



**WaVE**  
Interreg Europe



European Union  
European Regional  
Development Fund

# Action Plan

Municipality of Breda (NL)



- **GENERAL INFORMATION**

**Project:**

WaVE

**Partner organisation:**

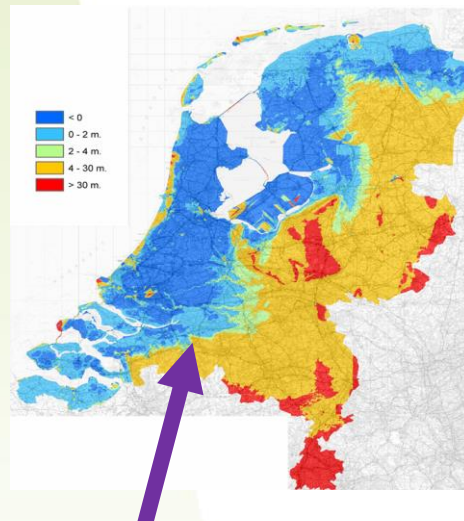
Municipality of Breda

**Other partner organisations involved (if relevant):**

-

**Country:**

The Netherlands



**NUTS2 region:**

Noord-Brabant

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- **BASELINE SITUATION IN THE REGION**

**A. MAIN FEATURES AND ENVISAGED IMPROVEMENT OF THE POLICY INSTRUMENT**

**Policy instrument(s) addressed:**

Grondstof voor de toekomst, programma erfgoed 2019-2025  
(Resources for the future, policy cultural heritage 2019-2025)

**Institution responsible for addressed policy(ies):**

Municipality of Breda

**Proposed self-defined performance indicator(s):**

“Increase (absolute and percentage) in cross-overs in policies and approaches related to sustainability, economic growth, living quality and nature preservation developed for water-linked cultural heritage.”

**Measurable and attainable comprehensive results before July 2022:**

- A clear position of water related heritage in the Omgevingsvisie 2040 (growth and development strategy of the city) (Q4 2021);
- The production of a clear strategic framework for water related heritage in the CrossMark area, using own experiences and good practices of the WaVE partners (Q3 2021)
- A draft design and realisation strategy for an Iconic internationally focused quarter in the City Centre of Breda based on revalidated natural and cultural heritage (Q4 2021/Q1,2 2022)
- An elaborated proposal for placemaking and “intermediate” occupation of the transformation area with respect for the relation of the water with material and immaterial heritage
- A translation of the lessons learned in the adaptation of the heritage policy “Resource for the future” and enhanced activity program (Q1,2 2023)

**Target value of the indicator(s):**

**ACTIONS:**

**Implementation of the Water table**

- Construction and starting up of the water table (Q1 2022)
- Increase in meetings with key stakeholders regarding water related heritage (water table).
- Increased number of feasible projects influenced by the water table 2021 and 1st half 2022

**Production and introduction Heritage Map+:**

- Production of the extended heritage map and annexes (panels, 3D models, digital application) on the topic of water-related heritage.
- Increase in use of the Heritage map+ for the target area by professionals, citizens and visitors
- Increase of references to the heritage map+ for the target area in other policy instruments.

**Facilitate Place making:**

- Increase of (cultural) events that refer to or support the meaning of water related heritage.
- Enlarged engagement of the city makers (commercial, officials, neighbourhood organisations) in the revalidation of natural and cultural heritage

These 3 actions are the key items in the Action Plan of Breda. The actions are partly on the way, or are in preparation, and will be further implemented and monitored in the period Q1-'22 till Q2-'23.

Beside these seizable actions Breda wants to use this opportunity, given by the Interreg Europe program, for a principal adaptation of the organisation. Water and water related heritage will play an important role in the massive urban regeneration that will take place in the coming decades in the city center and in the surroundings of the city. The organisation needs to be adapted to these challenges. An essential item is the improvement of the interaction between the departments and institutions (public and private) related to urban (re)development and those related to daily urban management:

- We need more ecosystemic connections in policies, programs and investment plans, not only for the future definite structure of the transformation areas, but also for the “in between” period
- We need to bring the different worlds of the urban/ regional managers and the developers closer to each other, in the presence of other local stakeholders (citizens organizations, heritage circles, environmental interest groups, etc.) around the subject water and heritage
- We need to give the revalidation of the reciprocity of water and water related heritage a better defined place in the heritage policy of the city

We are convinced that the three defined actions will contribute to this ambition.

**Evaluation of the current operation of the policy(ies):**

**State of art of the present Cultural heritage policy ‘Resources for the future’**

The city council of Breda had established the cultural heritage policy ‘Resources for the future’. This policy only applies within the municipality of Breda.

The main objectives of the heritage policy *Resource for the future* are:

- Strengthen the experience of Breda’s heritage for inhabitants and visitors (chapter 2 Our heritage... an experience!).
- Using cultural heritage of Breda as a resource of knowledge and urban consciousness (chapter 3 Our heritage... a source of knowledge!)
- Protecting, managing and maintaining the cultural heritage of Breda (chapter 4 Our heritage... we take good care of it!)  
Continuing integration of cultural heritage in spatial development
- (chapter 5 Our heritage... continuously developing!)



The cultural heritage policy is the basic guideline for heritage in spatial development. This is assured by the fact that the heritage team is a part of the department for spatial planning. To be able to adjust the policy instrument regularly, the implementation program will be made yearly, with a view on coming tasks. The policy instrument must adapt to the national Environment and Planning Act (Omgevingswet) that is being developed, so it can be seen as a more dynamic policy instrument.

‘Resources for the future’ was presented in 2019 after an extensive participation program. A lot of stakeholders, like for instance our local heritage organisations, joined us in developing the policy instrument in an interactive way. Because we wanted an open approach and had to gain mutual trust, we started as early as 2015 with the participation program. This led to a policy that is now broadly supported. The heritage organisations (and other stakeholders) will also be enabled to influence the yearly implementation programs because we want to be flexible in relation to their specific needs regarding heritage.

*Word cloud as part of the participation in the production of the heritage policy: the words “Heritage” (Erfgoed) and “Historie”(History) are dominant, and the origin of the city “water” is hardly present!*

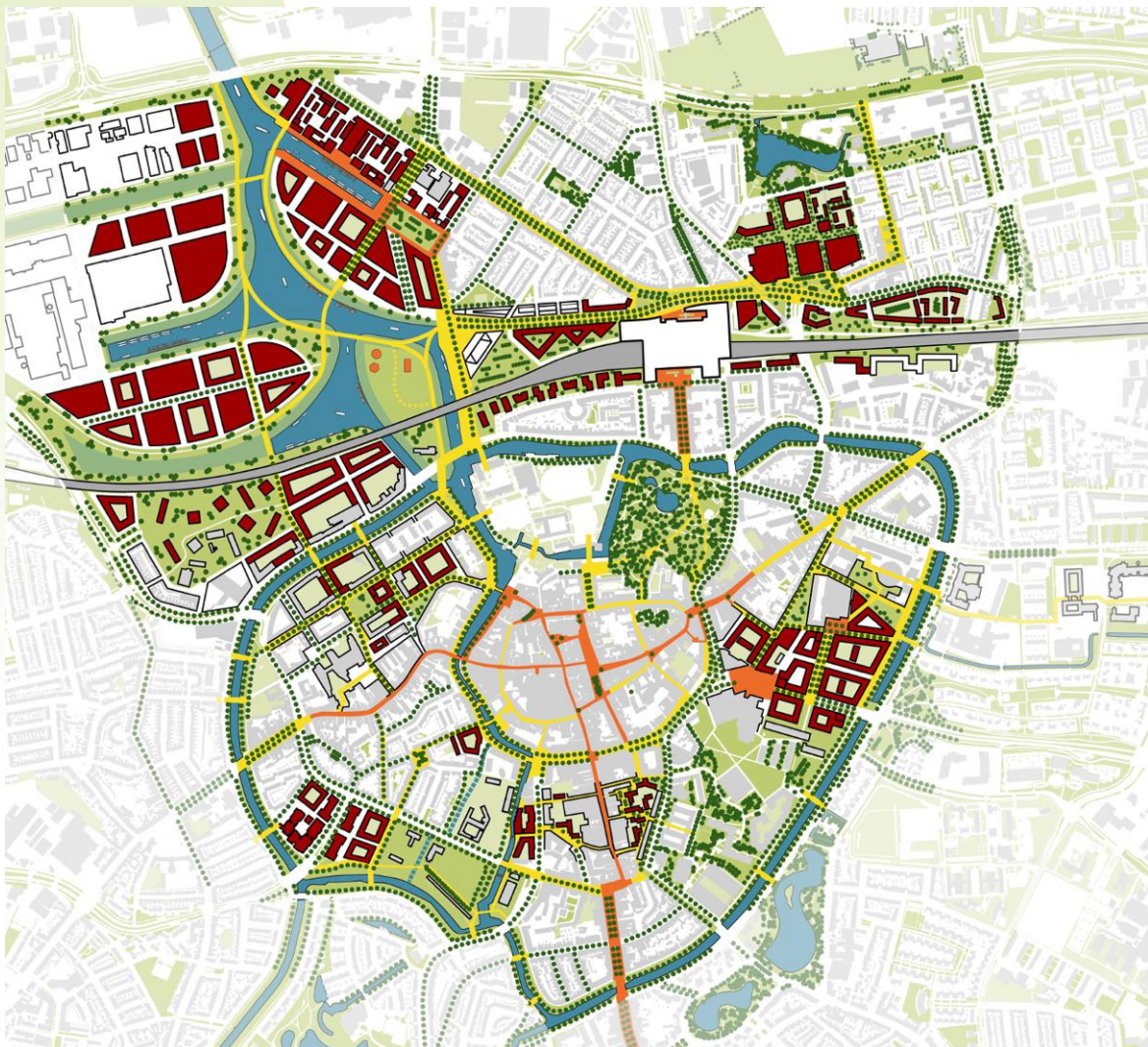




As the policy is quite new, there have been no runs in its past. But in the policy is described how the heritage of Breda is strongly related to the green and blue framework of the city and how to strengthen these relationships. The Interreg Europe WaVE comes at the right moment in a phase of development of the city in which huge inner-city transformations are directly related to innovative policies on water and green.

There is a good basis, but there are a lot of opportunities and necessities for a policy change, that gives value to the water as an important asset and guideline for (re)development.

First there is the massive challenge of a decisive transformation process in 1/3 of the centre area of the city, that will have a major influence on the character and identity of the city. New and existing values need to be combined in a sustainable regeneration of very dense urban tissue.



*Historic city centre (inside the ring of the canal) and the CrossMark area north of the railway. The huge amount of transformation areas is indicated in red. The focus area for the WaVE project is the area left side above.*



Beside that there is the growing role of water in city regeneration, due to climate change, growing role of leisure and tourism, new economy, new housing concepts. The actual heritage policy has used the experience of water related projects in the inner city and the outskirts but needs further elaboration in giving water related (material and immaterial) heritage a clear and valuable position in the business cases of the regeneration projects ahead. This can be done in a resilient way, through adaptation of the policy itself and the enhanced implementation program. The major challenge is to activate stakeholders in the right way, internally colleagues from other (spatial) disciplines, externally to activate the knowledge and experience of citizens and enterprises on this subject. The policy “Resources for the future” needs to be adapted to feed successful “development in dialogue”.

€ 1,500,000 is available annually for the execution of ‘Resources for the future’. This also includes the wage costs of the employees and the costs for the archaeological depot. In addition to this directly labeled budget, goals are financed from other money flows within the municipality of Breda, such as the city marketing budget and the economy budget. Costs for maintaining the heritage in spatial developments, as well as the costs for supervision by the heritage advisers, are for the account of the developing party.



*In recent years Breda discovered the potential of water, as well in the outskirts (re-meandering of the river), as in the historic city centre (uncovering the river and harbour)*

**Change to be achieved in the addressed policy:**

More focus on Development in dialogue

A relatively new approach to cultural heritage in the policy instrument is Development in dialogue. This is a strategy to maintain and valorise cultural heritage that is of value but sometimes not important enough to list as a monument. On an operational level (for instance the heritage map and regulations) it is still under development. So based on the good practices of our partners, regarding classification and protection, development in dialogue will be modified.

Intensification of processes of participation in early stage of (re)development

Because we are in the process of shaping of the new national Environment and Planning act on a local level, in which participation is an important part, we are adjusting our strategies for stakeholder engagement during the process. This will also be of influence on the policy instrument. We hope to learn from our partners how to engage stakeholders and keep them engaged and committed.

From policy to realisation: Revalidation of water related heritage in the CrossMark area

The target area (CrossMark) is already highly valued by mostly creative entrepreneurs, because of its unique water related heritage. The target area should develop to a new iconic, internationally oriented residential and working district, while maintaining and strengthening the “new economy” and preventing a creative brain drain. We are looking for best practices to adapt in our policy’s strategies to activate and valorise the water linked heritage to create a viable district without losing its current characteristics. The need for an iconic character became very clear during the stakeholder meetings.



Key territories CrossMark area: The “Strip”, the “Peninsula” (Schiereiland), and “Corbion” (terrain of the former sugar factory). The areas will be redeveloped in this order.



Terrain former sugar factory (“Corbion”)

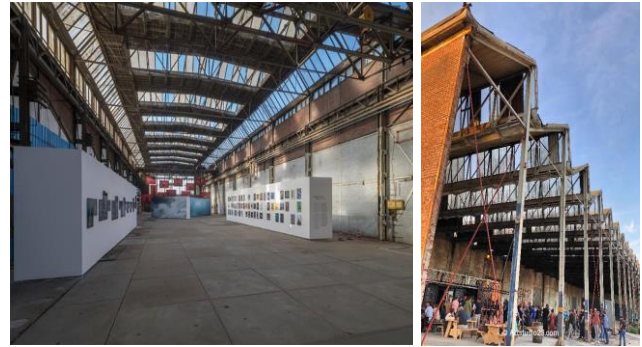
## ***B. BASELINE SITUATION AND VISION BASED ON THE REGIONAL STATUS QUO***

### **STARTING POINT**

#### **Baseline situation**

We believe that 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 the CrossMark area to create an internationally focussed quarter with an iconic character.

This heritage is the resource for the future that should be valorised by integration of the other resources. One of them is the existing interregional water management which offers opportunities to connect the water related heritage not only to climate goals but also to development of nature and tourism in the region along the river Mark. Another important resource for valorisation is the owners, inhabitants, and current users of the CrossMark. They are the place makers. So, to valorise the heritage and convince the owners, we must make use of their knowledge.



Heritage in the Crossmark area  
During the industrial revolution, the fortified city Breda developed to a city that is connected to its surroundings. The industry settles on the north side of the city along the railway and the river Mark. The oldest development in Crossmark is the sugar factory on the west side of the Mark. The factory was dismantled at the beginning of this century (Corbion).

In the 20th century the Belcrum developed. Fruit processing industry and an auction house are settling around a new port. In addition, a machine factory will be moved to this area (the Strip).

Industrial activity in the Belcrum has almost completely ceased. Part of the industrial buildings were demolished. The industrial past in the area can still be read by the buildings still present, but also by the layout of the outdoor space.

*Heritage in the Crossmark area: halls of former machine building company*

The previous heritage policy, 'Erfgoed in context' (Heritage in context), was about heritage as a factor, thus focussing on the role of heritage in spatial planning. Most departments in the municipality are nowadays aware of the relevance of the cultural heritage of Breda. But the possibilities to valorise it in their own projects are not always clear. Creating more awareness of the possibilities of heritage is one of the focus points of the current heritage policy, hence the title Resource for the future. This looking for integration of actions across different policy sectors is also an important aspect of the national Environment and Planning Act (Omgevingswet) that is under development.

Most of the stakeholders are very aware of the possibilities of the water related heritage in the CrossMark area. Especially the inhabitants and



users of the area are proud of the rich past of CrossMark. The engagement of these people is valuable to the developing parties, for instance for placemaking. From the early start of the development of the area (around 2010) there has been an exchange of knowledge between municipality, inhabitants, users, and owners about the possibilities of the heritage of the area.



*Overview over CrossMark area: "Strip" with halls, "Peninsula" (actual temporary use) and "Corbion"*

## VISION

### Introduction

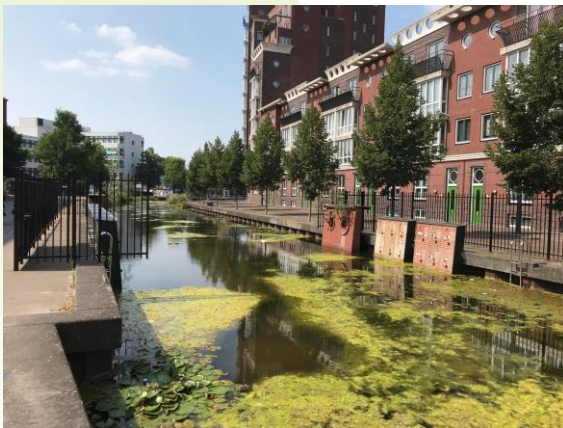
The city of Breda is historically intertwined with water, with its development linked to its medieval inner-city being located at the confluence of the Mark and Aa rivers, bringing centuries of political and economic prosperity to the area, and creating an area that is rich in water-linked cultural heritage sites. Breda is working on the redevelopment of its city centre and surroundings, capitalizing on the vast cultural heritage assets, of which a majority is linked to water. The 'Breda City of the river Mark' strategy' is the main consequence of this desire that seeks to transform a vast former industrial and military area next to the Mark River to become a centre for mixed functionalities, environmental consciousness and innovation while capitalizing on the binding force of water and cultural heritage.

As a result of the use of storytelling Breda recognises the value of its water-related heritage. Breda wishes to use 21st-century challenges (e.g., climate change, necessary water retention areas, aim to have a healthy and vital city) as transformation opportunities for the revalorisation of water-based cultural heritage (buildings and landscape). This will be the dominant challenge

for the coming 25 years, with the objective to create more opportunities for the modern economy, excellent living conditions, and opportunities for future development. Redevelopment of the harbour and a part of the river in the west side of the city centre have already had a convincing social and economic effect.

### Vision

Breda wants to use the strong force of water for urban regeneration. For ages the water was a burden, a threat for the inhabitants due to flooding, illnesses, etc. When the water lost its function as infrastructure for transport and for sewage, water was hidden under cobble stones or tarmac. In recent years Breda discovered the potential of the water as an essential value for economy, ecology, nature, and culture. The reopened harbour and river, as well as the (re)meandering of the rivers in the outskirts underlined the importance of this asset. The revalidation of water is one of the key items in the spatial development framework of the city. The river and the adjacent inundation zones in the urban and rural landscape will be the backbone of the regeneration processes in the city.

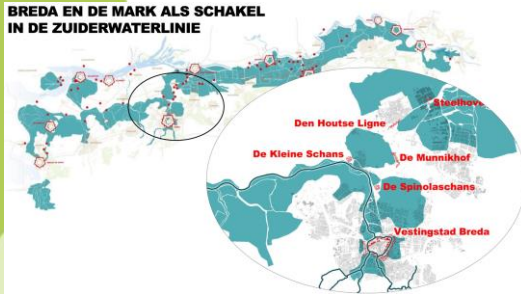


*Uncovered river inner city and meandering river Mark south of the city*

It is important to do this the right way, using the historic values to create new values. This means a solid analysis and revalidation of the water related heritage in the city and also in the region, because they are interconnected. The system of rivers and little streams in the sandy area south of the city (part of Van Gogh National Park) comes together in Breda. The clay and peat area north of Breda is part of the Dutch Southern Water Defence Line, a combination of fortresses and inundation areas from West-Brabant to the East.



BREDA EN DE MARK ALS SCHAKEL  
IN DE ZUIDERWATERLINIE



BREDA ALS POORT VAN HET VAN GOGH NATIONAAL PARK



*Water related heritage in the region of Breda: Dutch Southern Water Defence Line and Vincent van Gogh National Park*

Breda wants to use this rediscovered asset as an essential for the (re)development of the city and the region. Things are on the way on the level of policy making, public-public and public-private cooperation and engagement of stakeholders. After some good experiences we are now on the way to design and realize large water related regeneration areas, with respect to heritage in real estate and landscape. It is important that this process takes place in full conscience and awareness of the values in the area. This was a key item for the successes thus far. The good practices of the WaVE partners will contribute to this awareness.

We believe that 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 international oriented quarter with an **iconic** character in the target area CrossMark. In this respect we embrace the water table of Alicante, the heritage map of Aarhus and Imagineering of Ravenna, and the cultural approach of Ister-Granum to support our vision.

This vision is and will be anchored in several strategic documents of the city, and the region.

- Documents on a strategic level: According to new legislation an updated spatial development framework for the municipality is developed, in which the importance of water and water related heritage is underlined and made feasible in realization programs and budgets. There are a lot of underlying documents, like the local water compass and the green compass (both putting these subjects in the framework of the European Green deal), the heritage strategy, and programs for economic, cultural, and residential functions. The vision is shared and coproduced with provincial and regional authorities (province and waterboard), in an intense communication process with the city (production of “building bricks” for the vision, seminars “Talks of the town” on the key items, two special newspapers produced by the local “city laboratory” (with representatives of active citizens, local universities, entrepreneurs and the municipality), and webinars in the COVID-period. Public-private and public-public partnerships are key elements in the ambition for the urban regeneration.





Municipal plan, growth and development strategy: “Breda, strong and resilient”

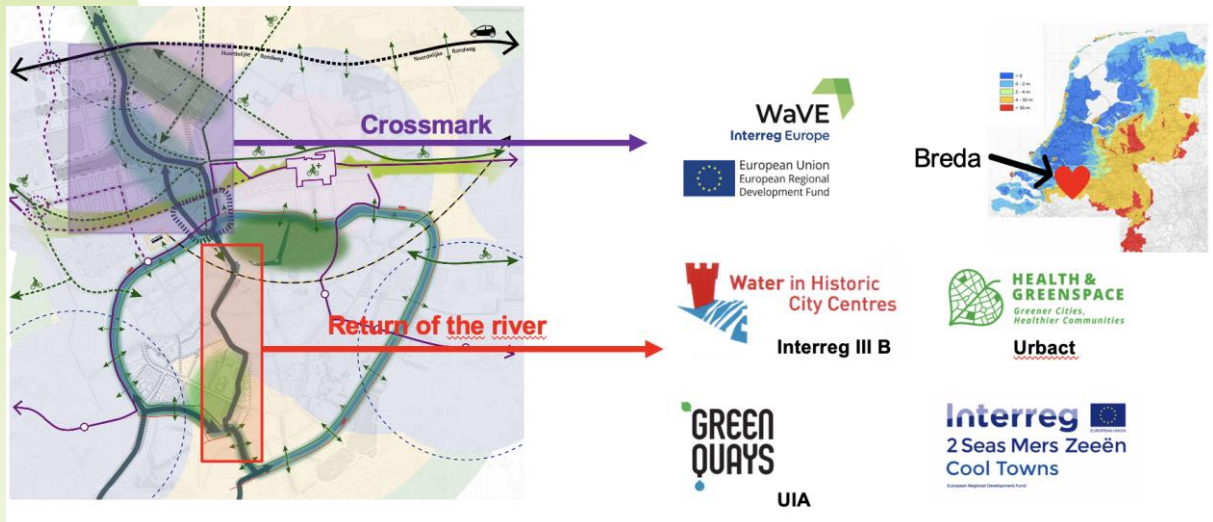
- Documents on a tactical level: for parts of the water course in the inner city several documents have been made or are on the way. There is a preliminary design for the 3rd part of the reopened river in the medieval inner city for a total investment of 26 million euros. An ambition document is about to be finished (Q3, 2021) in close cooperation of waterboard, province and municipality for the CrossMark area. Together with inhabitants and entrepreneurs (“coalition of the willing”) a vision on a sustainable future for the medieval inner city is now on the way to the city council.



*Design for 3<sup>rd</sup> part of uncovered river Mark in the inner city, in combination with a new City Park*

- The attention for water related heritage is quite manifest in several operational programs. Preliminary designs have been made for the “Havenstrip”, in fact the first development area in the CrossMark challenge. With European support (Cooltowns and Greenquays) experimental projects are running to use the water in the city for climate and greenification. The element of (re)development in dialogue of the heritage policy is constantly part of the debates on design and realisation strategy

with public and private partners. In the first phase of the action plan a lot of attention will go to the “Havenstrip”. This first development area contains all kinds of existing heritage (real estate, landscape, water structures) that will have new functions in future.



*Return of the river and the CrossMark area multiple objects of European cooperation*

Place making is key to visualise the potential of water and water related heritage. This value is not yet recognised as such in the existing heritage policy.

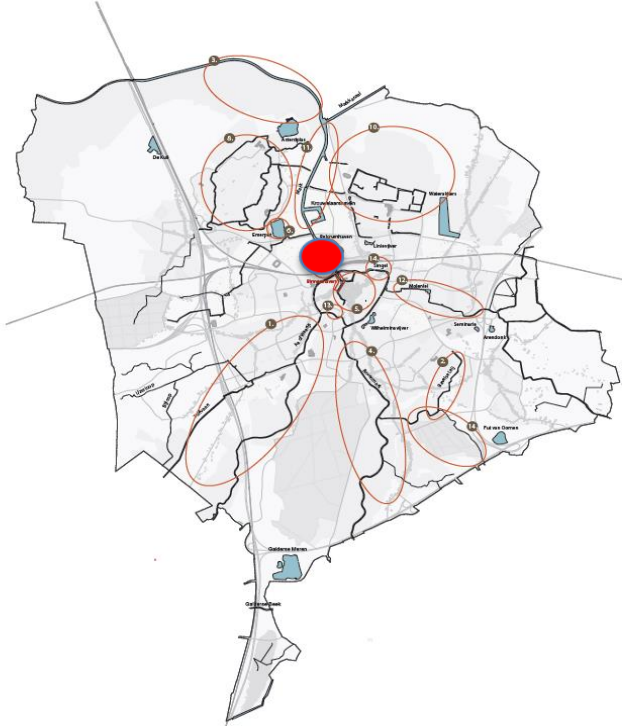
Due to the COVID-lockdown, a lot of (cultural) entrepreneurs are suffering financial problems. We need these entrepreneurs to help with the valorisation of the water related heritage in the target area. These entrepreneurs are the place makers. We believe that investing in placemaking in the target area could help some of these entrepreneurs regain their (financial) strength (action Place maker). Another problem that became very clear during the summer lockdown is the lack of enough green but mainly blue recreational opportunities in the municipality of Breda. This strengthens even more the idea that we should focus on the possibilities of water related heritage in the target area as a space for public recreation (action Heritage Map+). heritage (real estate, landscape)

## STRATEGY TO REALISE THE VISION

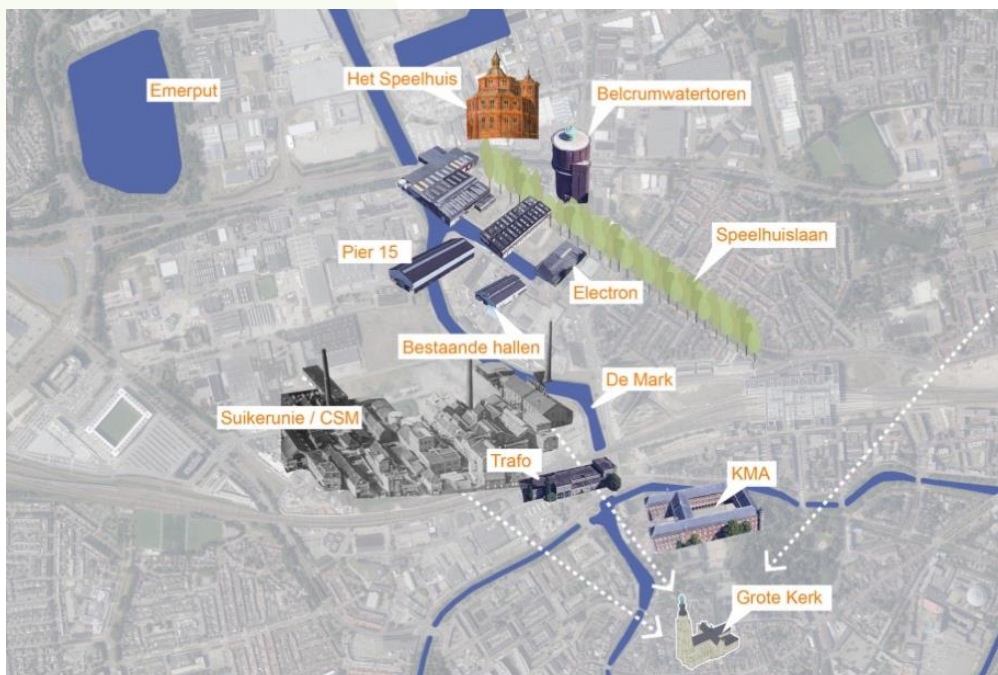
### “Plan de campagne”

To realise a green city with the river Mark and its banks as a blue green framework we aspire to link the several new local projects related to water(ways) in Breda and its surroundings. These (sometimes European funded) projects have different starting points like climate adaptation or tourism and thus are managed from several departments of the municipality or the province. By collaborating and getting a more integral approach and corporation between authorities on cultural heritage and water related projects, this will lead to less obvious crossovers and experience in this field of interest. Important to achieve these goals of enhancing the blue green framework, are the right tools for collaboration with stakeholders, identifying heritage and

valorising it. In the WaVE-project we are going to focus on the finetuning of these aspects in the CrossMark area, inspired by the good practices of our partners. These practices provide new approaches.



*Water related projects (in orange). The red dot indicates the target area*





*Present and lost heritage in the Crossmark area*

We first want to test these actions on the smaller level of the target area, but always keep the bigger goal of the green blue framework of the city and its region in our minds. To implement water related heritage as the blueprint for the target area three actions are designed. We think it is important that they operate on different management levels, to be able to approach a wide range of stakeholders:



**Intensification of “cross-silo” activities**

Parallel to the three actions there will be an intensification of connections and synergy between the disciplines of development and urban management around the values of water and heritage

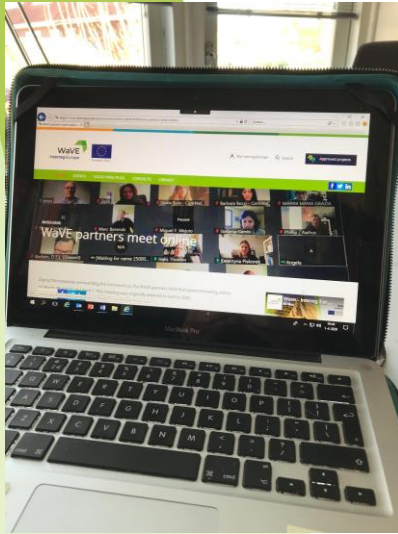
The three actions are created in cooperation with our stakeholders. Not so intense as we hoped for, due to the limitations imposed by COVID. We think it is important to connect the different levels of the revalidation of water related heritage, from abstract regional policies to actual designs and realizations. In this way new combinations of stakeholders will bring more dimensions and innovative and existing solutions to the challenges.

The stakeholders are categorized in two main groups:

- Internal (professional): the different departments within the municipal organization
- External (professional and nonprofessional): citizens, GO's, real estate owners, NGO's, developers (professional and nonprofessional)

The role of the stakeholders in the actions is described in the actions themselves.

The ideas for these three actions were generated in the WaVE project, by the good examples of our partners and will be further developed on a solid basis of the existing communication structure. With a very active and enthusiastic population, and a willingness among public and private partners for giving content and for funding.



*Mostly online meetings, sometimes we were so lucky to meet in real!*

## C CHANGE OF THE POLICY INSTRUMENT

In the Netherlands, the system of municipal policies is subject to change as a result of the Omgevingswet (Environment and Planning Act). At the highest level, all municipal ambitions with an impact on the spatial planning and spatial management are brought together in the Omgevingsvisie (Municipal Strategy on Spatial Planning and the Environment). Naturally, the heritage interests are part of the Omgevingsvisie.

A municipality can establish Programs under the Omgevingsvisie. A program can cover one policy field for the municipal territory, but also a limited territory covering all relevant policy fields. The targeted policy instrument Resources for the future has been established as a Program under the Omgevingsvisie.

In order to implement a program and to safeguard the policy control (plan, do, check, act), an implementation program must be established annually after the implementation of the Omgevingswet (1-1-2023). This implementation program is part of the policy instrument. Until now, the Municipality of Breda assumed that implementing the policy changes in the implementation program is in line with the necessary policy changes from the WaVE project. After the reaction to the draft Action Plan of the municipality of Breda, it was decided to make the policy change more explicit. The policy changes will also be made in the policy instrument Resources for the future.

We will conduct a half way evaluation in the monitoring phase (January 2023) of the WaVE project. Based on this action plan and the half way evaluation the policy instrument Resources for the future will be adjusted. The adjusted policy instrument will be established before the end of the WaVE project.

- **ACTION 1**  
**Implementation of the Water table**

**ORIGINAL GOOD PRACTICE(S)**

The good practice of the regional waterboard or Mesa del Agua from Alicante inspires us because it is a very adaptable way of organising a platform that will safeguard the interests of different stakeholders regarding water, with a university as a referee. This water table can have a complementary function to the regional waterboard, based on formal elections, with the sectoral interest of quantitative and qualitative water management in the region.

**TRANSFER JOURNEY OF THE GOOD PRACTICE**

The RSQ and the best practices of the partners were presented during the WaVE kick-off meeting in Breda. In the period up to the next IKES, we investigated which best practices can be used for the execution of 'Resources for the future' by translating these to the situation of Breda. Eight possible actions have emerged from this process.

At the first stakeholder meeting we presented these eight possible actions to our stakeholders. We discussed with our stakeholders about the support base and the feasibility (financial and timeframe) for each possible action. Together with our stakeholders we have selected three actions to work on during the WaVE-project. The Water table is one of the selected actions.

The Netherlands has a long tradition in water management. The necessity to manage water led to the first political institutions of our country as early as the Middle Ages. Nowadays waterboards in the Netherlands are formal political institutions, solely focussed on water management. As we learned from the good practice of Alicante the waterboard consists of a wider range of stakeholders that provide input on all kind multiple topics related to water (e.g., culture, economic potential, education). The Mesa del Agua has been installed since many years and shows good results in the topic of our interest: the valorisation of water related heritage.

**ADAPTED GOOD PRACTICE - Action summary**

**Background situation:**

In the existing policy 'Resource for the future' the asset of water as a key quality for city (re)development is mentioned, but not clearly defined in relation to the actual challenges, for a big part in the inner city of our medieval town.

During the participation process prior to the policy document 'Resources for the future', three new main principles were defined with the participating stakeholders:

- Improving internal collaboration of the heritage unit with municipal departments other than spatial planning
- Improving external collaboration with stakeholders like heritage organizations
- Setting up collaboration in less obvious areas (economy; sustainability; accessibility; subcultures)

So collaboration and participation are key words in the policy. In the Netherlands the waterboard is a formal organisation that is solely focussed on water management. In this phase of the



development of the city we want a more informal and more integral thinktank to strengthen crossover collaboration on a local and regional level. Because the bigger issues related to water management, like climate adaptation or water retention, need out of the box solutions. In Breda we already have “tables” on themes like ecology, culture, or heritage where stakeholders participate. So, adding a water table on a local and regional scale (next to the formal waterboard) and provide crossovers between these tables could lead to a synergy that leads to a better valorisation and innovative combinations. By forming a water table, we improve the cultural and natural heritage policy concerning collaboration and participation, not only on a **strategic** level, but in between the different layers of the planning and realisation of the urban regeneration.

#### **How does this table contribute to the goals of improving natural and cultural heritage policies?**

The main target of Breda for participation in WaVE is to raise the awareness of citizens and professional city makers for the mutual and productive relation between water and heritage. This is not a one-dimensional relation. This is about culture, about prosperity, about a greener Europe, about material and immaterial heritage, about resilience, about a city fit to live in. Breda has some recent experiences and well received projects as inspiration, and the WaVE participants gave a lot of inspiration in the 16 months of our project.

During the local stakeholder meetings, we discovered that there is still much to gain from a better collaboration on a different level of planning with internal stakeholders. Engaging the different departments within the municipal organization is an informal ongoing but slow process. We hope by bringing together our colleagues in a water table will speed up this process. External stakeholders, like the waterboard and the province (although a broader representation is needed) are already engaged. Other external stakeholders are NGO's like for instance BLAST (local independent institute focussing on architecture and city planning) and Natuurplein de Baronie (focussing on ecology and sustainable development), local and regional heritage organizations, and of course the landowners and developers in the target area.

The water table will create an inspiring platform, that combines strategic, tactical, and operational goals and performances in a transparent way. We think it is also a good idea to engage the two local universities of applied sciences in Breda (Avans hogeschool and Breda University of Applied Sciences) in this platform for research and the feeding of the processes of decision making.

#### **Realisation of this action**

It will not be difficult to organize a water table. On the different planning levels there are already stakeholders engaged on the way to feasible results in the coming years. The city considers the transformation of the water related areas as a key topic in the growth and development strategy of Breda. In the public cooperation Breda and the province of Noord-Brabant purchased a huge terrain in the CrossMark area (26 hectares) on a 50-50 % shared risk basis (total cost 21,9 million Euros) and signed a cooperation agreement on the items of mobility, green & water, and housing/economy. The national ministry of Interior Affairs started to support the transformation efforts of Breda with 10 million Euros to boost housing production and to preserve heritage in the Havenstrip. The ministry proclaimed the approach in the outskirts along the river as a national example for co-designing and deregulation (handing over resources to the people engaged). These are all stimulating elements, with progress, and exiting results, coming forward out of co-creation. ERDF funding is already there: Cooltowns (Interreg Between Two Seas) and Greenquays (UIA, Urban Innovative Action) contribute to the greenification of the city and the city centre. Breda and the province of Noord-Brabant consider the target area of this WaVE project (CrossMark) as an important item for the upcoming period of ERDF funding, motivated by the importance of the centre city Breda and its international High Speed connected station for the Southwestern part of the Netherlands, between the main ports Rotterdam and Antwerp.



*Identification of the target area with huge Corten iron letters (terrain former sugar factory)*

MILESTONES				PERFORMANCE INDICATOR(S)
ACTION	2 <sup>ND</sup> DRAFT AP (Q2 2021)	3 <sup>RD</sup> /FINAL AP (Q3, 2021)	IMPLEMENTATION (Q1 2022)	
WATER TABLE	MILESTONE(S)	MILESTONE(S)	MILESTONE(S)	
STRATEGIC	Information and consultation of key stakeholders on common goals and organization of the water table.	Make agreements on goals and organization; select other stakeholders	Organization of a “water & heritage” conference for local and regional partners, official start of the water table	<ul style="list-style-type: none"> <li>•Increase in meetings with key stakeholders regarding water related heritage</li> <li>•Increased percentage of projects influenced by the water table</li> <li>•Water table as instrument integrated in the policy instrument ‘Resources for the future’</li> </ul>
	<b>STAKEHOLDERS TO ENGAGE</b>	<b>STAKEHOLDERS TO ENGAGE</b>	<b>STAKEHOLDERS TO ENGAGE</b>	
	Internal stakeholders: mobility and environment, water management External stakeholders: waterboard, province, active developers	Internal stakeholders: mobility and environment, water management External stakeholders: waterboard, province, BLASt, Natuurplein de Baronie, heritage organisations	Internal stakeholders: mobility and environment, water management External stakeholders: waterboard, province, BLASt, Natuurplein de Baronie, others not yet selected	





**ACTION STEPS**

Action step	Output(s)	Timeframe	Responsible person(s), organizations and stakeholders involved	Strategy of the stakeholders' involvement	Cost and Source of fund
Identifying key stakeholders	Insight in internal en external key stakeholders	Q2 2021	Municipality of Breda	identifying	€ 500 Internal hours, regular budget PI Resources for the future
Consultation of key stakeholders	Joint intention to set up water table	Q2 2021	Municipality of Breda, stakeholders waterboard, province and active developers	involvement	€ 2000 Internal hours municipality, own exploitation other organisations, 50% regular budget PI Recourses for the future, other costs other participants
Development of working order	Concept agreements on goal and organisation	Q3-Q4 2021	Municipality of Breda, stakeholders waterboard, province and active developers	Common ground	€ 4000 Internal hours municipality, own exploitation other organisations, 80% regular budget PI Recourses for the future, other costs other participants
Set up agenda of projects	Agenda of projects	Q4 2021	Municipality of Breda, stakeholders waterboard, province and active developers	Identifying projects	€ 2000 Internal hours municipality, own exploitation other organisations, 50% regular budget PI Recourses for the future, other costs other participants
Identifying stakeholders for the projects	Complete overview of stakeholders	Q4 2021	Municipality of Breda, stakeholders waterboard, province and active developers	Identifying other stakeholders	€1000 Internal hours municipality, own exploitation other organisations, 50% regular budget PI Recourses for the future, other costs other participants

Finalise development of working order	Agreements on goal and organisation	Q1 2022	Municipality of Breda, stakeholders waterboard, province, active developers, others not yet selected	Common ground	€ 4000 Internal hours municipality, own exploitation other organisations, 50% regular budget PI Recourses for the future and PI climateadaptation , other costs other participants
Start of the water table	The water table (6 times a year)	Q1 2022	Municipality of Breda, stakeholders waterboard, province, active developers, others not yet selected	Stakeholderengagement in projects	€ 25.000 annually Internal hours municipality, own exploitation other organisations. Minimise costs for location and catering using locations of partners water table, 70% regular budget PI Recourses for the future and PI climateadaptation , other costs other participants
Evaluation water table	Improvement on goal and organisation	Q4 2022/Q1 2023	Municipality of Breda, stakeholders waterboard, province, active developers, others not yet selected	Improvement quality	€ 2000 Internal hours municipality, own exploitation other organisations, 70% regular budget PI Recourses for the future and PI climateadaptation , other costs other participants
Adaptation of the heritage policy Resources for the future	Elaboration Development in dialog with the Water table	Q2 2023	Municipality	Participation in the regular process of establishment	€2000 Internal hours, regular budget PI Recourses for the future

## POLICY CHANGE



The policy instrument and its objectives are explained in the chapter Baseline situation in the region.

The Water table will mainly focus on our objective of Development in dialog (chapter 5 Our heritage... continuously developing!). Development in dialogue has been described in the policy instrument on an abstract level. Practically development in dialogue has only been implemented in projects, on an operational level and on a reactive basis. With Water Table, development in dialogue on water and heritage will be more proactive and on a strategic and tactical level. Projects on an operational level will be based on the choices that are made on the other levels.

The policy change realized with the action Water Table is twofold.

On one hand, the Water Table will be a (new) instrument on strategical and tactical level as in addition to (ad hoc) operational development in dialogue. On the other hand, the current operational development in dialogue focusses mainly on stakeholders directly connected to the project concerned. Water Table will broaden the range of stakeholders thus contributing to improving collaboration and participation as important goals of the Policy Instrument.

The heritage policy instrument also must adapt to the national Environment and Planning Act (Omgevingswet) that is being developed. Because the implementation program is made on a yearly basis, we can modify our focus. That enables us to adapt new insights (including the results of the monitor phase) on the Water Table and the underlying legislation to adapt to the Environment and Planning Act (Omgevingswet).

The heritage policy instrument is the long term outline vision. In this vision the Water table will get a place in chapter 5. Beside that actual operational strategies on the new areas will be part of the annual implementation programs. The planning is that the adapted Policy Instrument and the connected program is decided on by the managing authority in March/ April 2023.



*Aerial view of the medieval inner city, and the Crossmark area on the background. Together they will form the new City Center of Breda*

- **ACTION 2**  
**Production and introduction Heritage Map+**

### **ORIGINAL GOOD PRACTICE(S)**

Ravenna inspired us with the good practice of Sacher, which is an attractive visual tool for experts and laymen to provide insight into heritage projects. Because it makes heritage more comprehensible for everybody, it will be easier to protect, maintain and (re)develop (water linked) heritage.

Aarhus inspired us with a good practice called thematic zoning. By making a thematic zoning plan for the heritage in an area it is possible to not only protect buildings, but also other characteristics of for instance an industrial area, like the choice of materials in public space.

### **TRANSFER JOURNEY OF THE GOOD PRACTICE**

The RSQ and the best practices of the partners were presented during the WaVE kick-off meeting in Breda. In the period up to the next IKES, we investigated which best practices can be used for the execution of 'Resources for the future' by translating these to the situation of Breda. Eight possible actions have emerged from this process.

At the first stakeholder meeting we presented these eight possible actions to our stakeholders. We discussed with our stakeholders about the support base and the feasibility (financial and timeframe) for each possible action. Together with our stakeholders we have selected three actions to work on during the WaVE-project. Heritage Map + is one of the selected actions.

The good practice Sacher gave us insight in how to make our somewhat unattractive and hard to read heritage map more attractive. (Lay) users don't just want to see colours but also information that can inspire them to valorise heritage. So, we want to add an informative database which exists of text and images which will be accessible through our existing heritage map. This should be a management and communication tool to tell the story of the target area and to open possibilities for valorising water related cultural heritage.

With the good practice of thematic zoning, we want to make sure the information is not just about the buildings but about an area as a whole. This will assure that the (water linked) heritage can be protected, maintained and (re)developed in its context. The story of the target area does not only consist of buildings, but for instance also of the used materials in public space. And of course, this tangible heritage is strongly connected to the stories that give the area its identity and that should also be incorporated on the Heritage Map+

### **ADAPTED GOOD PRACTICE - Action summary**

#### **Background situation**

The principles of the heritage policy of Breda are already explained above. It is about more cooperation, about more participation and development in dialogue, and of more integration of disciplines in planning processes.

So collaboration and participation are keywords in the policy. To be able to ease collaboration we need to make our incentives more comprehensible. For instance, the strategy of development in



dialogue to maintain and valorise cultural heritage makes it necessary for all stakeholders to know what we are talking about. The actual heritage map of Breda works on an operational level with values, but that is most of the times insufficient for starting the dialogue and valorise the (water linked) heritage on a tactical level. By sharing knowledge and by understanding the incentives of our stakeholders and our colleagues on water management and ecology we can create the synergy that is necessary for valorisation through co-creation. We learned that from our own good practice Redoute. The action will be realized in the regular program for making heritage information accessible.

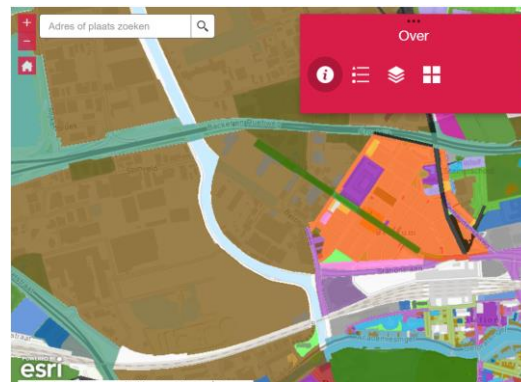
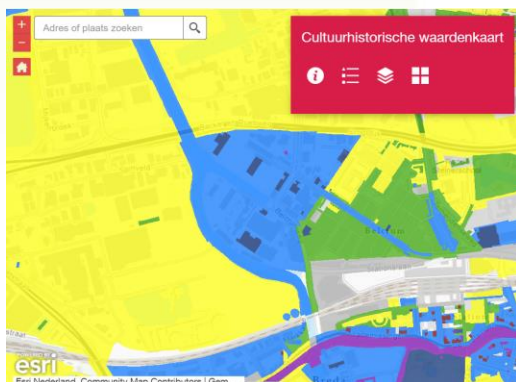
During the local stakeholder meetings, we discovered that it is necessary to translate our incentives to the different stakeholders. It helps colleagues but also real estate owners and developers to get a better understanding of the possibilities of water related heritage, which are not always seen. The municipality of Breda should strive to provide the right information for all stakeholders to ease the process from a strategic to an operational level. The Heritage map + would be a tactical tool to access this information.

### **Contribution to the improvement of natural and cultural heritage policy**

The heritage map+ will give an extra dimension to the present policy, in the sense that there will be more elaborated attention to the meaning of water and water related heritage in the present era of redevelopment of the city centre of Breda. This extended map will be presented and connected to the other communication channels of the municipality of Breda, like erfgoedweb (the heritage website of the municipality of Breda, erfgoed.breda.nl) and the social media channels. In this way the Heritage map+ is much better findable and can benefit from the familiarity and the number of visitors of the existing channels.

This creates constant crossovers between different layers of planning and the different types of information needed to valorise water-related heritage within these planning layers. So, not only strategic signing, but especially a focus on clear imagining of all relations and values.

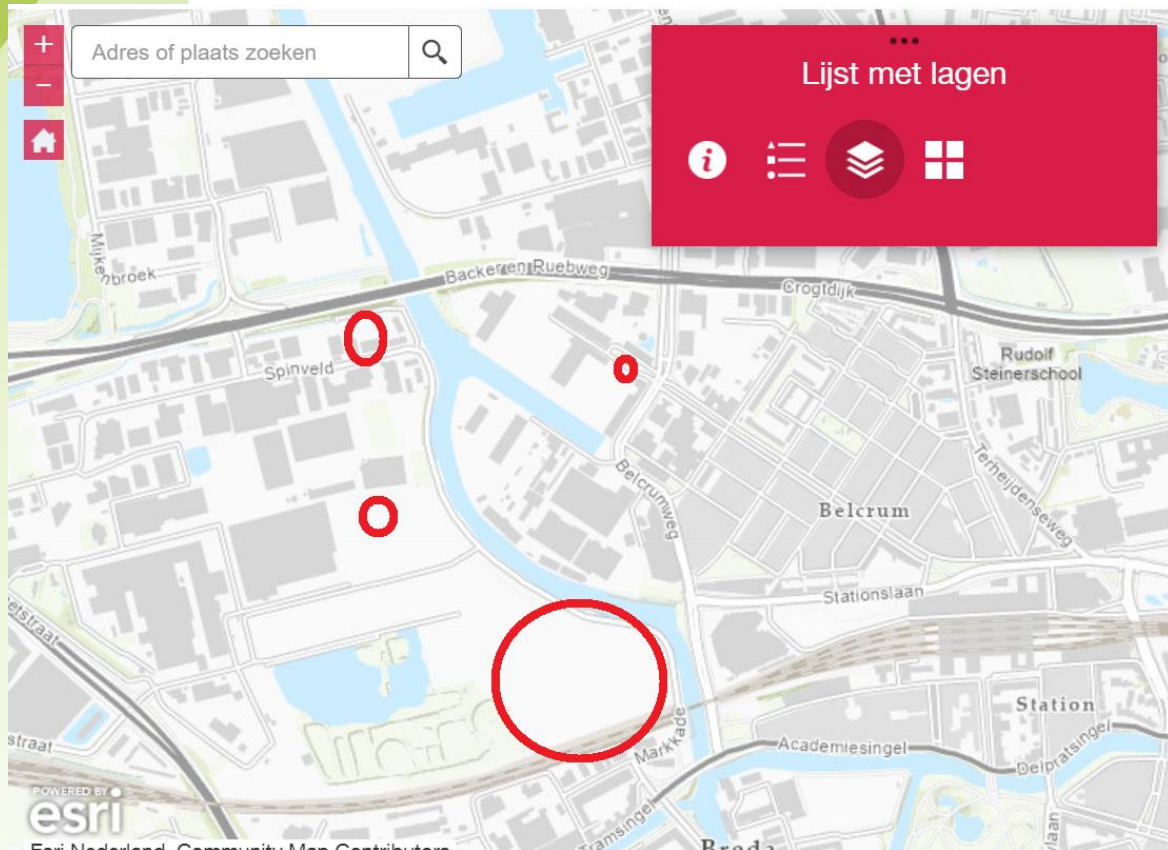
The current Heritage map consists of two layers: the value map and the inventory map. This will be extended with a layer of thematic maps on which zoning, and objects are indicated. We will start with the thematic layer of water-related heritage.



*Existing layers in de heritage map*

Another extension we are exploring is a layer of projects and initiatives, which will provide users insight into the transformation of the city. We imagine that dots and polygons show us the (upcoming) projects by linking this layer to the municipal permits system. Relevant information about the plans can be viewed in conjunction with the heritage information in het Heritage map+.

The initiatives will also be presented this way. Because collaboration and participation is still possible in the initiation phase, the layer of projects and initiatives will make a strong contribution to the goals of the municipal heritage policy as well as the goals of WaVE.



*Pointing out places of development facilitates participants in getting more information in layers to feed the development process in the targeted area*

### **How to be realised?**

The technical aspects of the Heritage map+ can be realised within the WaVE project timeframe. We focus on realizing the two extra layers and filling the database in such a way that the effectiveness of the Heritage map+ can be proven. This requires limitation in the thematic approach (only water-related heritage) and in planning area. Because the water-related heritage in our target area is relatively unambiguous (and therefore not representative for the water-related heritage in the municipality of Breda) the effectiveness of the Heritage map+ cannot be proven in this area alone. For that reason, we choose to extend the target area for this action to the 'new centre' as we have defined in the spatial and development plan of Breda (historic centre and target area WaVE in general). This allows us to use projects that have been completed, such as the reopening of our harbour, to show what opportunities are. This larger area also offers opportunities to make connections with other water-related European projects in Breda and added value in these projects by using the Heritage map+.

After the implementation phase of WaVE other themes can be added to the Heritage map + and we can scale up to the whole municipality. We will investigate if it is possible to prioritize this huge load of work using the layer of projects and initiatives.

There is a lot of pressure on the target area due to the housing shortage in the city, and the necessary perspective of the city and the province for recently bought terrain of the sugar factory. So, a lot of Imagineering products will be produced in 2021 and 2022:

- The map of the spatial development framework for the whole city
- The ambition document and development vision for the CrossMark area
- The designs of real estate and public space in “Havenkwartier”
- the designs of the third phase of “De nieuwe Mark”

The heritage map that will be produced by the municipality, in close cooperation with internal and external partners.



<b>MILESTONES</b>				<b>PERFORMANCE INDICATOR(S)</b>
<b>ACTION</b>	<b>2<sup>ND</sup> DRAFT AP (Q1,2021)</b>	<b>3<sup>RD</sup> /FINAL AP (Q2, 2021)</b>	<b>IMPLEMENTATION (Q3, Q4, Q1 2022)</b>	
<b>HERITAGE MAP+</b>	<b>MILESTONE(S)</b>	<b>MILESTONE(S)</b>	<b>MILESTONE(S)</b>	
<b>TACTICAL</b>	consult key stakeholders on possible goals, content of and contributions to the map	make agreements content; start workshops to design map	implement map to increase use	
	<b>STAKEHOLDERS TO ENGAGE</b>	<b>STAKEHOLDERS TO ENGAGE</b>	<b>STAKEHOLDERS TO ENGAGE</b>	
	Internal stakeholders: culture, economy, water management External stakeholders: BLASt, Natuurplein, cultural placemakers including Pier15 and Brack	Internal stakeholders: city planning, city engineers, culture, economy, water management External stakeholders: BLASt, Natuurplein, cultural place makers including Pier15 and Brack	Internal stakeholders: city planning, city engineers, culture, economy, water management External stakeholders:	



**ACTION STEPS**

Action step	Output(s)	Timeframe	Responsible person(s), organizations and stakeholders involved	Strategy of the stakeholders' involvement	Cost and Source of fund
Presentation first concept HM+ in LSG	First insight feasibility	Q2 2021	Municipality of Breda, all stakeholders present at LSG	Reaction on the concept	Internal hours municipality (WaVE project)
Improvement of concept HM+	Final concept	Q3-Q4 2021	Municipality of Breda, technical suppliers HM and erfgoedweb	technically feasible concept	€ 2000 Internal hours municipality, own exploitations technical suppliers, budget Resources for the future
Presentation final concept HM+ in LSG	Insight feasibility	Q4 2021	Municipality of Breda, all stakeholders present at LSG	Reaction on the final concept	Internal hours municipality (WaVE project)
Built of the two extra layers HM	HM+	Q1 2022	Municipality of Breda, technical supplier HM	none	€ 5000 Internal hours municipality, for modification HM (budget Resources for the future)
Filling database HM+	Accessible heritage information	Q1-Q2 2022	Municipality of Breda, stakeholders heritage organisation in Breda	Make information available	Long term action € 30.000 annually Internal hours municipality (budget Resources for the future), own exploitations heritage organisations (only volunteers)
Integration HM+ in erfgoedweb	Integrated informationsystem heritage in Breda	Q1 2022	Municipality of Breda, technical supplier erfgoedweb	none	€ 15000 Internal hours municipality,



					for modification erfgoedweb (budget Resources for the future)
Testing HM+	Beta-test	Q2 2022	Municipality of Breda, technical suppliers HM/erfgoedweb and stakeholders: heritage organisations	testing	€ 3000 Internal hours municipality (budget Resources for the future), own exploitations heritage organisations (only volunteers), coast technical suppliers part of 20K (5K + 15K) in earlier steps
Presentation of HM+	Presentation	End Q2 2022	Municipality of Breda, technical suppliers HM/erfgoedweb and stakeholders: heritage organisations participants LSG first en third action	celebrating the end product	€ 2000 Internal hours municipality (budget Resources for the future), own exploitation other organisations (only volunteers).
Evaluation HM+	Options for improvement	Q4 2022 Q1 2023	Municipality of Breda, technical suppliers HM/erfgoedweb and stakeholders: heritage organisations participants LSG first en third action and users HM+	Improvement quality	€ 2000 Internal hours municipality, own exploitation other organisations, 80% regular budget PI Resources for the future
Adaptation of the heritage policy	Elaboration the knowledge chapter and Development in	Q2 2023	Municipality	Participation in the regular process of establishment	€2000 Internal hours, regular budget PI

Resources for the future	dialog with the Heritage Map +				Resources for the future
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## POLICY CHANGE

The policy instrument and its objectives are explained in the chapter Baseline situation in the region.

Heritage Map + will mainly focus on our objective of a continuously development of heritage knowledge (chapter 3 Our heritage... a source of knowledge!) and Development in dialog (chapter 5 Our heritage... continuously developing!).

Heritage Map + will accommodate shared knowledge and self-consciousness of the city and the stakeholders when it comes to the quality of water and water related as an asset for inner city (re)development. The cultural heritage policy (with the heritage map as an integral part of it) is currently the basic guideline for heritage in spatial development.

The concept of development in dialogue is quite new and needs development and finetuning. The current policy instrument is based on a dialogue between initiators and the municipality, people living nearby and the heritage organizations should be involved. The municipality has a passive role in the organisation of participation. The initiator develops a participation plan, the municipality checks if the participation plan fits the municipal participation guidelines.

The policy change realized with the action Heritage Map + is twofold.

On the one hand, the Heritage Map itself is integral part of the policy and modifying the Heritage Map as described will be an improvement of the policy instrument.

On the other hand, the municipality takes an active role in facilitating participation by providing insight in the development of the city with the layer of projects and initiatives on a municipal channel. This layer also makes it easier for people living nearby and heritage organizations to force participation themselves (instead of being invited by the owner). The municipality will also actively direct on participation in the initiative phase among initiators. This is necessary because it is precisely in the initiative phase that a great effect can be achieved with participation.

The heritage policy instrument also must adapt to the national Environment and Planning Act (Omgevingswet) that is being developed. Because the implementation program is made on a yearly basis, we can modify our focus. That enables us to adapt new insights (including the results of the monitor phase) on how to organize and upgrade the heritage map (and the underlying legislation to adapt to the Environment and Planning Act (Omgevingswet).

The heritage policy instrument is the long term outline vision. In this vision the Heritage Map + will get a place in the chapters 3 and 5. Beside that actual operational strategies on the new areas will be part of the annual implementation programs. The planning is that the adapted Policy Instrument and the connected program is decided on by the managing authority in March/ April 2023.





- **ACTION 3**  
**Facilitate and validate Place making**

### **ORIGINAL GOOD PRACTICE(S)**

The good practice of the cultural projects from Ister-Granum like Bridge Guard (a story telling and story maintaining method, what was established for keeping alive an important piece of history) and Aquaphone (features literature from HUN&SK and acts as a cultural bridge. It contributes to the preservation and valorisation of an intangible heritage) inspired us to give more value to cultural activities as a way of storytelling.

The raise of urban consciousness is also found in the Blue Routes of Alicante: the different layers of history are described, and give incentives for the future.

### **TRANSFER JOURNEY OF THE GOOD PRACTICE**

The RSQ and the best practices of the partners were presented during the WaVE kick-off meeting in Breda. In the period up to the next IKES, we investigated which best practices can be used for the execution of 'Resources for the future' by translating these to the situation of Breda. Eight possible actions have emerged from this process.

At the first stakeholder meeting we presented these eight possible actions to our stakeholders. We discussed with our stakeholders about the support base and the feasibility (financial and timeframe) for each possible action. Together with our stakeholders we have selected three actions to work on during the WaVE-project. Place making is one of the selected actions.

We have learned from the good practices that by connecting existing and new cultural activities with the intangible and tangible water related heritage in the target area, we can reach a wider public with the story of CrossMark, and define incentives for the future with respect to material and immaterial values from the past.

In fact we became aware that placemaking plays a very important role in the validation of transformation areas. This asset is not yet recognised in the policy instrument for heritage in Breda. This heritage policy concentrates on the existing collection. Beside that, the concept of development in dialogue is approved as a local policy. In the policy no attention is spent on the possible values of placemaking for careful treatment of heritage. Placemaking is often connected to a short temporary use on the way to a definite plan for the area, as an "in between values" period. This while placemaking plays a crucial role in the dynamization of urban areas, with new economy and culture.

Good practices learned in the WaVE project will lead to an adaptation of the local policy instrument on heritage.

### **ADAPTED GOOD PRACTICE - Action summary**

#### **Background situation**

Placemaking was already part of the process in Crossmark until now, with quite remarkable results. In "Havenkwartier" a lot of start-ups and cultural enterprises and events settled in former

industrial buildings or created their own habitat. The municipality skipped all formal rules, except two: it must be safe for children, and your neighbour must agree with your plans. In one of the industrial halls a skate hall was established where European championships found an exciting track! This approach was part of a national experiment around deregulation. The area became a hotspot for innovative cultural events, and for new (circular) economy.



*A skate hall (Pier 15) and a bar-bistro along the river Mark as “place makers” for redevelopment*



*Incubator area STEK is a national experiment: no rules and regulations for temporary use, only two: the neighbour must agree, and it must be safe for children*

Because of this approach a lot of industrial heritage was protected and revalued by the newcomers, and fortunately preserved. Now the question is how to give a place to these innovators in the “formal” project development in the area. With the purchase of a huge terrain there are more possibilities of combination between formal and informal culture and economy. So there is an absolute climate and opportunity for placemaking on the way to the most European district in the Netherlands...



*Preparation of the recently purchased terrain of the sugar factory for placemaking*

**How will this action contribute to the improvement of natural and cultural heritage policy?**

Because we want to use green and water in terms of sustainability, environmental issues and recreational purposes, we need a good story at the base. In our cultural heritage policy, we claim that our historical landscape around the river Mark is the blueprint for this goal. One of the aspects that improves the development of the river basin is storytelling and placemaking. On an operational level the story of the CrossMark can be shaped and promoted with cultural activities. In this way, the users, inhabitants, and visitors will get more awareness of the possibilities to valorise the water linked heritage.

The action will be realized by connecting existing and new cultural projects for the target area with the intangible and tangible water related heritage. Of course, we will make use of the knowledge and skills of the inhabitants, cultural entrepreneurs, and other users of CrossMark. Side effect is that they will strengthen their position as the place makers that work as a catalyst for the area. This could prevent unwanted gentrification or a creative brain drain.

Placemaking does not have a recognised place yet in the Breda heritage policy. This action will be a success when we give this item a solid place in our heritage policy. We will do that with the stakeholders and placemakers in the area.

**How will it be realised?**

As said, there is a fertile basis for extended placemaking in the CrossMark area. This is not only in the interest of the city, but also in the interest of the owners and developers of the area. The area is close to one of the most valued medieval city centres in the Netherlands, and also close to the international transport hub in the Southwestern region of the Netherlands. Placemaking is already on the way.

- Water and water related heritage are a crucial part in the plans for the 1st development zones in this area (“Havenkwartier”)
- In the ambition document (under development) the water and water related heritage are defined as key elements of the future identity and character of the CrossMark area
- Water and green are in the local spatial development framework the carriers for the development on the short and the long term, with special attention for circular economy, aquathermia, new mobility concepts, etc.

Ister-Granum gave us a lot of inspiration for an extension of the process of placemaking. Now the massive terrain of the former sugar factory is owned by the city and the province, there are more possibilities for this goal. In cooperation with the present place makers ideas will be produced for temporary and long-term facilities for culture, economy, leisure and residence. The city council demanded a plan for a phased development and temporary use of the terrain in December 2020. Funding will be done by the city and the province. We will take notice of the ERDF program TEMP, in which our partner Ravenna participates.





The green and blue heritage related ambitions for the CrossMark area are depicted in this study: water and heritage as place maker and catalyst for multiple functions (urban housing & living, parks, tourism, culture, close to the international train station)

MILESTONES				PERFORMANCE INDICATOR(S)	
	2 <sup>ND</sup> DRAFT AP (Q1, Q2, Q3 2021)	3 <sup>RD</sup> /FINAL AP (Q3, Q4, 2021)	IMPLEMENTATION (2022, 2023)		
PLACEMAKER	<b>MILESTONE(S)</b>	<b>MILESTONE(S)</b>	<b>MILESTONE(S)</b>		<ul style="list-style-type: none"> <li>•Increase of (cultural) events that refer to the water related heritage.</li> <li>*Extension of existing contracts and production of new contracts</li> <li>*Number of start-ups/ enterprises in the area</li> <li>*Placemaking as instrument integrated in policy instrument "Resources for the future"</li> </ul>
OPERATIONAL	consult relevant and enthusiastic stakeholders on future activities organised and to be organised.	make agreements on goals and organisation; select other stakeholders	First projects and events extended placemaking		
	<b>STAKEHOLDERS TO ENGAGE</b>	<b>STAKEHOLDERS TO ENGAGE</b>	<b>STAKEHOLDERS TO ENGAGE</b>		
	Internal stakeholders:	Internal stakeholders:	Internal stakeholders:		

	<p>culture, sports, social development, water management External stakeholders: cultural place makers including Pier15 and Brack, community board Belcrum</p>	<p>culture, sports, social development, water management External stakeholders: cultural place makers including Pier15 and Brack, community board Belcrum</p>	<p>culture, sports, social development, water management External stakeholders: cultural place makers including Pier15 and Brack, community board Belcrum</p>	
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*One of the first actions as a follow-up of the Interreg Europe WaVE project: 110 meter of panels showing the history and the possible future of the terrain of the former sugar factory*

**ACTION STEPS**

Action step	Output(s)	Timeframe	Responsible person(s), organizations and stakeholders involved	Strategy of the stakeholders' involvement	Cost and Source of fund
Evaluation and validation of placemaking activities thus far	Report to the City council	Q4, '21	Municipality responsible Program team Crossmark Breda Pier 15, Brack, Belcrum Beach, etc.	Recognition of the value of the placemakers for this new district Continuity of new energy in the area	Process costs € 20.000 Contributions by municipality (€ and in kind), and by the developers Own exploitation
Redefine targets, terms and actions for placemaking in the Crossmark area	Extension of the contract (now ending in 2023)  Exploring possibilities of placemaking in the CSM area	Q3, Q4 '21  Q4 '21, Q 1, '22	Municipality, province  Place makers	Using the energy of the place makers as much as possible for the discovery and framing of the area.  Giving possibilities in the area for new economy, culture and leisure  Combine the formal and informal	Process costs  € 20.000  Covered in the plan exploitation, part of the deal between municipality and province  Own exploitation place makers
Design and realization of basic infrastructure	Decision on the possible extension of existing contract til 2027 on the harbour island  Plan for new placemaking opportunities in the CSM area  Realisation of basic infrastructure	Q1, '22  Q4 '21, Q1,2 '22  Q 3,4 '22	Municipality, province  Place makers	Validation of the energy of the place makers for the transformation process  Positive outcome for existing heritage, and for the position of the river	Process costs € 50.000  Investments infrastructure PM (part of preparation of the terrain for development  Covered in plan exploitation
Shared Analysis of the possible integration of placemaking in heritage policy instrument	Discussion paper composed by heritage- and CrossMark team and stakeholders	Q3.Q4 '22	Municipality in the lead	Stakeholders of the CrossMark area and also stakeholders of other actual water related projects in Breda	Process costs € 8.000  Covered in regular budgets PI
Valorisation of the contribution of the place makers for the revalidation of water and heritage	Translation of the results in the adaptation of the heritage policy of the municipality	Q3, Q4 '23	Municipality	Adaptation of the local heritage strategy with the stakeholders, on the basis of a solid evaluation of this transformation, and other water related transformations in the city	Process costs € 10.000  Regular budgets
Adaptation of the heritage policy "Resources for the future"	Recognition of the value of placemaking in urban transformation  Giving "in between" planification a	Q2 '23	Municipality	Participation of the placemakers in the definition of the value of placemaking and "in between" planification for the validation of water-related heritage in the transformation areas	Regular budget team heritage  Incorporated in the (re)development costs of the CrossMark area

	place in the heritage policy				

## POLICY CHANGE

The policy instrument and its objectives are explained in the chapter Baseline situation in the region.

Place making will have a validated position in the modified Policy instrument, in three different chapters::

- our objective of strengthening the experience of Breda’s heritage for inhabitants and visitors (chapter 2 Our heritage... an experience!). Pioneer placemakers will get an introduction, and the heritage attention generated by the placemakers will be disseminated in the canals linked to the PI.
- the use of heritage of Breda as a resource of knowledge and urban consciousness (chapter 3 Our heritage... a source of knowledge!). In the PI the two worlds of placemaking (new collections!) and heritage validation will be brought together
- an evident paragraph will be added to chapter 5: “our heritage, constantly in development”. In fact development in dialogue takes also place in the often temporary function and use of transformation areas. This is not yet recognised in the present policy instrument. We want to use the experience thus far and planned activities to define a clear policy in this field.

Processes and content of placemaking contain a relatively new aspect in our heritage policy, how to relate “in-between” periods in urban (re)development to the existing and possible future values. This form of “in between urbanisation” will receive more recognition in the revision of the heritage policy. The experience of recent years and the definition of new placemaking in the recently purchased area of CrossMark within the WaVE period will add a new dimension to the heritage policy, with the following elements:

- Placemaking with respect to material and immaterial heritage will contribute to a better defined “urban consciousness” and will add extra value to the transformation of existing urban tissue
- Placemaking gives the opportunity to explore new ideas on bringing past, present and future together, without massive investments by public and private partners
- Placemaking creates the possibility to give a cultural dimension to the process of transformation, in the sense that existing values are used for new urban functions (new economy, innovation hubs, incubators, cultural events, etc.)
- Placemaking gives an incentive towards multifunctional use of the river banks and inner harbors, thus preventing a total “residentification” of former dynamic urban areas

The heritage policy instrument is the long term outline vision. In this vision placemaking will get a place in different chapters. Beside that actual operational strategies on the new areas will be part of the annual implementation programs. The planning is that the adapted Policy Instrument and the connected program is decided on by the managing authority in March/ April 2023.





- **Parallel activity: Intensification of “cross silo” activities**

It is good to emphasize here that we are not talking about an action in the sense and meaning of the WaVE Action Plans. Nevertheless we think it is useful to add this item as an annex to our action plan. “Breaking the silo’s” is essential when we are talking about innovative ecosystemic approaches! So, in this paragraph we will describe a parallel activity related the actions mentioned above, and an important point of attention for the many water related projects in our city and region.

### **CROSS-SILO THINKING IS ESSENTIAL IN ALL ACTIONS IN THE WAVE-PROJECT**

This parallel activity is in fact inspired by the experiences and good practices of all partners. We noticed that in the cases of all partners the issue of “thinking and acting in silo’s” came forward. This seems an item that is really connected to the issue of water and heritage. Around this issue many worlds come together: the world of flood prevention (very actual in Europe now), the world of the heritage protectors, the world of the city developers, the world of transnational economic development etcetera. It is also an issue with a lot of complexity, and often related to massive investments. We see that all partners are making new connections, in quite innovative ways. Ister Granum uses the item for cross border connections, the city archive of Aarhus tries to connect parties in the harbour to revalidate the heritage present there, Alicante is connecting tourism, agriculture, regional economic development and heritage preservation, Ravenna brings partners together in a convincing imaginary way. Every partner has his own ways of bringing silos together. We want to use this inspiration to connect the disciplines/ stakeholders of development and those of urban and regional management around the key subject of water and heritage.



*The transformation of the Crossmark area is a massive challenge for the coming 25 years. Managing the informal in the “in between period”, and the formal on the long term needs close cooperation between many silos/ departments*

## **WORKING IN SILO'S IS A BURDEN FOR INNOVATION AND ECOSYSTEMIC ACTION**

Also in Breda we notice that basic intentions and activities of the different “silo’s” that are related to the subject are quite different, and that priorities are not quite parallel to one another. It is the nature of the partners: some are focused on control of water quality and quantity, others on the preservation of buildings, others on the creation of new sustainable districts, others on ecological targets and biodiversity. Policies are concentrated on these focusses, and the related investment plans. Organizations with a responsibility for management of a certain target and control have a different mindset than the organizations responsible for the (re)development of new or existing urban tissue. In this action we want to transfer the experiences of all partners in the process of the CrossMark development. This will have an expected result on the described actions, on the organisation of processes, the content of the plans, the realisation strategies, and on the shape of the responsible organisation.

## **SUMMARY OF THIS PARALLEL ACTIVITY: WHERE DO WE COME FROM AND WHERE ARE WE HEADING FOR**

### **Background situation**

The cause of these different worlds can be found in history. The city of Breda has quadrupled since WW II, being one of the cities indicated under the category “groeistad” (City with an increased speed in growth) in the national planning policy. In the beginning attention was concentrated on the extension of the cities. In the seventies of the last century also the existing urban tissue needed attention. Urban renewal and inner-city regeneration asked for massive investments and new ways of planning, with participation of the citizens. Within the apparatuses special departments were created to cope with these challenges of parallel working on city extension, urban renewal, and inner-city regeneration. Planning systems were created to boost the production. Slowly these apparatuses floated away from the departments and organisations that are concerned with the daily urban management in the city and outskirts. When we talk about the subject of water: until far in the nineties there were separate organizations for water quality management and for quantity management (a.o. flood protection). The responsibility for the protection of water heritage was also divided among different authorities (for instance the canals around the city centre of Breda are a national monument, changes need national authorization).

During the making of this action plan we came to the conclusion that the subject of the WaVE project (revalidation of the relation between water and heritage) is an excellent opportunity to bring the different worlds of the urban/ regional managers and the developers closer to each other, in the presence of other local stakeholders (citizens organizations, heritage circles, etc.).



*The first part of the development is the “Havenstrip” with a lot of industrial heritage. In November 2021 contracts were signed for the regeneration of this area, with housing, cultural functions, new economy, and public space. The values of water and heritage are integrated in this plan, in a close cooperation between the urban managers and the urban developers.*

### **How will this parallel activity contribute to the improvement of natural and cultural heritage policy?**

Although the consciousness on the urgency of the subject is growing, extra actions are necessary to bring urban (re)development and urban management closer to each other, especially to the background of a growing importance of water in urban regeneration. This urgency is underlined by the recent water problems in several parts of Europe, and the recent reports on climate change in the world. An ecosystemic approach, in intertwined actions in urban development and urban management, is more than even necessary for a sustainable and safe future.

### **What are the key elements of this activity, how can we reach more connection?**

Improving the relation between the silos of daily urban management and development is a constant challenge for many organisations. We will concentrate specific on the actions, that are related to our subject, and can be monitored within the Interreg Europe project period (ending in the summer of 2023). Actions are needed on a political level (alignment of policies), on a functional level (alignment of projects and investments), and not in the least on citizens participation.

#### ***Actions on a political level***

From the start of the Interreg WaVE project actions have been fulfilled to increase the political commitment to the transformation challenges in Breda. With the regional water board (organisation responsible for quality and quantity of water) the cooperation has been intensified.

The **water board** is present in the project teams for the urban transformation, and is willing to contribute in policy and finance to the water related aspects of this transformation.



With the **province of Noord-Brabant** a cooperation agreement is signed to confirm the common goals and expected actions in the transformation areas. Breda and the province bought a huge area (former sugar factory) together. Breda made an agreement with the **national authorities** to support the transformation process to boost housing production.

So, a lot of commitment is already there, that must be brought to realization.

The following political actions are relevant for this topic of the Breda action plan, and effects can be monitored in phase 2 of the WaVE project:

- Aligned position of water and water related heritage in the growth and development strategy of Breda and enhanced strategic investment planning (City Council unanimously approved this framework in October 2021).
- The position of water and heritage in the development vision and realization strategy for the CrossMark area (expected to be published in Q1 2022)
- Elaboration and implementation of the cooperation agreement with the province of Noord-Brabant (planned for Q1 2022)
- Position of the subject in the coalition agreement after the municipal elections in March 2022

#### ***Actions on a functional level***

On the level of the organization of the city the different departments (development and urban management) are already situated under a one and same directorate. Water and green are key topics in the ecosystemic development of Breda with the ambition to be a “city in a park”.

Departments worked closely together, and with external partners as the province and the water board, on the production of a water compass (2019) and a green compass (July 2021). Both productions are relevant for the challenges of the WaVE project. In these compasses the meaning and potential of water and green for a sustainable urban regeneration are elaborated (economic, ecological, tourism/ leisure, energy production, mobility) and placed in perspective. Both are used in the production of the spatial development framework of the city. Both compasses give a first insight in the necessary investments on the short, middle, and long term.

Important key indicators that can be monitored in phase 2 are:

- Outline of planned investments in different projects of urban management and development
- Alignment of management and development budgets in project definitions and realization plans
- The number of planned private investments in water related heritage that are catalyzed by confirmed public investments in the transformation areas (there is a great interest of private partners for this area, close to a HST international railway station and an attractive medieval city center; it is essential that these investors have a guarantee that public investments will be done)

#### ***Actions related to citizens participation***

Breda has quite a tradition in the stimulation of participation of citizens in urban management. In recent years a considerable number (1.000 +) of specific “deals” between neighbourhoods and municipality were signed. In these deals citizens take responsibility for the gestion of specific areas (f.i. parks, playgrounds, natural areas) in their direct environment.

Key indicators:

- Number of new deals
- Defined position of citizens in contracts and reality

<b>MILESTONES</b>				<b>PERFORMANCE INDICATOR(S)</b>
<b>ACTION</b>	<b>2<sup>ND</sup> DRAFT AP (Q2,2021)</b>	<b>3<sup>RD</sup> /FINAL AP (Q3, 2021)</b>	<b>IMPLEMENTATION (Q4, Q1,2,3 2022)</b>	
Crossovers	<b>MILESTONE(S)</b>	<b>MILESTONE(S)</b>	<b>MILESTONE(S)</b>	
	This parallel activity is a result of IKES 3, when we discussed the 2 <sup>nd</sup> draft AP	Checking of the relevance for partners concerned in urban management and urban development	<p>Translation in local coalition agreement</p> <p>Alignment of water related heritage in different investment plans</p>	<ul style="list-style-type: none"> <li>• Increase of actively participating partners</li> <li>• Increase in aligned performance contracts</li> <li>• Growing conscience of possible mutual impact</li> </ul>
	<b>STAKEHOLDERS ENGAGED</b>	<b>STAKEHOLDERS TO ENGAGE</b>	<b>STAKEHOLDERS TO ENGAGE</b>	
	<p>Internal stakeholders:</p> <p>External stakeholders: Waterboard Province Citizens organisations</p>	<p>Internal stakeholders:</p> <p>disciplines related to urban management and urban development</p> <p>External stakeholders: Waterboard Province Developers Entrepreneurs Citizens</p>	<p>Internal stakeholders:</p> <p>Departments city planning, engineers, ecologists, economy, finance, social office, policy makers on local and regional level</p> <p>External stakeholders: Waterboard Province Developers Entrepreneurs Citizens</p>	

## ACTION STEPS

Action step	Output(s)	Timeframe	Responsible person(s), organizations and stakeholders involved	Strategy of the stakeholders' involvement	Cost and Source of fund
Acceptance of the challenge	Statement management and definition political mission	Q1 2022	City Manager and Executive Manager Spatial Economic Domain  Team leaders urban management and urban development  Emphasis on internal stakeholders Followed by external and regional stakeholders	More alignment of investments, more efficiency, less waste of costs, improvement of ecosystemic quality, improvement of shared responsibility and commitment	Departmental budgets  Budgets of the external stakeholders
Translating the challenge in defined performances	Coalition agreement, Departmental Management plans, Contracts with stakeholders	Q2, Q3 2022	City council and Mayoral Committee  City Directorate  Board and management of investing stakeholders	Sharing policy making, not only top down, but also bottom up  Intense participation of stakeholders in this period	Departmental budgets and budgets of stakeholders
Implementation in the development and realisation strategy of the Crossmark area	Development and realisation strategy, Intermediate urban management plan, Urban management strategy	Q4, 2022 Q1, Q2 2023	Program and project management Crossmark area  District manager urban management City Centre Breda  Developers, neighbourhood organisations, water board, environmental organisations, etc.	Reaching consensus on a sustainable ecosystemic approach of the transformation of the Crossmark area	Departmental budgets  Preparation and planning budgets of the Crossmark program  Covered in exploitation and subsidies

## POLICY CHANGE UNDER CONSTRUCTION

The growth of the city of Breda will take place for 90 % in the existing urban tissue. This means a lot for the content of the regeneration plans, for the planning processes, for the organisation, and for the participation of the citizens of Breda. There will be more confrontations around existing values under the pressure of further densification of the city. The existing heritage policy “heritage, resource for the future” will be adapted. Development in dialogue becomes more and more important, and the new chapter on the validation of the relation water and heritage will play an important role.



*One of the maps of the growth and development strategy Breda 2040. The bigger dark red area (meaning multifunctional area: housing, economy, services) is the Crossmark area, in size comparable with the existing historical inner city of Breda*

In the recently approved Growth and development strategy Breda 2040 this challenge is recognised, as well as the necessity to make an intervention in the apparatus and procedures within the municipality. Steps have been taken to come to more integration and reciprocity between the departments of urban management and urban development; to come to more alignment around the content of the plans, around creative financing and exploitation, around long-term strategies to deal in the most sustainable way with the necessary transitions (energy, mobility, digitalisation, greenification). Water and the adjacent heritage play a crucial role in bringing the silos together. The Crossmark area is a perfect playing field to test the principles of the new organisation, that will be implemented in the first half of 2022.