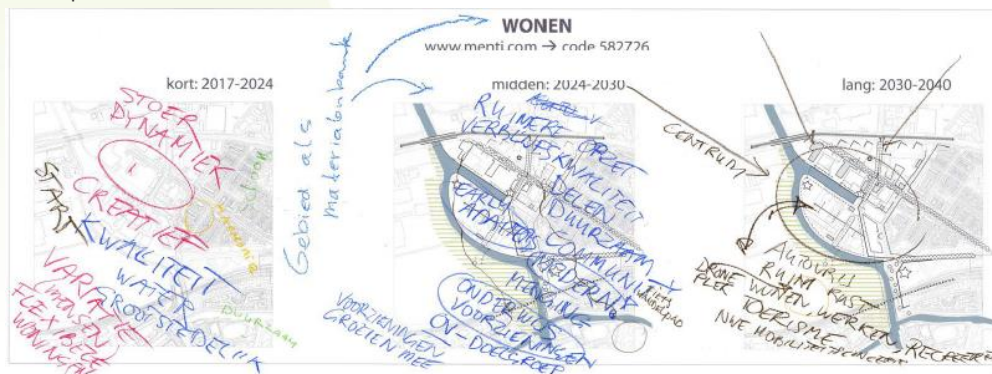
On an operational level is worked on the *Strip*: this first phase is actual until 2023

After 2023 *Haveneiland* and the *Zoete Delta* are expected to be developed.

4.6 Performance of the strategy

The process of invitation planning as a both bottom up and top down strategy with an early engagement of relevant stakeholders is quite successful in involving and activating stakeholders. There have been several multidisciplinary workshops on the redevelopment of the site. So the process does perform well, although it is not yet clear if the outcome is positively received by all stakeholders.

The so called *Krachtateliërs* (power sessions) were multidisciplinary stakeholder meetings for the *Havenkwartier*, held in 2017. In these sessions a broad group of stakeholders was invited to discuss various issues on the development of the site.



Krachtateliërs Havenkwartier

4.7 Most urgent part of the project from an environmental and economic point of view

The focus now lays on the *Strip*. From an economic point of view it is important to first finish the *Klavers Jansen* block, to consolidate the incubator area for young entrepreneurs and cultural initiatives. This placemaking forms a solid base for further development of program on the *Strip* (*Backer & Rueb* grounds) next to housing. From an environmental point of view, there is no direct urgency, although it would be good to not start to late with realising a water retention area at the *Zoete Delta*, because it is clearly necessary.

4.8 Most significant part of the project from a social and cultural perspective

From a social and cultural perspective also the development and consolidation of the site as an incubator area for young entrepreneurs and cultural initiatives is very important, as this placemaking will form a solid base for the new residential area.

4.9 Most feasible part of the project to initiate transformation, gain momentum and galvanise the interest of stakeholders

The *Strip* is the most feasible part.

5. Cost-benefit considerations

5.1 Expected benefits of proposed redevelopment strategy

- The municipality and other governmental organisations will reach their policy goals.
- The city and its inhabitants will have an inspiring and vibrant new mixed use district, and will get employment, sustainable housing, preserved and redeveloped heritage, an innovative cultural space, recreational space and solutions on climate change.
- (Cultural) entrepreneurs will get an innovative and stimulating workspace.
- The investors will have a good return on investment
- Visitors of the city get to visit an interesting new European residential and working area with water-linked heritage and cultural activities.

5.2 Short- and long-term economic benefits expected from the redevelopment

The area will emphasize the growing importance of Breda as an international city in the South West of the Netherlands, and provides employment in the cultural, recreational (tourism included), innovative, and small scale maker industry. The international quarter will of course be of economic importance in the future as public investments will provide the right conditions for the regeneration of this area and the city and region as a whole. But at this moment it is nearly impossible to accurately quantify the future economic benefits

5.3 Expected non-material benefits

Using the cultural and natural heritage related to water creates an opportunity to make a more sustainable, viable, climate adaptive and attractive city, thus leading to better health, more employment and other social economic benefits.

The cultural and natural water related heritage will be preserved and developed so it will contribute to climate adaptation, energy transition and new public-private partnerships. The heritage will be the blueprint for the renewed identity of this area.

5.4 Expected economic, environmental and cultural/social impact on the surroundings

An integral approach will have a multi-disciplinary impact on the region as well. The development of *CrossMark* (and other water-related projects in Breda) will have a positive effect on future plans for the river Mark and other waterways from Belgium to the *Biesbosch*. For instance upgrading the river between Breda and the village of *Terheijden*. The creation of a massive Europe oriented district near the high speed connection will have a positive effect for the whole region of 700.000 people.

5.5 Possible positive effects on water management

Especially the development of a water retention area in the **Zoete Delta** is necessary and will have big positive effect on the water management of the city and the region. The regional water system is spread over 700 km². The retention in this area is needed to compensate the further densification of the compact urban area.

5.6 Positions and interests of the stakeholders on the strategy

Most of the stakeholders are considered saviour (investors) or friend (other stakeholders). So interest, legitimacy and attitude are high with only differences in power. The relationships are considered good with a lot of potential to get to a high level of engagement.

5.7 Proportion among commercial and non-commercial functions of the strategy

The strategy is aiming at both commercial and non-commercial functions. Mixed use is the central theme in this area. This means that clear and sometimes non-orthodox cooperation is needed, also for the long term.

5.8 Public funding needed for the public space redevelopment of the site

The estimated public investment needed in the coming 20 years is estimated at around 75 million Euros. Main elements are the infrastructure needed, and the costs of the *Zoete Delta*.

5.9 Political position on needed public investment

There is political support for an ambitious redevelopment of this area. The necessity for spending public means is in competition with other challenges in the city. That is why efforts are made to make contracts with other authorities and private partners to make this ambition feasible.

6. Assessing the policy instrument

6.1 Addressed policy instrument description

Grondstof voor de toekomst (Resource for the future Policy cultural heritage 2019-2025) is the policy instrument. The main features that determined the policy were defined at the so called *Kampvuursessies*. These informal meetings around a virtual campfire were meant as an open approach to all stakeholders regarding cultural heritage in Breda.



Resource for the future

The three main features are:

1. Strengthen the collaboration between the heritage department, the museum and the archives to make optimum use of the tangible and intangible heritage of Breda.
2. Trying to achieve greater participation on heritage from stakeholders (colleagues, heritage partners and others).
3. Trying to valorise the tangible and intangible heritage by looking for collaborations, for instance city marketing.

This all comes down to seeing heritage as a vector: it is as a product of public debate and a source of spatial valorisation.

This is also the core of the WaVE-project.

6.2 Identified redevelopment strategies vs the addressed policy instrument

For now it seems that the redevelopment strategies are completely in line with the main features of the heritage policy.

6.3 Contradictions or synergies between the proposed strategies and existing policies or regulations

There sure will be contradictions between goals in water management, ecology and heritage and/or commercial goals. There even will be contradictions in the local approach to heritage in relation to the provincial or national approach to heritage. Contradictions are often the source of innovative solutions!

6.4 Synergies with other policies

There are several clear synergies with other policies like the climate policy, het Groene Kompas (the green compass), het Waterkompas (the water compass) the culture policy, the economic policy, city marketing etc.. Beside this there are daily synergies with colleagues of other disciplines within and outside the municipal organisation. The heritage policy specifically aims at strengthening the collaboration with colleagues of other disciplines outside the department of spatial planning, of which the heritage agency is already an integral part (part of feature 2).

6.5 Measures for redevelopment of water-based heritage taken into consideration by the policy

One of the main goals of the council of Breda is to realise “a green city”: the use of green and water in terms of sustainability, environmental issues and recreational purposes. In our cultural heritage policy we claim that our historical landscape around the river Mark is the blueprint for this goal. The structures of this historical landscape (with its cultural and ecological important water ways) are described and valued in maps. Not only to protect, manage and maintain this heritage but also to find opportunities for innovative and sustainable spatial development. Therefore we now adapt “development in dialogue” as leading principle in relation to cultural heritage. We want to research these opportunities and their spill-over effects. We expect to be able to let cultural heritage contribute to the UN Sustainable Development Goals such as climate adaptation and employment.

6.6 Adaptation of existing practices and / or adoption of new practices required by the policy instrument

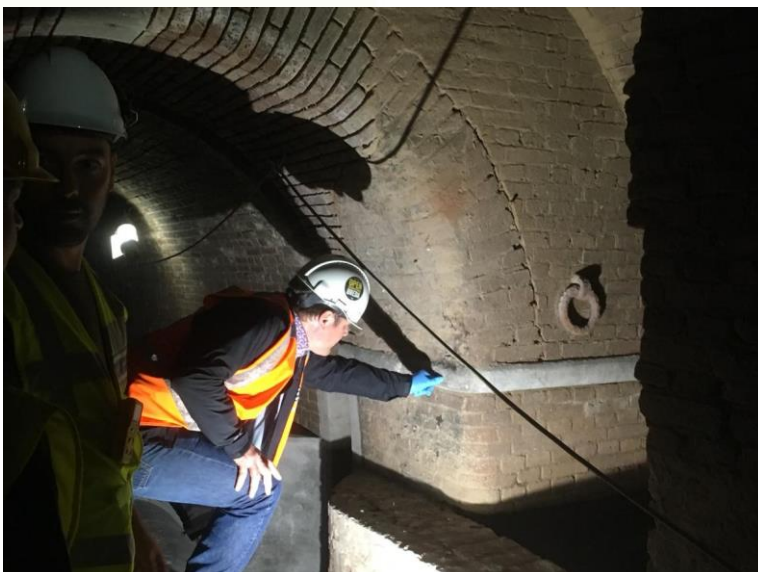
The following transferable practises are less or more part of the policy instrument:

Non-listed heritage:

Stakeholders need to get used to the concept of non-listed heritage. Development in dialogue is built on trust, which seems to be somewhat scary. We also have to look into relating policies and measures that only take account of truly listed heritage. For instance certain exemptions for listed heritage on parking or building norms. These exemptions were once made to ease the process of redeveloping heritage. Non listed heritage cannot make use of these exemptions.

Heritage is always sustainable:

One of the practices is to promote that heritage is sustainable by definition, because it is reused over and over again because of ongoing appreciation. So the first question considering non-listed heritage should be: does it have to be demolished? Can't we reuse it in a sustainable way? Example is the reuse of the nineteenth century brick sewer of Breda. The used materials were of excellent quality thus it was cheaper to restore it than to replace it with less sustainable modern sewer pipes. Another advantage that occurred was that it wasn't necessary to dig for replacement, which would have meant a closure of the streets in the city centre. And we spared this non listed heritage. So a more integral approach to the problem of sewer replacement led to the (spatial) valorization of heritage.



At work in the historical sewer (<https://www.facebook.com/100862204692618/posts/144726930306145/>)

Value capturing:

Developments like Crossmark need a long term vision and start with a solid casco, of for instance infrastructure and public space. This casco should not rely on public investments alone but also on private investments. This will secure budgets for the future because developers are more committed.

Transforming competition in synergy:

Look for common goals, adapt and be prepared to compromise to get the best result possible for everyone. Adapting is an important part, it could be described as framing, but then in a more positive way. It is trying to understand the incentives of your “opponents” and try to speak their language to make clear that there are common goals to be reached. Stakeholders should be convinced by themselves.

Storytelling:

Storytelling is important to make sure that all stakeholders identify with a project. To create a common identity, questions like why do we do this, how do we do this and what do we do, help to shape the common identity. This is the soul of the project.

Binocular study:

This is a form of Imagineering, in Dutch a *praatplaat*. An image that fuels the imagination by looking into the future. It shows a possible outcome and issues rising from the image can be discussed in an open manner.



Binocular study of the development area

Soul-Trust-Quality-Theatre-Courage:

These are the key ingredients for a succesfull project.

- Soul: the story of the project and its stakeholders
- Trust: build on sustainable relationships
- Quality: never cut on quality
- Theatre: show off the project
- Courage: sometimes you have to colour outside the lines

These ingredients will strengthen the common identity even more and result in pride and appropriation of the project by stakeholders.

These practices might need some adaptation to tackle the big issues within the area. First analyses within the WaVE-project show that there are issues to be solved on costs-benefits, ownership, non-listed heritage and participation.

7. Key challenges and opportunities related to water and heritage

Strengths (S)			
no*	conditions which are considered to be strengths	priority	category
S1	The character and qualities of the tangible heritage of the area are clear	high	political
S2	There is a cluster of creative entrepreneurs in the area	high	social
S3	The inhabitants of the area are committed and well organised	high	social
S4	The local growth and development strategy (Omgevingsvisie)	high	mixed
S5	Water management as a Dutch expertise	medium	technological
S6	Existing interregional water management	medium	political
S7	The cultural heritage unit is part of the department of city development	medium	political
S8	Existing infrastructure of waterways	low	mixed
S9			

Weaknesses (W)			
no*	conditions which are considered to be weaknesses	priority	category
W1	Developers do not work together with the community	high	mixed
W2	Budget	high	economic
W3	Conflicting sectoral goals	high	political
W4	Dominance of short term policy making	high	political
W5	The diverse character of the area requires different approaches	medium	mixed
W6	Some property owners are passive	medium	economic
W7	Conflicting sectoral policies	medium	political
W8	Lack of confidence in long term cost-effectiveness	medium	mixed
W9	There is no heritage organisation for this specific area/theme	medium	social

Opportunities (O)			
no*	conditions which are considered to be opportunities	priority	category
O1	There is a lot of non-professional interest in the heritage of this area	high	social
O2	Participation: developing parties work together with the community in the process	high	social
O3	A water related or autonomous icon for the city: creating heritage for the future	high	mixed
O4	Near to the railway station (European hub)	high	economic
O5	Climate adaptation	high	environmental
O6	Preserving cultural and natural heritage	high	mixed
O7	Tourism and recreation	high	economic
O8	Storytelling: the area has an interesting past that can be used for further development	medium	social
O9	The city of Breda can be connected to the national parc Biesbosch, with the area as a hub	medium	mixed
O10	Temporary use of part of the area as a parking for people who visit the city centre	medium	economic
O11	Area as a zone for experiments	medium	mixed
O12	Reinstating the natural meandering of the Mark	medium	environmental
O13	Hub for the connection between Breda and the municipality of Drimmelen (by bike or foot)	medium	mixed
O14	The development of the area is used as a pilot in the collaboration between province and municipality	medium	mixed
O15	Creating a new ecological zone	medium	environmental
O16	Energy transition	medium	environmental
O17	Employment/innovation	medium	mixed
O18	Public-private partnerships	medium	mixed
O19	Investment in framework for development (cost before benefit)	medium	mixed
O20	The area could be a playground for the new Environment and Planning Act (Omgevingswet)	low	legal
O21	Renewed use of the railway on the Speelhuislaan to get people from the station to the area	low	environmental
O22	Use of the river to transport people from the city centre to the area	low	environmental
O23	Creating new, iconic architecture alongside the heritage	low	mixed

Threats (T)

no*	Conditions which are considered to be threats	priority	category
T1	The enormous challenge to realise enough space for water retention	high	legal
T2	The loss of mineral quays belonging to the industrial heritage due to ecological developments	high	environmental
T3	Cyclicalities	high	economic
T4	Nitrogen disposition	high	legal
T5	The infrastructure of the area is being used as a shortcut for traffic	medium	environmental
T6	Quantity of challenges (finance)	medium	economic
T7	Gentrification	low	social
T8	Dispersed ownership	low	mixed

SO: use strenghts to maximise opportunities	
SxO	synergies
1x1;1;x2;1x8	The character and qualities are of broad public interest. They offer opportunities to determine the genus locii.
2x2;2x3;2x8	The creative entrepreneurs know how to make use of the rich past of the area. Therefore they should be closely involved in the placemaking.
3x2	The well organised and committed inhabitants are very capable of participating.
4x3	The Omgevingsvisie also offers opportunities for the heritage department to create a long term vision on the area.
5x5	The expertise in water management will ease the process in finding solutions for climate adaptation.
6x5;6x9	Existing interregional water management offers opportunities for climate adaptation as well as opportunities for developing a connection to the Biesbosch.
7x1;7x2	The heritage department is closely involved in the preparations for the Omgevingswet and thus able to create opportunities for experiment and participation.
8x4;8x9;8x10	The existing infrastructure of waterways can be used to create new forms of transport/mobility between railway station, the Crossmark area and the citycentre or even the Biesbosch, thus creating opportunities for tourism and recreation in the region.

WO: minimise weaknesses by taking advantage of opportunities	
WxO	synergies
1x1;1x2; 1x3	The community has knowledge of het area which is valuable for the developing parties. Participation is an important aspect of the Omgevingswet and offers opportunities for experimenting with new collaborations.
2x2;2x3;2x72x10	Budget must be secured by convincing developers to participate, which can be done by creating a solid business case with a good story that defines the area.
3x2	The problem of conflicting sectoral goals can be tackled by using participation to determine which goals have to be prioritized.
4x2;4x3	The promise of an iconic development could be used to get a long term commitment from stakeholders.
5x1; 5x2	Because of the diverse local stakeholders, different and unexpected approaches are to be expected.
6xT	Passive owners can be motivated to participate by the inhabitants, by storytelling and because there are a lot of opportunities from an economic point of view.
7x2	The problem of conflicting sectoral policies can be tackled by using participation to determine which policy has to be prioritized.
8x6;8x3	A good story based on the water related cultural and natural heritage provides a solid case from an economic point of view for the development of this area to create an European quarter with an iconic character.
9x1;9x2	Although not organised there is a lot of knowledge among inhabitants; not being focussed on just one aspect could be an advantage for an open approach.

ST: use strengths to minimise threats

SxT	synergies
1x2	We know what is important water related heritage in the area so we should be able to sustain a good balance between natural and cultural heritage
2xT	Improved participation with local stakeholders like the creative entrepreneurs is important because they are a powerful think tank in the search for solutions; therefore it is also important to keep them in the area and prevent a creative brain drain.
3x7	The inhabitants should be able to participate in a very early stage and be consulted about their wishes and needs to prevent abrupt gentrification.
4xT	The Omgevingsvisie offers opportunities to identify, analyse and plan ahead on some of the bigger issues/threats.
5x1; 5x2	Expertise on water management is used to find a fitting solution for water retention with respect for water related cultural and natural heritage.
6x1; 6x2	The existing interregional water management will also contribute to a fitting solution for water retention with respect for water related cultural and natural heritage.
7x2	The cultural heritage department is closely involved with the spatial planning to keep a good balance between natural and cultural heritage in the area.
8x1;8x2; 8x6	The existing infrastructure of waterways offers opportunities for low cost water retention with respect for the cultural and natural heritage.

WT: minimise weaknesses and avoid threats

WxT	synergies
1x6	We should strongly keep focus on participation with developers and stakeholders to tackle the quantity of challenges.
2x3	We should secure budgets to be able to maintain long term development despite cyclicity
3xT	Conflicting policies as well as conflicting goals require an open approach regarding all aspects and stakeholders.
4xT	We have to be aware that some of these (and other) threats are a result of short term policy making.
5xT	The very different and sometimes conflicting tasks require a broad and open approach from all stakeholders.
6xT	Therefore only by activating and involving all possible stakeholders we can solve these issues.
7xT	Conflicting policies as well as conflicting goals require an open approach.
8xT	Lack of confidence in long term effectiveness could lead to short term policy making and thus to these and other threats.
9x4	The heritage department must keep emphasising the importance off the water related cultural and natural heritage to all stakeholders.

WaVE Project

WaVE is a 3-year research project (August 2019 - July 2022) funded by the European Commission within the INTERREG Europe program. The Project focusses on the **improvement of regional and local policies** to open up their possibilities to support the **development of integrated adaptive reuse of water-linked cultural heritage** sites in human settlements. The partner cities and regions have in common that their territory is rich in heritage that is historically linked to, or formed as, a result of the interaction with water as part of the natural environment. The partners have a task in the field of heritage and water. The European grant offers opportunities to work together at European level on policy strategies that are needed for the restructuring tasks related to heritage and water.

Partners

Municipality of Aarhus

Aarhus is the second largest city of Denmark with 350.000 inhabitants. It is situated by the Bay of Aarhus and has a large contingent of universities and students



Provincial Council of Alicante

Alicante is a coastal province in the Southeast of Spain. Its sand beaches, coves, mountain routes and gorgeous sunny weather attract lots of visitors all year long



Municipality of Breda

Breda is a sparkling and historical city in the south of the Netherlands with around 183.000 inhabitants



CertiMaC

CertiMaC promotes innovation in the energy and materials sector by offering laboratory analysis, industrial research and specialist consultancy services



Delft University of Technologies

A leading Dutch university providing solutions to urgent societal challenges through science, design and technology



Ister-Granum European Grouping for Territorial Cooperation Ltd

Ister-Granum EGTC includes 42 Hungarian and 40 Slovak municipalities. Its main goal is to implement joint cross-boarder strategies related to culture and tourism



Municipality of Ravenna

Ravenna is an art and history lover's dream in the North of Italy. Its extensive mosaics are renowned worldwide as well as its sandy beaches and its port



**Comune
di Ravenna**

www.interregeurope.eu/wave/

