

Kingdom of Belgium and Kingdom of the Netherlands

# COLONIES OF BENEVOLENCE

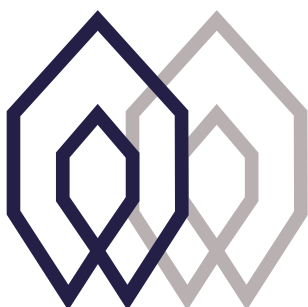
World Heritage Nomination





# Colonies of Benevolence

**NOMINATION FILE FOR INSCRIPTION ON THE UNESCO WORLD HERITAGE LIST**





# Prologue



Inscription staff house in  
Veenhuizen: 'Humanity'  
(J.v.L.)

## 2008 - 2018: towards a World Heritage nomination

In 2008, after a period of major restorations, recognition and national protection of the heritage of the Dutch Colonies of Benevolence, the first steps were taken to nominate the Dutch Colonies of Benevolence as World Heritage. From then on an informal cooperation between all Colonies in Belgium and the Netherlands started.

On July 5, 2012 fourteen partners in Belgium and the Netherlands, involved in the safeguarding and maintenance, signed a charter with the overall goal 'of assembling a UNESCO-nomination dossier'.

Between 2012 and 2017, both the potential Outstanding Universal Value and the subjects of authenticity and integrity were discussed at length by local, regional, national and international experts. To reinforce and finetune the proposal, three international experts were invited over the course of two peer review visits.

On January 20, 2017 a joint Belgian-Dutch delegation submitted the nomination dossier for the Colonies of Benevolence to Mechtild Rössler, director of the World Heritage Centre.

In the summer of 2018, at its 42nd session in Manama, Bahrain, the World Heritage Committee decided to refer the nomination of the Colonies of Benevolence:

*The World Heritage Committee,*

1. *Having examined Documents WHC/18/42.COM/8B and WHC/18/42.COM/INF.8B1,*
2. *Refers the nomination of the Colonies of Benevolence, Belgium and Netherlands, back to the States Parties, in order to:*
  1. *Adapt the nomination by focusing on the well-preserved cultural landscapes of the free and unfree Colonies, both understood to reflect the ideals relating to a single utopian model of poverty reduction that guided their foundation and evolution,*
  2. *Ensure that the nominated free and unfree Colonies reflect the scope and careful planning of the agricultural settlements and their ordered buildings and how these were integrated as a whole and offered an approach to the idea of improvement of individual over 150 years,*
  3. *Adapt the Management Plan so that it aims to evoke, through adequate protection and through careful management and presentation, both the positive and the negative approaches of these colonies, their overall organisation, and the lives of their inhabitants.*

3. *Recommends the States Parties to consider inviting an ICOMOS advisory mission to the component sites, if needed;*
4. *Also recommends that the States Parties give consideration to the following:*
  1. *Provide a better rationale for the delineation of buffer zones,*
  2. *Provide detailed information on how the whole landscape of the colonies is protected,*
  3. *Complete the monitoring system to include indicators related to the attributes of the proposed Outstanding Universal Value.*

### **2018-2020: towards a revised nomination, with the assistance of ICOMOS**

A few weeks after the Committee session, at the initiative of both States Parties, a meeting was organized with representatives of the World Heritage Centre and ICOMOS. The goal of this meeting was to discuss the Committee's decision, and possible scenarios to move forward.

In the end, the representatives of ICOMOS and the World Heritage Centre managed to convince both State Parties to take a little more time to revise the nomination, and allow ICOMOS to assist under the form of an advisory process. This agreement was formalized in a contract which included the following reference framework and goals:

- *Explore more fully:*
  - *The broader socio-historical context of the Colonies in 19th century Europe, and the precise motivations of the key players who promoted the Colonies of Benevolence;*
  - *The role of each of the free and unfree Colonies as part of the same innovative model to reduce poverty;*
  - *The original intentions of the founders; whether the Colonies were deliberately planned or arose from a pragmatic approach; how, with focus on the landscape, the innovative messages of the experiment materialized and were transmitted;*

- *Consider whether a re-conceptualized nomination might be able to demonstrate and provide a convincing justification of Outstanding Universal Value and what might be the supporting attributes if potential for Outstanding Universal Value is identified.*
- *If potential for Outstanding Universal Value is identified:*
  - *Discuss integrity and authenticity related to the inventory of tangible attributes that convey the potential Outstanding Universal Value on the basis of what still remains on the ground to reflect the implementation of the original ideas;*
  - *Explore and discuss the selection of potential component sites to be included in any revised nomination;*
  - *Discuss, once the potential component sites have been identified, their boundaries and buffer zones.*

From January 2019 onwards, an intensive constructive exchange and advisory process between ICOMOS and both State Parties was launched.

- Information was gathered and shared digitally, and discussed via conference calls, following a strict timetable;
- In May 2019, a technical advisory mission to the seven original Colonies of Benevolence was organized with two international experts appointed by ICOMOS;
- On July 31th, 2019, ICOMOS presented its final report with numerous recommendations.

Subsequently, the original 2017 nomination dossier was revised completely between August 2019 and December 2019, taking into account fully ICOMOS' recommendations. This revised nomination can therefore be considered the conclusion of the advisory process.

We truly thank ICOMOS and the World Heritage Centre for the open and constructive cooperation in the past two years.

Yours sincerely,

The steering group of the Colonies of Benevolence

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Site holder in the Netherlands

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## **Disclaimer**

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# Executive Summary

**STATE PARTY**

The Kingdom of Belgium and the Kingdom of the Netherlands

**STATE, PROVINCE OR REGION**

The Colonies of Benevolence are located in the Belgian province of Antwerp, which is part of the Flemish Region and the Dutch provinces of Drenthe and Fryslân.

**NAME OF PROPERTY**

‘Colonies of Benevolence’

**GEOGRAPHICAL COORDINATES TO THE NEAREST SECOND**

Component part A Frederiksoord-Wilhelminaord : N 52°51'26.236" – E 6°10'1.805" Church  
Component part B Wortel : N 51°24'10.2" – E 4°49'27.5" Central Crossroads  
Component part C Veenhuizen : N 53°2'31.59" – E 6°23'29.72" Second Institution

**TEXTUAL DESCRIPTION OF THE BOUNDARIES OF THE NOMINATED PROPERTY**

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

No specific buffer zones have been defined, as the possible threats (see chapter 4B) are covered by the existing spatial regimes in the surrounding areas.

**MAPS OF THE NOMINATED PROPERTY**

M1.3, M1.4, M1.5

**CRITERIA UNDER WHICH PROPERTY IS NOMINATED**

ii iv

**DRAFT STATEMENT OF OUTSTANDING UNIVERSAL VALUE****Brief synthesis**

The Colonies of Benevolence, an Enlightenment experiment in social reform, demonstrated an innovative, highly influential model of pauper relief and of settler colonialism – the agricultural domestic colony.

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

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

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

The Dutch model of ‘domestic colonies’ soon spread to most other European nations, but particularly to France and Germany, where it was



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

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

The proposed World Heritage property consists of a transnational series of 4 former Colonies of Benevolence in three component parts: Frederiksoord-Wilhelminaoord, Wortel and Veenhuizen. These are the Colonies where the original cultural landscape has been preserved and can be understood best.

All component parts consist of a combination of relict landscape layers which together illustrate the flourishing period of the Colony model.

Component part A presents former free Colonies (Frederiksoord, Wilhelminaoord), component part B a hybrid Colony (Wortel, free evolved into unfree) and component part C an unfree Colony (Veenhuizen). The characteristic layouts associated with the 'free' or 'unfree' status as presented by relict landscape layers are clearly recognisable in all areas. The attributes of the Colonies of Benevolence conveying their Outstanding Universal Value are:

#### **The basic typology:**

The characteristic landscape typologies of the Colonies of Benevolence in their flourishing period – with representative relict landscape layers illustrating the functional and spatial coherence.

#### **The orthogonal grid:**

All individual elements of the orthogonal grid: planted roads, waterways, the measurement system applied and the place of the buildings in the grid.

#### **Representative buildings and planting:**

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

### **JUSTIFICATION FOR CRITERIA**

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

#### **Criterion (ii)**

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

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

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

#### **Criterion (iv)**

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

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

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

The Colonies of Benevolence are an outstanding example of a landscape design that represents an agricultural home colony with a social aim. The landscape patterns reflect the original character of the different types of Colonies and their subsequent evolution, and illustrate the extent, the ambition and the evolution of this social experiment in its flourishing period (1818-1918).

#### **Statement of integrity**

The proposed World Heritage property consists of a transnational series of four former Colonies of Benevolence in three component parts: Frederiksoord-Wilhelminaoord (and Vierdeparten), Veenhuizen, and Wortel. These are the Colonies where the original cultural landscape has been preserved and can best be understood.

All component parts consist of a combination of relict landscape layers which together illustrate the flourishing period of the Colony model.

Component part A presents former free Colonies (Frederiksoord, Wilhelminaoord), component part B a hybrid Colony (Wortel, free evolved into unfree) and component part C an unfree Colony (Veenhuizen). The characteristic layouts associated with the 'free' or 'unfree' status as presented by relict landscape layers are clearly recognisable in all areas.

Until today, the basic principles and the objective of the Colonies of Benevolence remain recognisable in the orthogonally structured landscape with avenues, meadows, fields and forests, and with the characteristic houses, farms, institutions,

churches, schools and industrial buildings. Particularly the series as a whole is distinctive and unique. The pattern of the buildings is also still present. All the forms of cultivation and the spatial interpretation of the organisational models (free and unfree Colonies) are still there to be found as the Society of Benevolence originally conceived them. The boundaries, the structure and the layout of the landscape have remained preserved.

In the course of more than a century, the Colony landscape has been enriched. The current buildings were built partly by the Society of Benevolence, partly by the Belgian and Dutch governments (unfree Colonies). Through all the phases changes occurred, frequently related and sometimes not related to the spirit of the Colonies. Their visual integrity has in some respects suffered from the effects of privatisation and temporary neglect. Currently this is no longer the case.

Adequate adaptive re-use takes place in unoccupied buildings, the importance of the heritage is fully recognised by the government and the population, and there is no pressure of urbanisation in the surrounding areas.

#### **Statement of authenticity**

The distinctive structure of the cultural landscape, the existing buildings and the archaeological sites authentically and credibly tell the story of the Colonies of Benevolence, from their inception to the present day. The series as a whole provides an accurate picture of the significance of the social experiment initiated by the Society of Benevolence.

The use of the Colonies for agriculture and the social objectives formulated by the Society of Benevolence over two centuries were mainly continued and supplemented with new functions, which redefined the original social significance of the Colonies, in the spirit of the Colonies and adapted to changing times.

The connecting factor is not one single 'authentic' period, but the landscape structure which has developed in two determining phases: the first phase of the creation (1818-1859), the phase of the

further evolution, the phase of state institutions and privatisation (1860-1918).

### Protection and management requirements

Nationally, the Colonies of Benevolence are protected at the highest possible level: in the Netherlands mainly as 'protected villagescape' and in Belgium as 'protected cultural heritage landscape'. In both countries, representative buildings have been granted monument status or are protected within the structure.

Since the beginning of the 21st century, both in Belgium and in the Netherlands and based on a long-term vision, large-scale investments have been made in the preservation and rehabilitation of the structure of the landscape and the buildings. Since 2000, extensive restorations of structures and buildings have taken place. In this context, much attention is paid to sustainable exploitation and local activities, in accordance with the cultural heritage essence of the areas. The individual territories receive recognition at European level (Europa Nostra, Eden Award).

Management focuses on: protection, preservation, sustainable maintenance and operation; appropriate incorporation of new developments; dissemination of the value of the proposed World Heritage site to society, linked to the universal and timeless theme of poverty reduction and the issue of the makeability of man and landscape (Enlightenment).

The management of the prospective World Heritage site involves owners, users and scientists in the development and implementation of site management and the safeguarding of the quality of the heritage.

Common coordination and direction are exercised in the management of the total of the seven Colonies. The province of Drenthe (the Netherlands) and Kempens Landschap (on behalf of the Province of Antwerp, Belgium), act as Site holders, and operate under the direction of a transnational steering group.

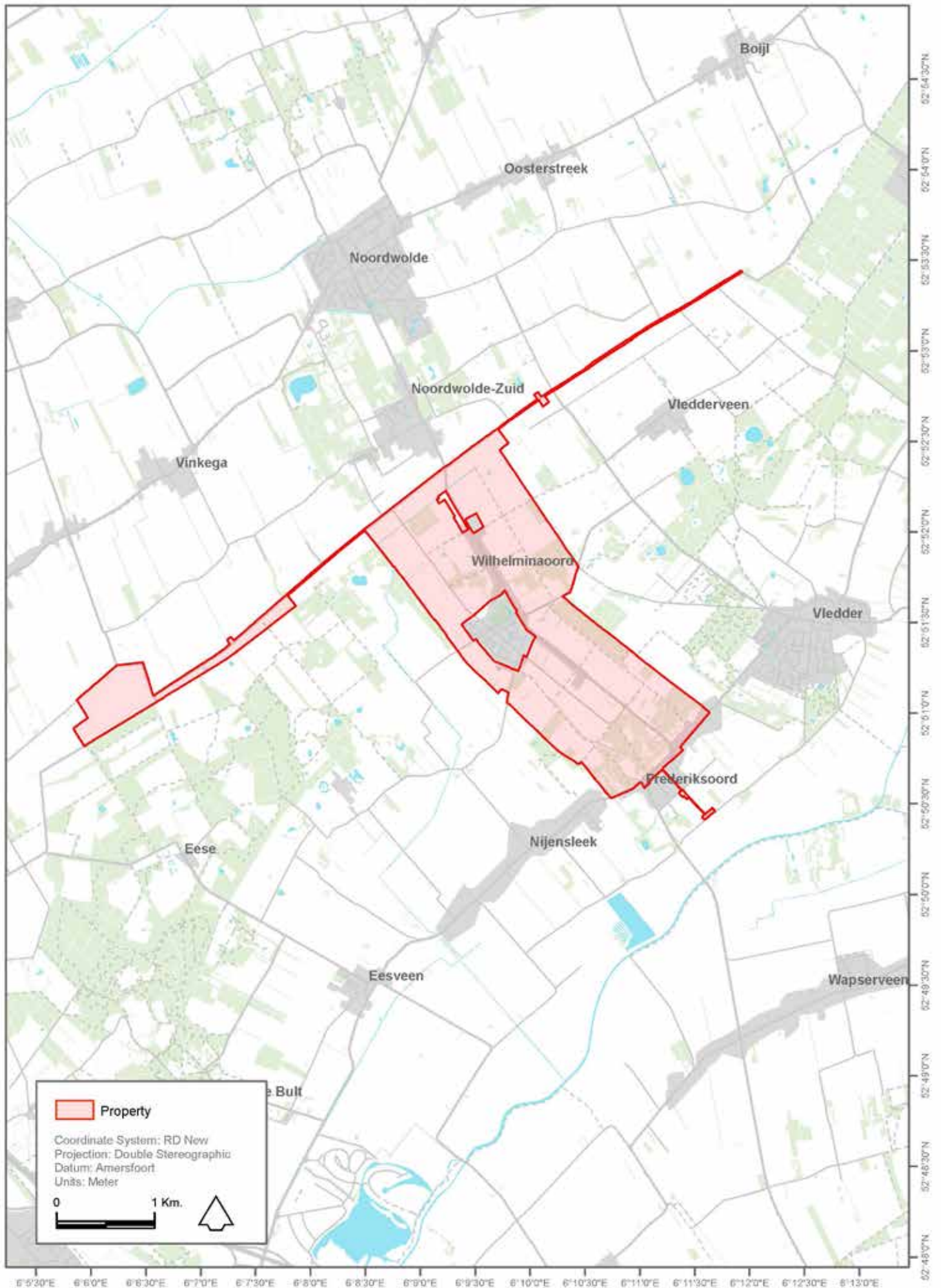
### Long-term expectations and management

The main challenge for the Colonies of Benevolence is to preserve the quality of life in the areas and to seek and incorporate appropriate economic incentives which are required for the preservation. The Colonies are situated in relatively sparsely populated areas, which is why developments in the field of housing, industry, agriculture and infrastructure are small scale and gradual. The main potential challenges for the management are changing use of land influencing the scale and structure of the landscape, and the change in the use of buildings by the Judiciary. The management plan includes measures to control future developments and safeguard the preservation of the OUV. The existing infrastructure is sufficiently generous to allow for the expected increase in the number of tourists and visitors.

### NAME AND CONTACT INFORMATION OF OFFICIAL LOCAL INSTITUTION/AGENCY

Programme office Colonies of Benevolence  
Province of Drenthe, in close collaboration with Vzw Kempens Landschap  
Address: PO Box 122, 9400 AC Assen, the Netherlands  
Tel: + 31 592 36 55 55  
E-mail: [info@kolonienvanweldadigheid.eu](mailto:info@kolonienvanweldadigheid.eu)  
Web address: [www.coloniesofbenevolence.eu](http://www.coloniesofbenevolence.eu)

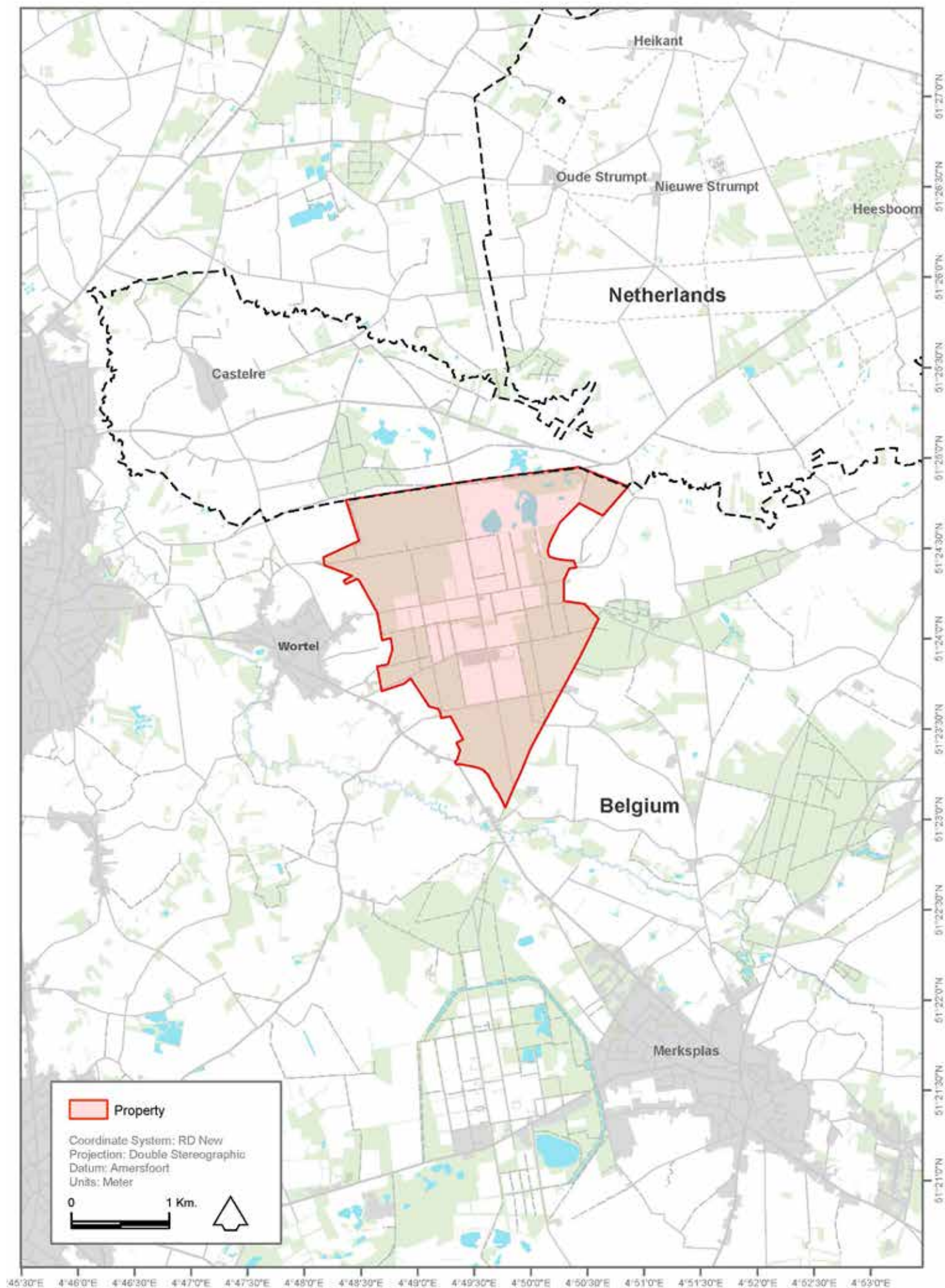
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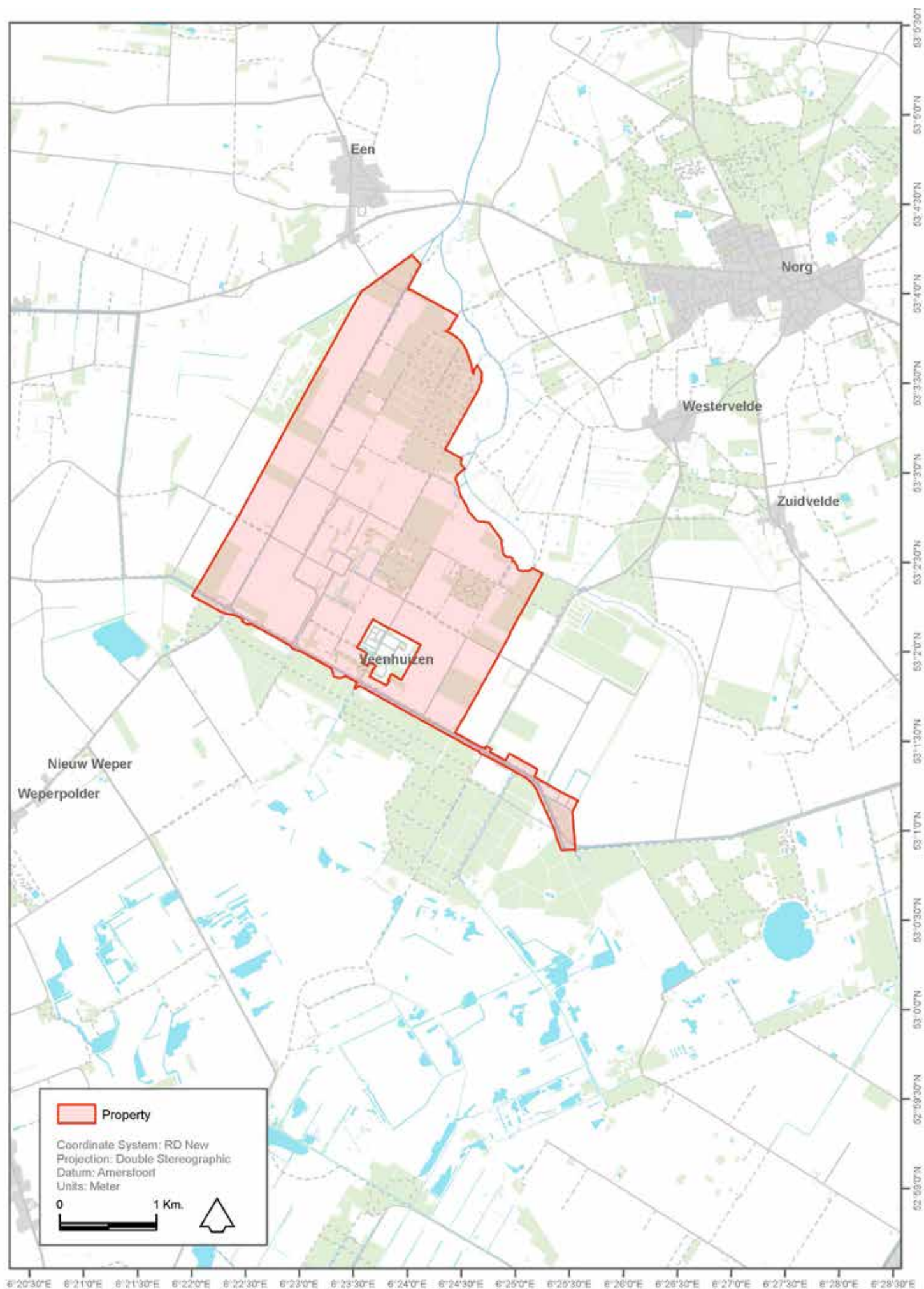


**M1.4 IDENTIFICATION**  
**COMPONENT PART B: WORTEL**

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**M1.5 IDENTIFICATION**  
**COMPONENT PART C: VEENHUIZEN**  
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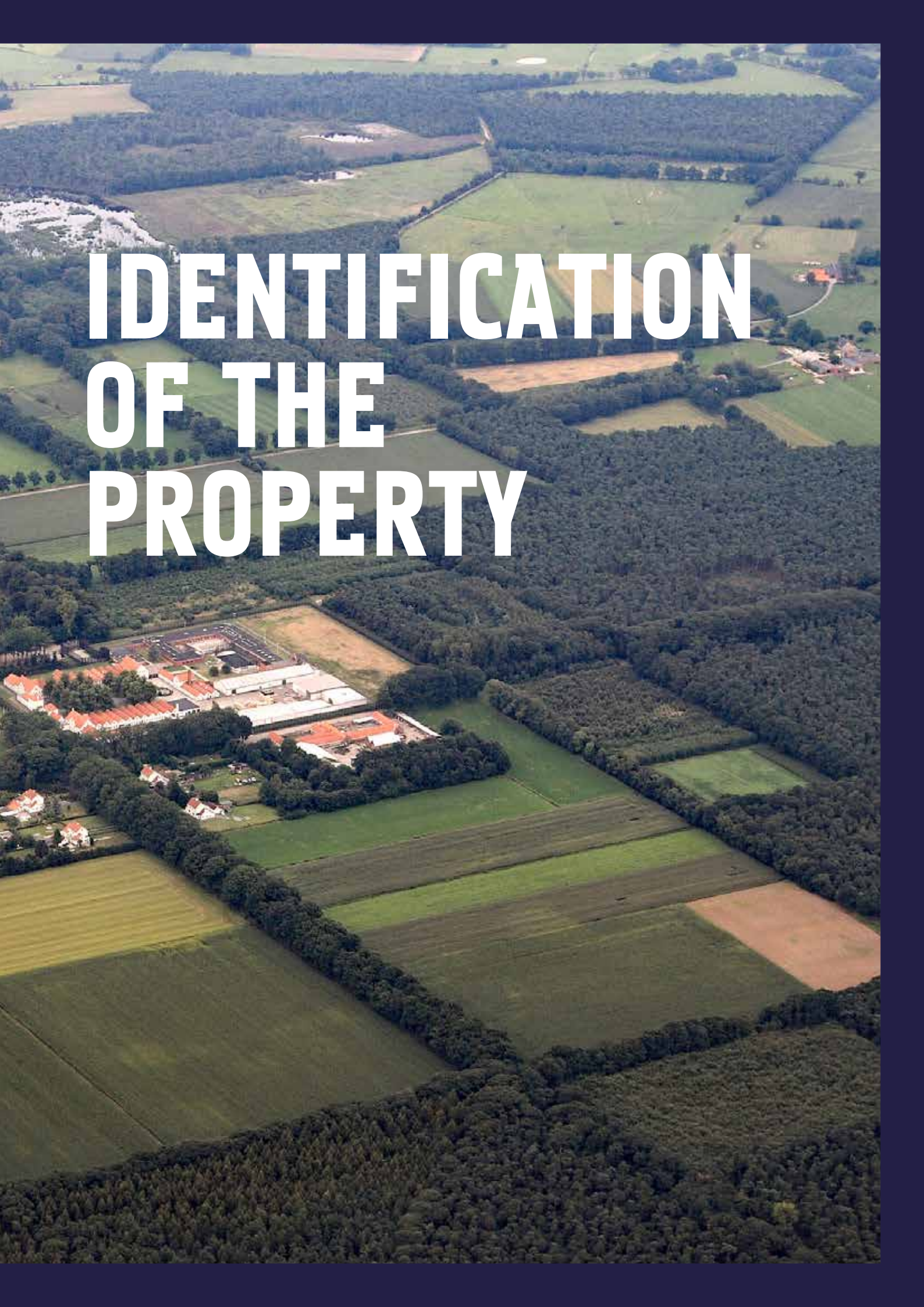




An aerial photograph of a rural landscape featuring a patchwork of green agricultural fields, dense dark green forests, and several small farmsteads with red-roofed buildings. A small pond is visible in the upper right quadrant. A large, white, stylized number '1' is superimposed over the center of the image, partially obscuring the fields and forests.

# 1





# IDENTIFICATION OF THE PROPERTY



## M1.1 EUROPE AND COLONIES OF BENEVOLENCE



### 1.a COUNTRY

The Colonies of Benevolence are a cultural landscape consisting of three domestic agricultural colonies located in the Kingdom of Belgium and the Kingdom of the Netherlands.

### 1.b PROVINCE

The Colonies of Benevolence are located in the Belgian province of Antwerp, which is part of the Flemish Region and the Dutch provinces of Drenthe and Fryslân.

### 1.c NAME OF PROPERTY

The name of the ensemble is 'Colonies of Benevolence' (In Dutch: Koloniën van Weldadigheid; in French: Colonies de Bienfaisance).

1.d GEOGRAPHICAL COORDINATES  
TO THE NEAREST SECOND

NAME OF COMPONENT PART	COUNTRY	REGION	COORDINATES	AREA OF NOMINATED PROPERTY (HA)	MAP NUMBER
Total area (ha)				2012	
Component part A <b>Frederiksoord-Wilhelminaoord</b>	The Netherlands	Drenthe and Fryslân	N 52°51'26.236" – E 6°10'1.805" Church	555	M1.3
Component part B <b>Wortel</b>	Belgium	Antwerp	N 51°24'10.2" – E 4°49'27.5" Central Crossroads	550	M1.4
Component part C <b>Veenhuizen</b>	The Netherlands	Drenthe	N 53°2'31.59" – E 6°23'29.72" Second Institution	907	M1.5

### **1.e MAPS AND PLANS, SHOWING THE BOUNDARIES OF THE NOMINATED PROPERTY AND BUFFER ZONE**

#### **Statement on boundaries and buffer zone**

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

#### **Buffer zones**

No specific buffer zones have been defined, as the possible threats (see chapter 4B) are covered by the existing spatial regimes in the surrounding areas.

- For detailed maps see the separate Maps volume.
- For further clarification of the boundaries and buffer zones, see chapter 5.

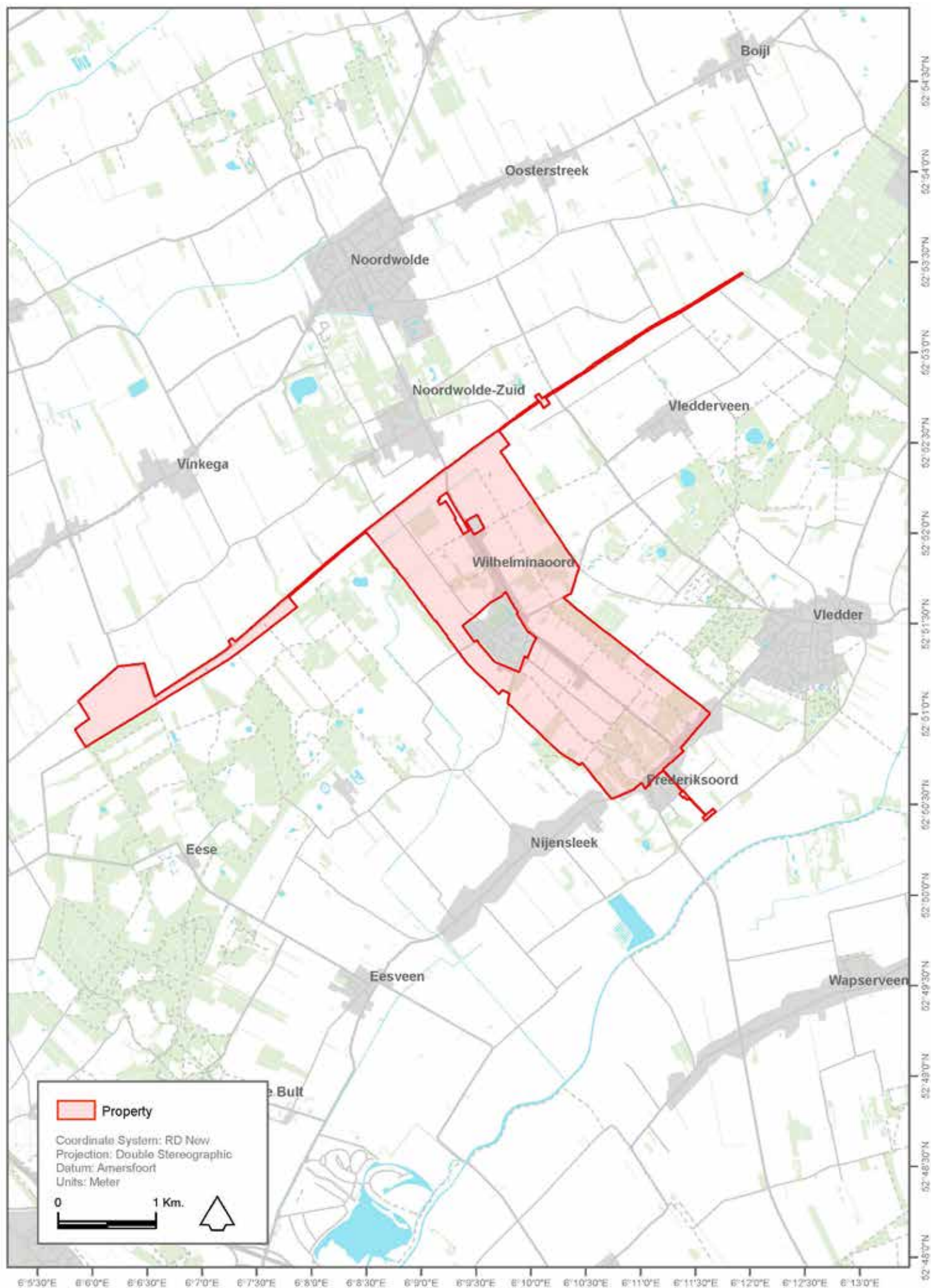
## M1.2 THE NETHERLANDS AND BELGIUM AND THE COMPONENT PARTS OF THE COLONIES OF BENEVOLENCE

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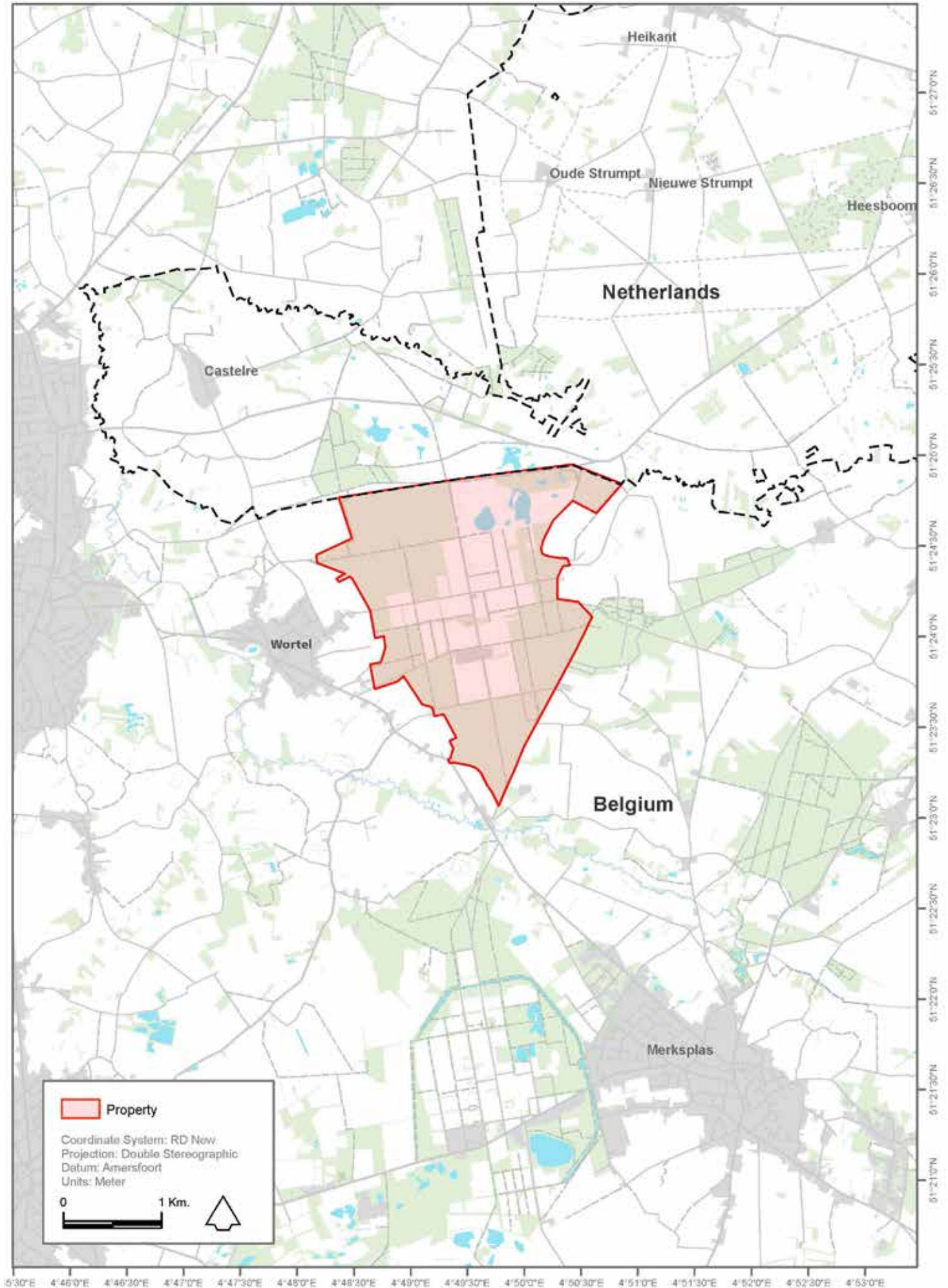




**M1.3 IDENTIFICATION**  
**COMPONENT PART A: FREDERIKSOORD-WILHELMINAORD**  
1:50.000



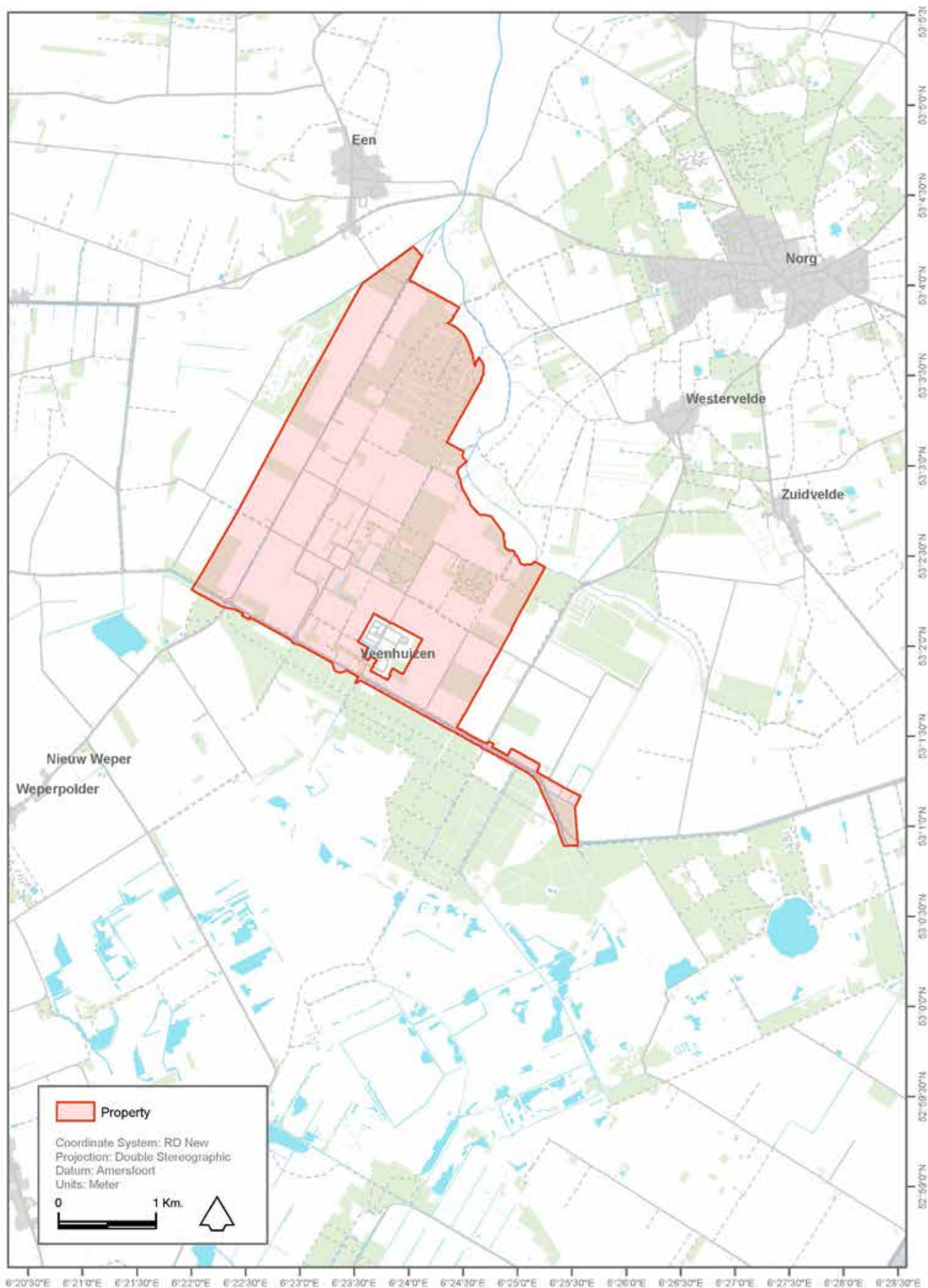
**M1.4 IDENTIFICATION**  
**COMPONENT PART B: WORTEL**  
1:50.000





**M1.5 IDENTIFICATION**  
**COMPONENT PART C: VEENHUIZEN**

1:50.000





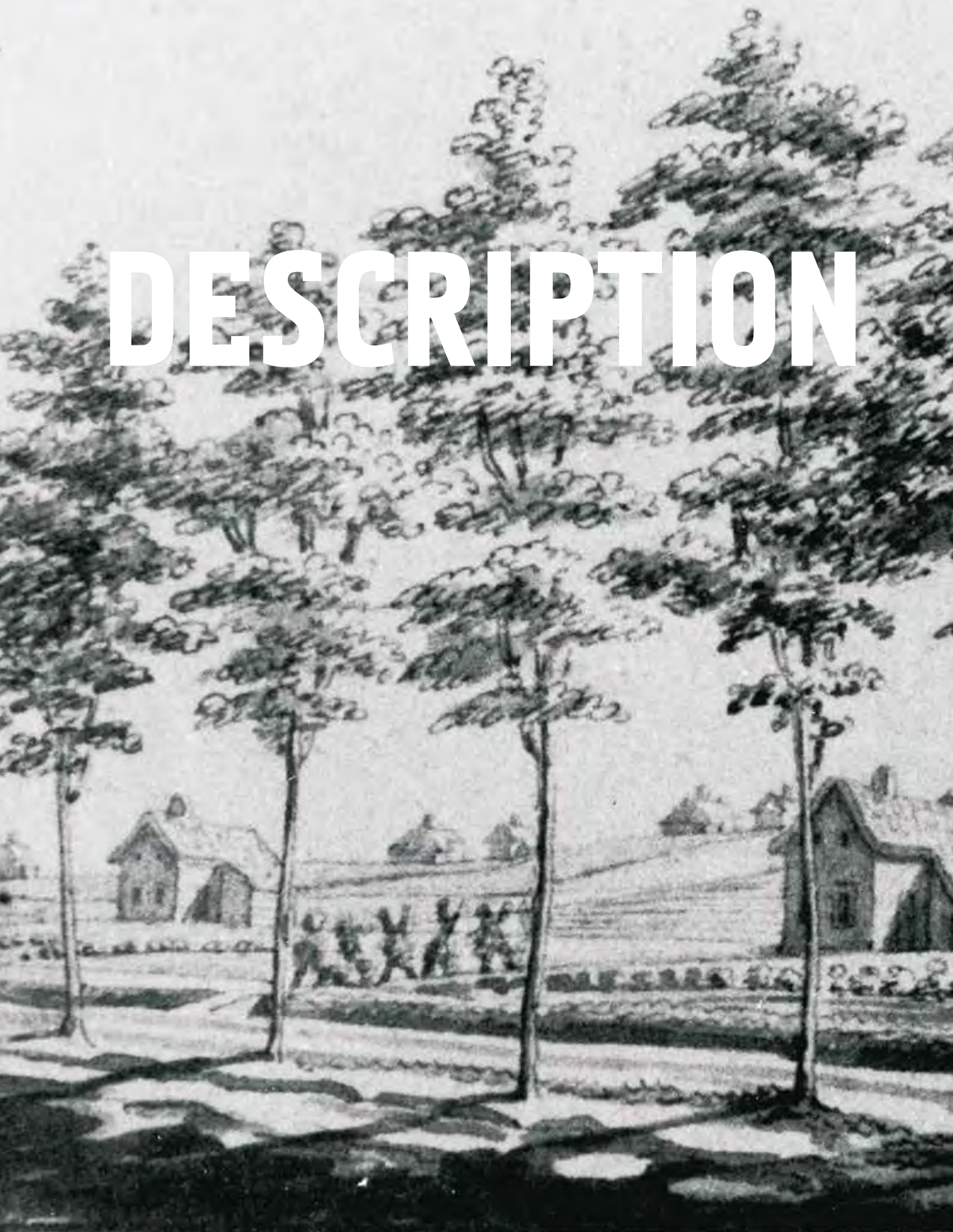


2





# DESCRIPTION





## INTRODUCTION – MAIN THEMES

Section 2. a provides the general description of the series of 3 selected component parts which best convey the distinctive qualities of the landscapes of the Colonies of Benevolence as they are now.

The description of the Colonies of Benevolence focuses on their qualities as landscapes of ambitions, and the intertwining themes which combine to define their proposed Outstanding Universal Value:

- Domestic agricultural colonies, designed as edifying model environments for the poor, which have been a catalyst for key developments in custodial care
- Carefully arranged as panoptic landscapes

Section 2. b sets out the history of development (of all 7 historic Colonies of Benevolence).

→

A rational agricultural landscape with trees in line (W.V.)



# 2.a

## DESCRIPTION OF PROPERTY

↓  
Hooiweg in Wilhelminaoord  
(K.v.W.)

↓  
Koningin Wilhelminalaan in  
Frederiksoord, begin of the  
20th century (p.o.D.)

### I THE CHARACTER OF THE COLONIES OF BENEVOLENCE TODAY: RELICTS IN LIVING LANDSCAPES

The concept of the Colonies of Benevolence, an Enlightenment experiment in social reform, demonstrated an innovative, highly influential model of pauper relief and of settler colonialism – the agricultural domestic colony.

The Colonies of Benevolence created an idealised Dutch landscape out of isolated peat and heath wastelands through the domestic colonisation of paupers. In the process, colonists were to become morally reformed ideal citizens, adding to the nation's wealth and integrating marginal territories in emergent nation states. Over a seven-year period, almost 80 square kilometres of wastelands, domestic territory considered unfit for settlement, were reclaimed. The process of transforming the poorest landscapes and citizens through a utopian process of social engineering went on over a century-long period.

To implement this experiment, a panoptic disciplinary system for pauper settlers was developed, resulting in a basic transformation of penal systems that spread throughout Europe. The innovative disciplinary system adopted was to rehabilitate and morally transform 'degenerate' paupers into ideal productive citizens. This panoptic disciplinary



system is manifested in the organisation of the landscape that settlers had to create for their own support. The model fostered important associated sciences (including criminology, penology, physical anthropology and agronomy) as manifested in on-site laboratories and educational institutions.

This Dutch model of ‘domestic colonies’ soon spread to most other European nations, but particularly to France and Germany, where it was adapted for use with other marginalised sectors of the population such as juvenile delinquents, psychiatric patients and the disabled. The major social significance of the Colonies of Benevolence is thus to be found in their continuing impact on almost all forms of custodial care practised in Europe.

Today, these remote rural areas no longer function as confined pauper colonies, but have evolved into ‘special’ neighbourhoods of ordinary villages, where ordinary people live, work and recreate. Still, they stand out in the sense that they convey, both in their appearance and in their functioning, the core values of the historical social project of the Colonies of Benevolence.

In addition to the strikingly rhythmic and ordered landscapes, which present a clear contrast with their environment, social economy and custodian care continue to determine the economic landscape of the area, next to agricultural businesses, forestry, natural areas and cultural tourism. Historic houses and functional buildings in carefully ordered green environments create an estate-like atmosphere. All together, they account for the special story of agricultural innovation, nature shaped by man and hard labour carried out by the countless poor that were sent to these areas with the prospect of a new life.

## 2 SPECIAL QUALITIES: RURAL LANDSCAPES OF AMBITION, DESIGNED FOR SOCIAL CHANGE

### A MODEL OF AN EDIFYING ENVIRONMENT FOR URBAN POOR

The Colonies of Benevolence present large areas of ordered plots of bocage farmland and forestry, with series of similar-style historic houses, farms and buildings, and impressive straight planted avenues. Even to the casual eye it is clear that their appearance is the result of a systematic planning approach in the past.

One would rather expect such designed settlements in an urban, industrial environment, but they were and are situated in remote rural areas, and their core economic activities were centred on agricultural and forestry production.

They look like a model environment – and they were. Their systematic, curated arrangement was intended to be an edifying environment for urban poor – who could live, work, worship and recreate in one and the same place, and be elevated in these distinctive surroundings. The agricultural environment was instrumental in this process: people would be transformed through the interaction with the land. “Man creates the land and the land creates Man”.

The systematic set-up creates a strong contrast with the immediate surroundings and with the urban contexts where the colonists had come from. The Colony had to represent a break with their former life. The order and regularity of the new environment was to encourage the colonists to lead a regular life with strong work ethics.

These places have intriguing additional features, such as crossroads with a specific layout, curated details in the houses, rare combinations of churches, unconventionally ordered cemeteries... all kinds of striking features which stimulate curiosity and



make people want to familiarise themselves with the uncommon story behind these far from ordinary places which were created to foster social change and to become productive agricultural communities.

### **SYMMETRY, REPETITION AND HIERARCHY TO CREATE HARMONY AND ORDER**

The linear design, emphasised by long, parallel avenues and waterways with parallel, rhythmically ordered planting, is reinforced by the placement of the buildings at regular intervals. This creates a sense of order and harmony.

### **Avenues**

In the current Colonies of Benevolence landscapes the most striking, recurrent structuring elements are straight planted avenues.

This is a very common element in ancient rural landscapes in the region, in order to provide shade, beauty and eventually timber, and to act as a barrier for the wind across the open agricultural land. Elsewhere, these have often disappeared, due to the intensification of traffic and modern legislation for the arrangement of roads.

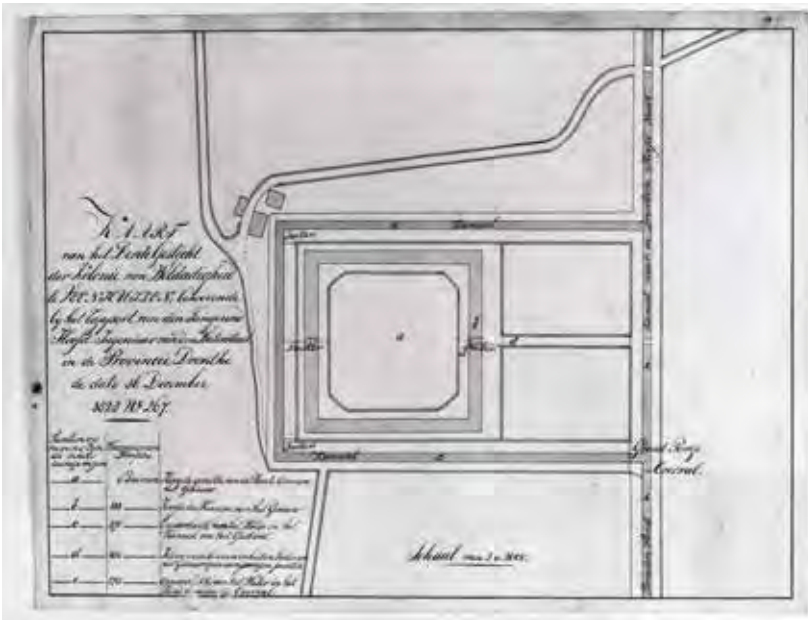
However, in the Colonies of Benevolence the planted avenues survived, bringing splendour and magnificence. Especially in Wortel, where the initial rows of trees were doubled and even tripled to accentuate the importance of an axis.



←  
Straight planted lanes with staff  
houses in Wortel (K.L.)

↑

in Veenhuizen, 1828 (D.A.)



Finally, the large institutions in the unfree Colonies are striking nodal points with interconnected functions of living and working. Their strict symmetry with entrances and windows at exact intervals appeals order and regularity.



↓  
A selection of Colony houses  
still visible in the free Colonies  
(J.v.L. and K.v.W.)





## LIEUX DE MÉMOIRE

For generations of colonists and their descendants, their origin was taboo. Many people were ashamed of their link with the Colonies of Benevolence and the possible adverse impact on their social development. Therefore, until a few decades ago it was not uncommon to lie about coming from the Colonies. Job van den Have, in 1904 director of the Society of Benevolence, wrote in this connection:

*‘Everywhere, throughout the Netherlands, people know of the tramp, the vagrant and the drunkard who were sent to the Colony; so it is not surprising that the general public is of the belief that these people are destined for Frederiksoord. Therefore, it appeared to us particularly desirable to avoid the word Colonies whenever possible, and to speak only of the Society of Benevolence. [...] The inhabitants working for the Society of Benevolence have also inadvertently helped to promote the*

*misconception. Many of them who had left the Society after having been employed as domestics, gardeners, carpenters or in other jobs, omitted to mention the name of Frederiksoord or the Society of Benevolence, and pretended to have come from Steenwijk, Vledder, Steggerda, Steenwijkerwold or Westerbeeksloot.’*

At the end of the 20th century gradually a renewed, positive interest in the Colonies emerged and their reputation changed – also owing to the growing distance in time and the increasing interest in genealogy. The extensive archives, containing personal files of all the colonists, became a rich source for genealogical research and the study of social history. In 2019 the biography of Johannes van den Bosch was published by Angelie Sens, based upon new historical research.



→ One of the visitor centres in the Colonies of Benevolence, 'Visitor centre Colony 5-7' (S.)

The publication of popular books such as the bestseller *Het Pauperparadijs* (The Pauper Paradise) by Susanna Jansen, and *De proefkolonie* (The Experimental Colony), *De Bedelaarskolonie* (The Beggars' Colony) and *De Kinderkolonie* (The Children's Colony) by Will Schackmann, has been effective in largely demolishing the taboo. Embarrassment about personal descent has given way to pride about the social emancipation of families. This trend is also noticeable in Belgium, with the book *Landlopers* (Vagrants) by Toon Horsten and scientific research carried out.

The gradual decline of the importance of the Colonies of Benevolence as a place of confinement and isolation has increased their significance as a memorial site for social history. This is evidenced by the emergence of museums and visitors' centres and the adaptive re-use of buildings in which the history of the Colonies plays a central role. The layout, the architecture and the names of streets and fields also refer to the origin of the Colony landscape. Relicts like heathlands and peat lakes refer to the original landscape dating from before the Colonies. Thus, the Colonies have developed into cultural landscapes, where the story of social emancipation and their role as pioneer state become tangible.

Due to the extensive archives of the Society of Benevolence in Assen, the material held by the National Archives in The Hague, the National Archives in Beveren and Brussels, the books about life in the Colonies and the emergence of museums, recreational colonists' routes, memorial sites and colonists' days, the former Colonies of Benevolence are becoming contemporary *lieux de mémoire*.



↑  
 'Het Pauperparadijs' (The Pauper Paradise) written by Susanna Jansen in 2008, is a bestseller in the Dutch language area and translated into Spanish and German.

The book 'Proefkolonie' (Experimental Colony) by Will Schackman (2006).  
 The book 'Landlopers' (Vagrants) by Toon Horsten (2013).  
 The novel 'Landlopersblues' (Vagrants' Blues) by Louis van Dievel (2016).

### 3 TWO LANDSCAPE TYPOLOGIES AND FOUR RELICT LANDSCAPE LAYERS

The Colonies were situated on wastelands of peat bog and sandy soiled plateaus.

Their historical boundaries and sometimes irregular shapes were determined by the consecutive acquisition of different areas of so-called wastelands.

The orthogonal grid and the standardisation and regimentation of the farms and institutions made the initial landscapes stand out as Colony landscapes, distinct from the surrounding cultivated areas. The organisation model was translated into a characteristic spatial structure.

The evolution created two landscape typologies,  $\alpha$  and  $\beta$ , of panoptic disciplinary settlements in remote areas, for two types of target groups, expressed in four layers.

#### **Landscape layer type $\alpha^1$ (1818-1859): small-scale Colony landscape with settlements of smallholder farms**

Tree-lined avenues with standardised family farms on identical plots of approximately 2,5 ha, and interspersed with supervisors' houses and plots of the same size. Directors' houses and communal buildings like schools, religious buildings and indoor workplaces were situated centrally. Where space permitted avenues would be repeated, making an orthogonal grid.

#### **Landscape layer type $\alpha^2$ (1860-1918): evolved small-scale Colony landscape with collective farms**

Large collective farms and farm building complexes incorporate the land of the earlier family farms, maintaining the existing grid, but using collective colonist labour in order to improve efficiency. The smallholder farm buildings have evolved mostly into houses. Some smallholding continues but is not self-sustaining, necessitating work on the collective farms. Additional collective infrastructure for education and health care and added religious buildings.

#### **Landscape layer type $\beta^1$ (1818-1859): large-scale Colony landscape with institutions and related collective farms**

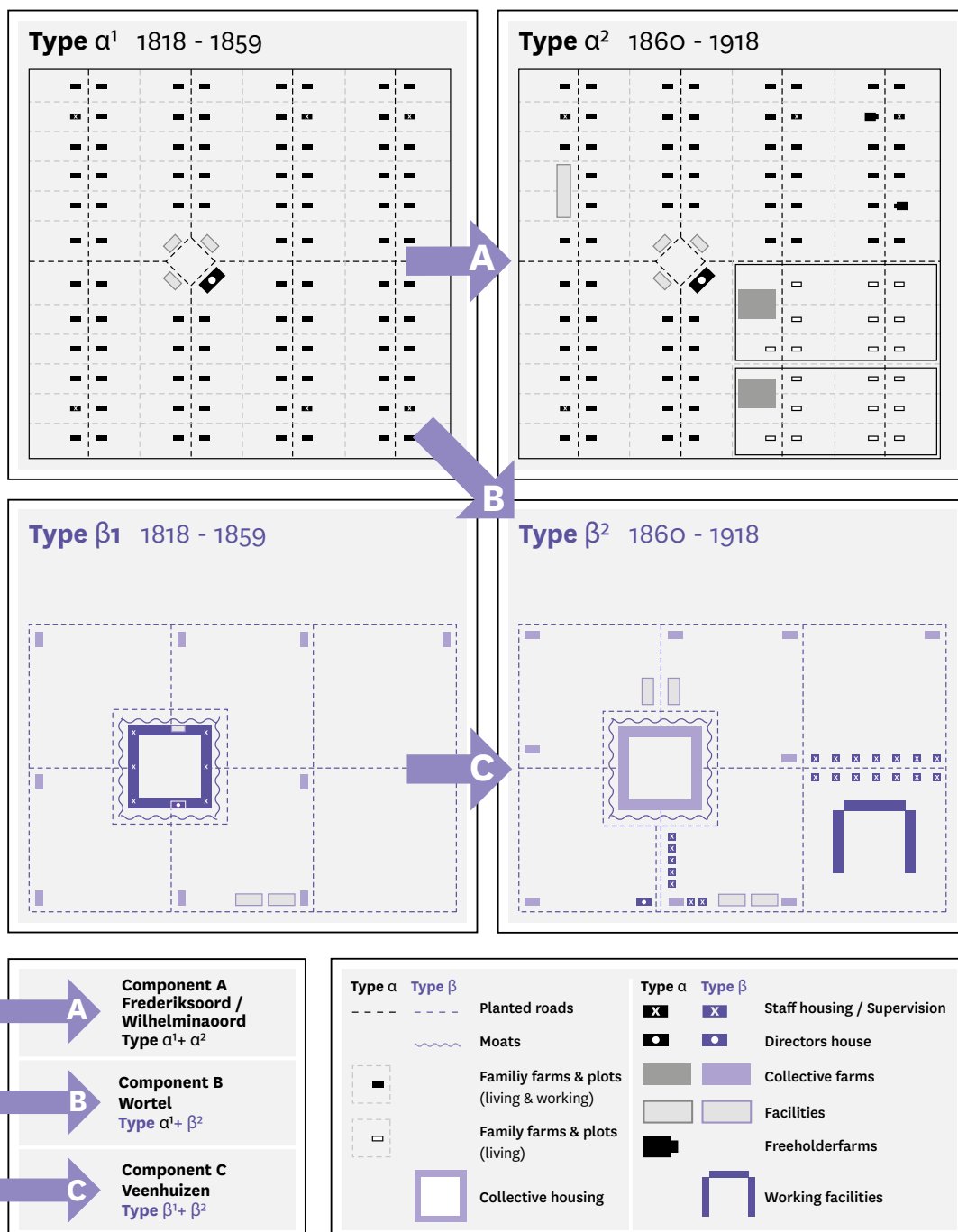
Central collective institutions with dormitories in the form of large mostly moated courtyards for groups of colonists – with four to eight large surrounding collective farms, with large standard plots and set out within an orthogonal grid of tree-lined avenues.

#### **Landscape layer type $\beta^2$ (1860-1918): evolved large-scale hierarchical Colony landscape for groups of poor**

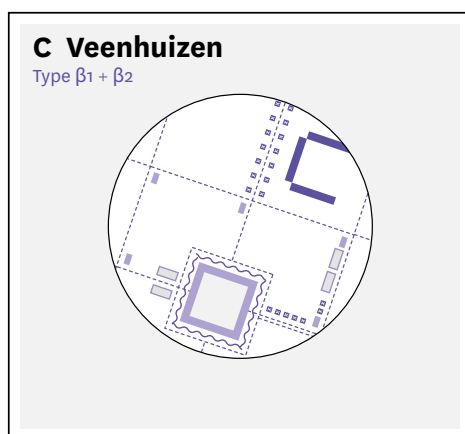
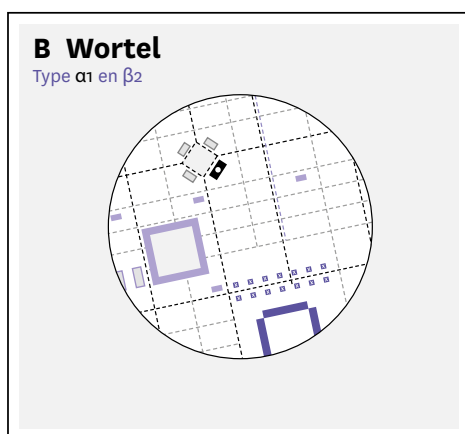
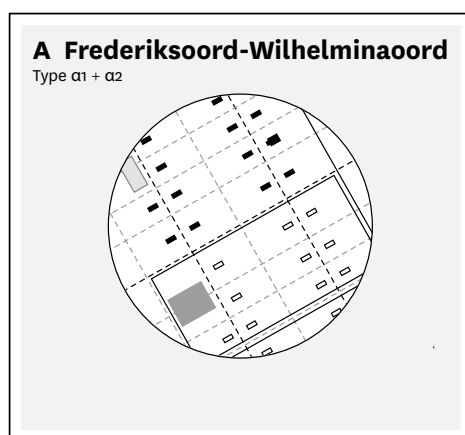
Enhanced panoptic landscape, which underlines the power of the State, by an urbanistic reorganisation of the existing Colony landscape. It strengthens the emphasis on important, symbolic axes by added plantings and placement of numerous new buildings in a coherent architectural style. Addition of large, mostly new-built, second phase institutions and extensive working facilities both in collective farms and workshops. Additional infrastructure for health care. Dispersed structured ensembles of staff houses at strategic locations within the cultivation line of the agricultural colony, varying in size, decoration and surrounding garden, according to the hierarchical status of the staff member. Cemeteries organised according to status and religion. Added elements for supervision and confinement, such as barracks.

Based on lithographs of the initial cultivation, land registry maps, representation and topographical maps a schematic visualisation of landscape layers has been made. It presents the organisational and spatial scheme as can be found in the landscape of the Colonies, covering the 'ideal' lay out of the first phase and additions made in the second phase of development. It should be noted this is an abstract model and goes without modifications made in each Colony, as a result of ownership of the land, adaptation to local geomorphology and integration of existing landscape elements.

# COLONIES OF BENEVOLENCE 1818-1918 – Schematic representation



Schematic representation per component part



## 4 DESCRIPTION OF EACH COMPONENT

This section briefly sets out the key characteristics, history, associations and qualities of the three components which together are presented for nomination.

The outline used for each component is the same:

- A map of the setting
- A map of the height model
- A brief text describing the setting of of the component part, the component part itself and its qualities, focusing on the attributes which contribute to the Outstanding Universal Value

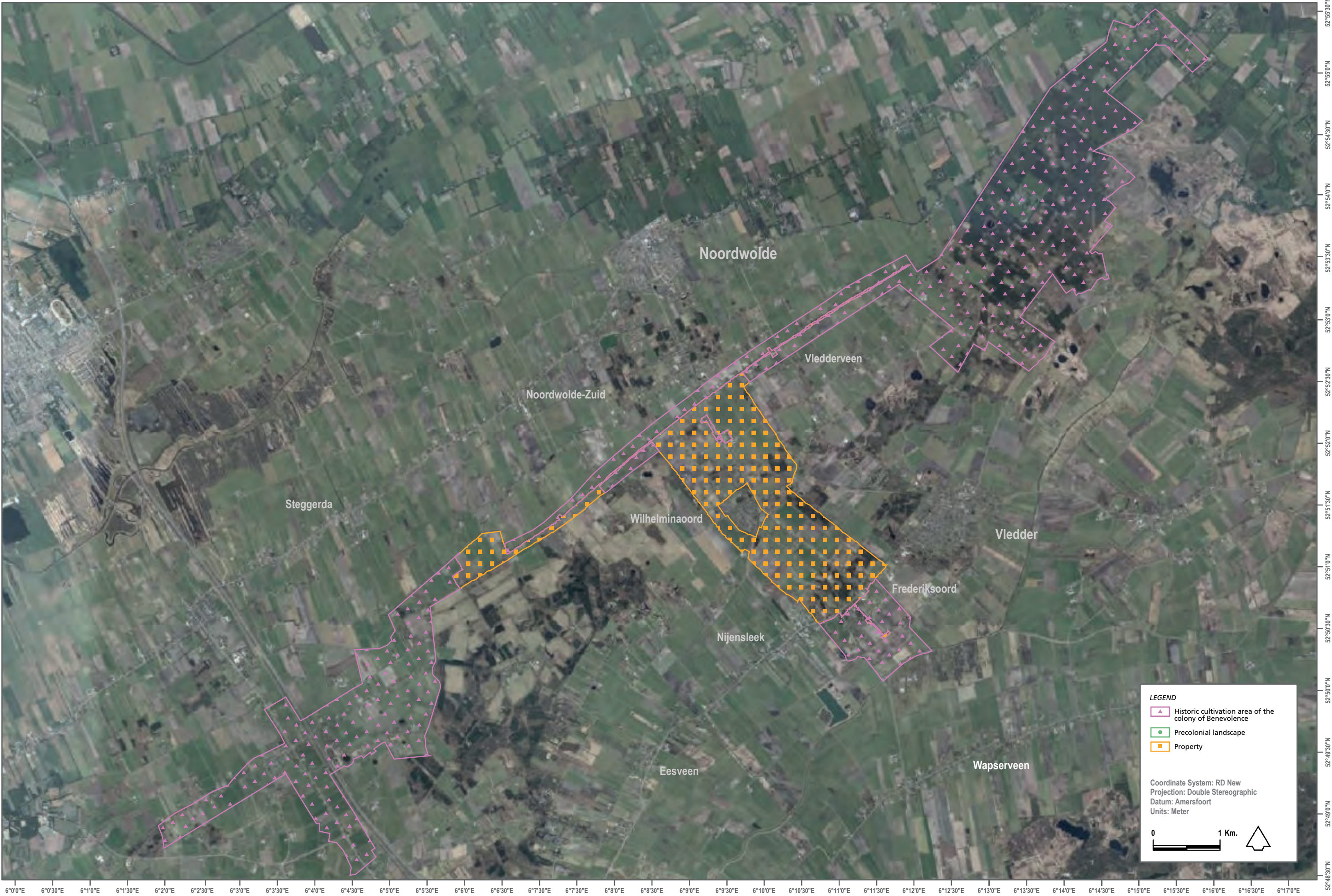
The setting includes historical landscapes which have not changed since the time of the creation of the Colonies of Benevolence as well as zones which were originally part of the historic cultivation area of the Colonies of Benevolence, but which have not been integrated in the property for reasons of integrity. However, they share some spatial characteristics and have a common history.

Frederiksoord and Wilhelminaoord (including Vierdeparten) are contiguous former Colonies, which constitute one single component. On account of their separate development, they are described in separate subdivisions, which follow the structure mentioned above.

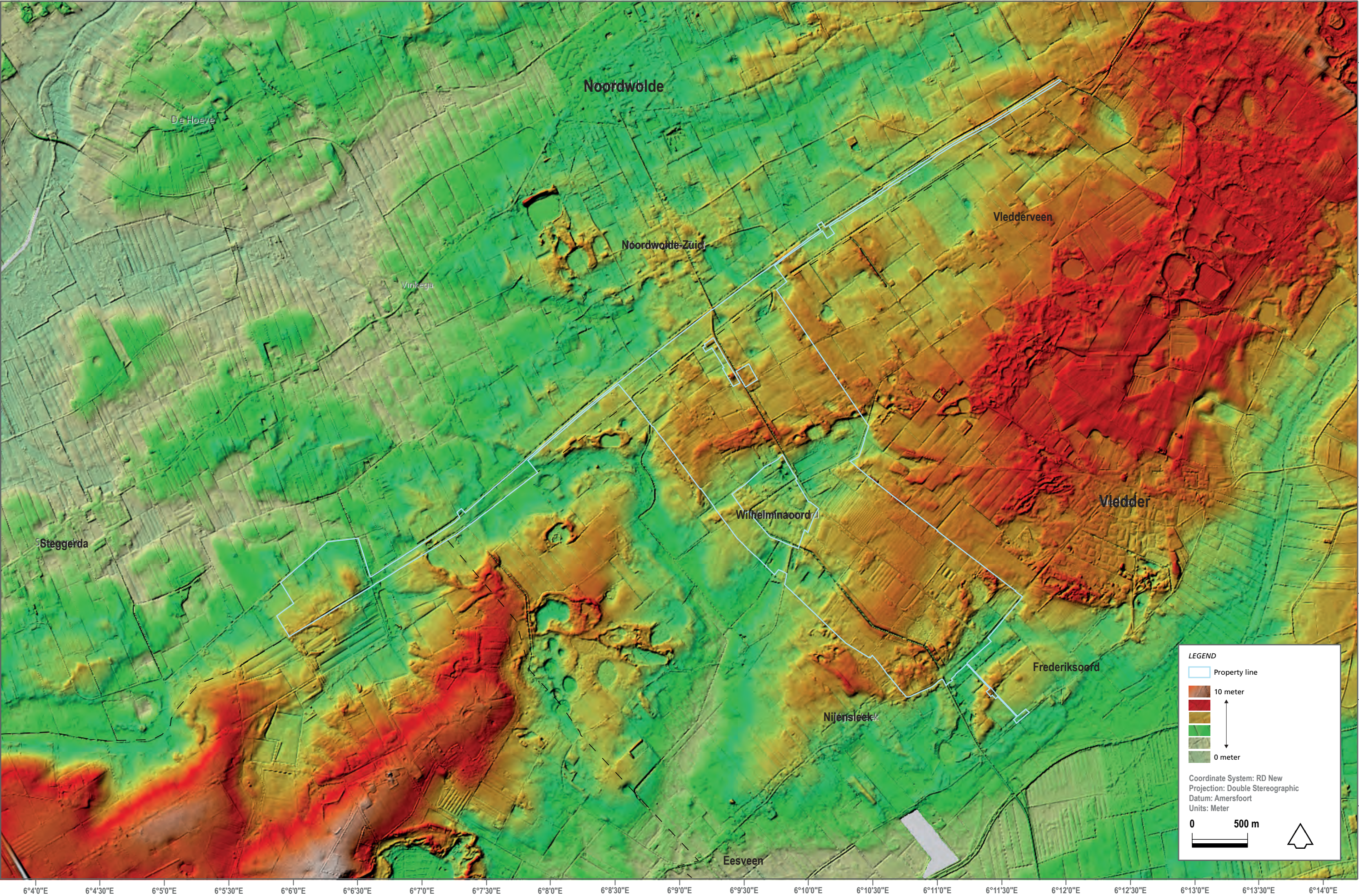
### 4.1 COMPONENT PART A: FREDERIKSOORD – WILHELMINAOORD

**The area of Frederiksoord-Wilhelminaord is characterised by a spatial structure with ribbon development typical for typology α, in an agrarian landscape with small wooded areas and modern settlements. The linear pattern of roads offers space for uniform smallholder farms, placed at regular intervals. The rectilinear structure is emphasised by the tree-lined avenues. Workshops and facilities are concentrated at several intersections. Collective farms (dating from after 1864), fit into the existing structure, and make the historical stratification easy to read.**











## SETTING

Component part A is situated in an agricultural region.

It is surrounded by zones which were originally part of the historic cultivation area of the Colonies of Benevolence, but which have not been integrated in the property for reasons of integrity. However, they share some spatial characteristics and have a common history:

- To the north, the agricultural plots adjacent to the Vierdeparten avenue
- To the west, the former free Colony of Willemsoord
- To the east, the forest area of the former Colony zone called Boschoord and Wateren
- To the south, part of the Colony of Frederiksoord, the first experimental Colony

## FREDERIKSOORD

Typology  $\alpha$  of a free agricultural home colony.  
Relict Colony landscape layers type  $\alpha^1$  and  $\alpha^2$

### Structure

In Frederiksoord, the structure of the free Colony resulted in a landscape with long, mostly parallel ribbons, a small-scale character, expanded and adjusted in accordance with the existing structure of the Westerbeeksloot estate. Within the original pattern with scattered buildings, the crossroads and cultivation axes were used for the realisation of facilities and workshops.

In the current spatial structure much of the former Colony structure remains preserved. The rectilinear road pattern, reinforced by the avenue planting consisting of a variety of trees, the axes with



→  
Aerial photograph of the  
orthogonal structure of the  
landscape in Frederiksoord  
(M.D.)

uniform small buildings at regular intervals and the small agricultural plots determine the landscape characteristics of present-day Frederiksoord.

The road structure demonstrates a clearly recognisable hierarchy, only in some places disturbed by traffic management interventions. Main roads are continuous, while cross-connections are sometimes staggered in relation to each other. The distinction between main roads and secondary roads is emphasised by the presence of paved roads and unpaved (dirt) roads, like the Hooiweg and the Oranjelaan.

The Dutch policy concerning heritage development (the so-called Belvedere Programme 1999-2009: ‘conservation through development’) includes a project for this area, i.e. the construction of new energy-efficient, sustainable Colony houses in places where the old ones have disappeared. A total of 62 such houses will be built by the Society of Benevolence, with a leasehold.

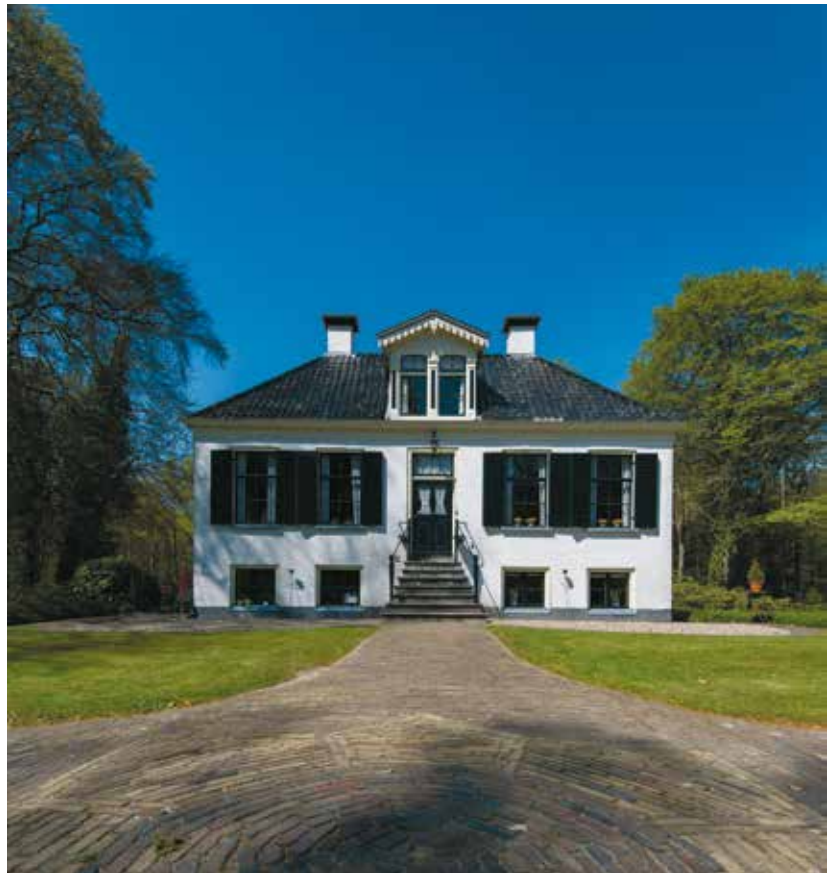
### *Representative buildings and planting*

This Colony retains about half the amount of its original Colony houses. On the Majoor van Swietenlaan and the Koningin Wilhelminalaan, small Colony houses are found which date back to the early days, but were restored and/or adapted to meet the requirements of modern comfort, as the original ones lacked running water and electricity.

The core of the Colony is Huis Westerbeek, with the surrounding grounds of the estate.

In this mansion, which served as the house of the first director, the Society of Benevolence has its offices. Its presence marks the origins of the Colonies of Benevolence and the continuity over 200 years.

In the immediate vicinity, a number of public facilities are to be found, realised either in support of the Society itself or for the education or the employment of the poor. In 1770, Hotel Frederiksoord was established as a guest house by Nicolaas van Heloma, the then owner



of the Westerbeeksloot estate. After the acquisition by the Society of Benevolence, it became the permanent meeting venue for its administrators. Next to the hotel, there is a prominent post office with an integrated house, added in the second phase.

Around 1910-1915 a large doctor's house was built, commissioned by the Society of Benevolence. The building is characteristic of the level of facilities within the Society.

On the other side of the road there are two Colony houses which served to accommodate staff (municipal controllers).

At the Koningin Wilhelminalaan, the forestry school, established in 1887, is to be found. This building is now let for residential purposes. The former institutor's house is situated opposite.

↑  
House Westerbeek (approx. 1780): former residence of Johannes van den Bosch. Currently the office of the Society of Benevolence is established here (J.v.L.)

The former carpentry shop was previously in use as a carpentry and maintenance workshop of the Society of Benevolence. Until very recently (May 2019), the building housed a museum. In future it will be given a new function.

The museum was closed and replaced by a brand-new presentation in an existing building situated just outside the property, on the grounds of the former horticultural school.

An organic food shop is located in the former steam tram depot on the Koningin Wilhelminalaan.

The farm Koning Willem III, dating from 1865, is situated on the main road from Frederiksoord to Wilhelminaoord. The farm is leased as a dairy farm and is still in operation. It is a model for the policy of upscaling applied from 1859, and was always considered exemplary for the operational management of the Society.



↗  
Farm King William III in  
Frederiksoord (A.B.)

→  
Colony house in Frederiksoord  
(K.v.W.)



## WILHELMINAOORD

Typology  $\alpha$  of a free agricultural home Colony  
Relict Colony landscape layers type  $\alpha^1$  and  $\alpha^2$ .

### Structure

The spatial structure of Wilhelminaoord consists of parallel ribbons, in part a continuation of those in Frederiksoord. Both Colonies merge via the Koningin Wilhelminalaan and the avenue parallel to it, and are also connected by the Westerbeeksloot barge canal, which was originally planned as a waterway. At the intersection with the Koningin Wilhelminalaan, the Westerbeeksloot makes a right-angle left turn, requiring the construction of a turning basin to enable transport ships (keel barges) to turn. This turning basin is still visible. The Westerbeeksloot's main function these days is irrigation; due to low water levels, it can no longer accommodate shipping. Along both avenues the same pattern of ribbon development recurs, though with slightly larger plots and, consequently, greater intervals (120 metres). Facilities, concentrated mainly on Koningin Wilhelminalaan, are complementary to those of Frederiksoord.

From 1859, as in Frederiksoord, larger collective farms – In Wilhelminaoord this is the farm princess Marianne – were introduced within the grid.

The pattern of the avenues has remained intact, with many older trees. Despite the fact that all the Colony houses on the eastern parallel avenue, the Hooiweg, disappeared mid-20th century, about 56% of the family farm buildings remain, slightly more than in Frederiksoord.

### Representative buildings and planting

Some of the facilities in Wilhelminaoord differed from those in Frederiksoord, for example the homes for the elderly Rustoord I and Rustoord II. Rustoord I contains the first government-initiated homes for the elderly in the Netherlands (1893). In 1975, the building was extensively restored and divided into four houses,

which at present are let. In 1904 Rustoord II, a larger-scale set-up, was realised. After the construction of a new home for the elderly, the building was converted into Buitencentrum Wilhelminaoord, property of the municipality of The Hague, designated for outdoor and nature education at primary schools.

The simple little brick church with rectory, on the border of Frederiksoord and Wilhelminaoord, was built in 1851 to meet the requirement of mandatory church attendance in the Colonies. Until 2009 it was in use by the Dutch Reformed church. These days it is used for festive and cultural events. Until the dissolution of the church function, the 1912 rectory adjacent to the church was the vicar's home. The planting near the small 'Koloniekerk' (church) and the rectory includes monumental beeches and common limes, which have been there from the construction in 1851.

The former school with schoolmaster's house in Wilhelminaoord, built in 1821, is a double house now. The basketry/weaving mill/forge on the Wilhelminalaan offered the required alternative employment to colonists who were unfit for hard agricultural labour. The building now offers adapted housing facilities for people with an autism spectrum disorder.

↓  
As from 1818, colonists' children over 6 years old had to attend school. School dating from 1821 in Wilhelminaoord (J.v.L.)





→  
The general cemetery in  
Wilhelminaoord (A.B.)



→  
Farm Princess Marianne in  
Wilhelminaoord (A.B.)





The general cemetery on the Oranjelaan is simple, with rectangular plots. Most of the gravestones date from the 19th and early 20th centuries. The 1819 cast-iron gravestone of Daniella Elisabeth van Oosterhoudt, mother-in-law of Johannes van den Bosch, is to be found there. At this cemetery the large trunk of a so-called Apostle tree is to be found, a multiple tree planting consisting of twelve beeches in one planting hole. The tree has been there from the beginnings of the Colony. It was destroyed by a storm in June 2019; a new one was planted recently.

Hoeve Prinses Marianne, dating from 1913, is still in operation as a farm. It replaced an earlier farm of period 2, which was destroyed by fire. Adjacent to the farm a hexagonal wooden thatched haystack is situated, built around 1865. In 2013 a cubicle barn was added to Hoeve Prinses Marianne. The barn was carefully integrated into the landscape and is exemplary for appropriate renovation in line with heritage values.

A second large farm, a so-called ‘freeholder farm’ where a promoted former colonist was in charge of running the farm business, is situated at the Van Namen van Eemneslaan and dates back to the beginning of the 20th century.

## VIERDEPARTEN

Typology  $\alpha$  of a free agricultural home Colony  
Relict Colony landscape layers type  $\alpha^1$  and  $\alpha^2$ .

The elongated shape of Vierdeparten forms a ribbon of almost ten kilometres long, consisting of the main road and a parallel channel, with family farms on either side, connecting the Colony of Wilhelminaoord (within the property) with Boschoord in the north-east and Willemsoord at the most southwestern point (outside the property). The avenue itself is positioned slightly elevated in the landscape, because it was constructed on the soil that accumulated during the excavation of the canal.



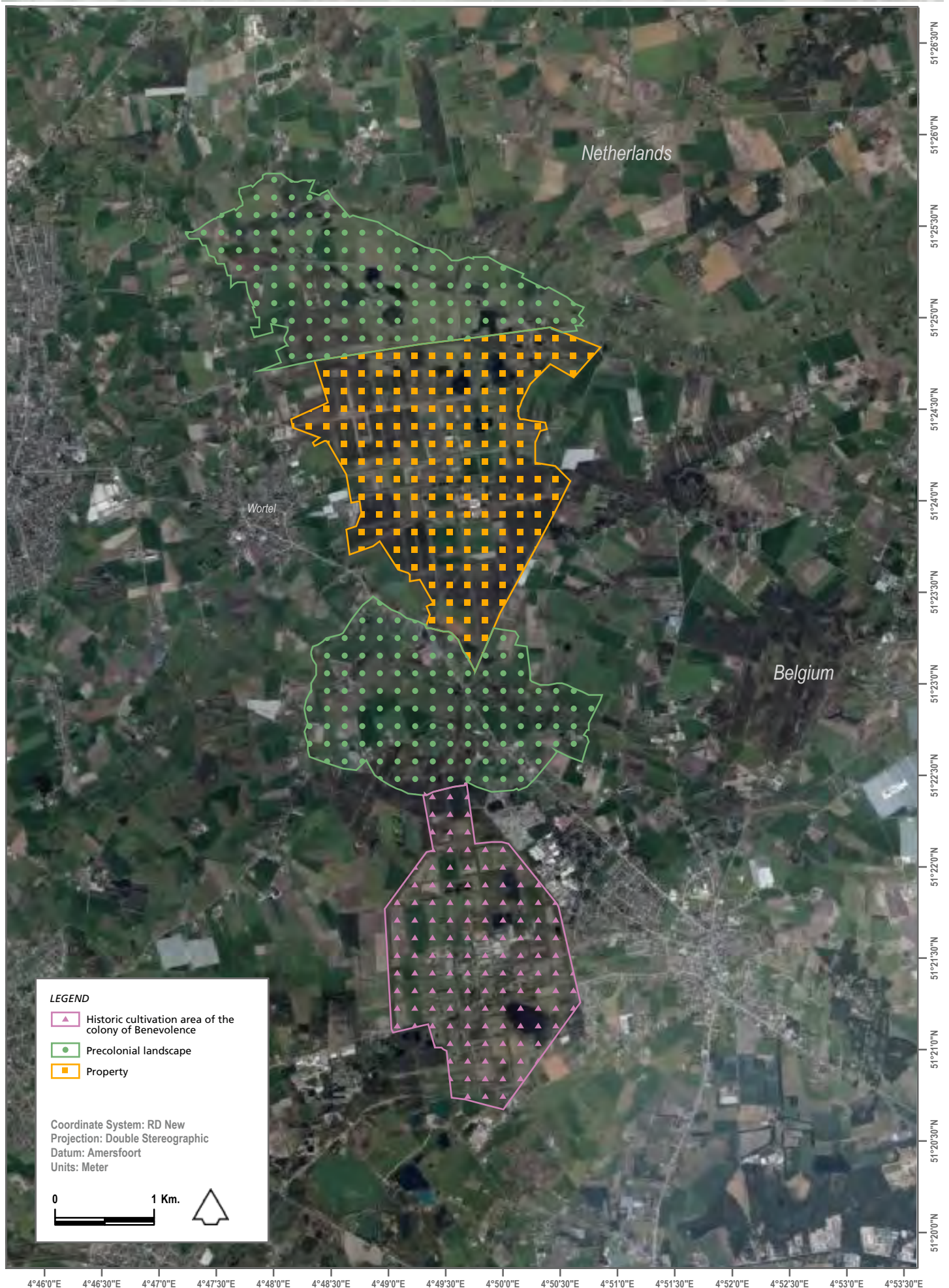
The structure of the landscape and the avenue planting still exist, but only a few Colony houses of the Society of Benevolence were preserved. In the western part near the Leemweg the schoolmaster's house is to be found. The number of family farms close to Wilhelminaoord and eastwards provides a more complete picture, and once the pattern becomes apparent, the avenue demonstrates the concept of the theoretically never-ending Colony avenue.

The avenue planting of common oaks along the avenue of Vierdeparten, which was constructed in 1820, dates from the period 1880-1900, and is a replacement of earlier planting.

↑  
Straight planted lanes in the Parten (O.)

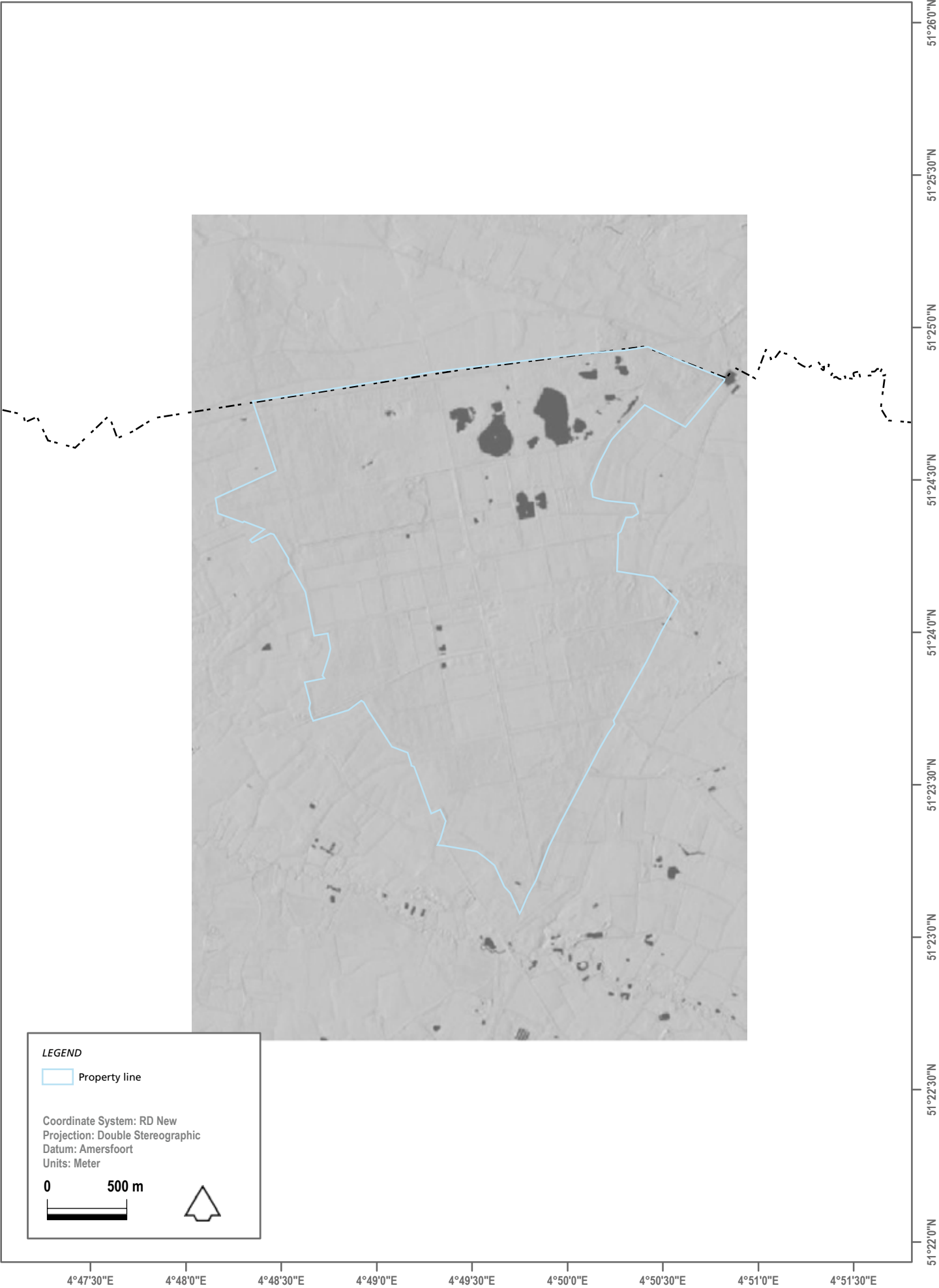
↑  
Former postoffice in Frederiksoord (J.v.L.)

**M2.3 SETTING**  
**COMPONENT PART B: WORTEL**  
 1:50.000





M2.4 HEIGHT MODEL  
COMPONENT PART B: WORTEL  
1:50.000





↓  
Vista of the alternating open and closed spaces in the landscape (J.v.L.)

↓  
Orthogonal structure with single and double row planted avenues. (W.V.)

↓  
The typical outline of the Colony landscape with straight planted avenues (S.)



## 4.2 COMPONENT PART B: WORTEL

**Wortel Colony is a rural area with agriculture and nature. The clear orthogonal structure is marked by striking avenues and centrally located buildings.**

### TPOLOGY

Typology  $\alpha$  and  $\beta$  of a hybrid Colony, an unfree Colony developed within the grid of a free Colony. Relict Colony landscape layers type  $\alpha^1$  and  $\beta^2$ .

### SETTING

Wortel Colony is in sharp contrast with the surrounding landscape as it was 200 years ago.

To the north, the Component part borders Dutch territory and the large historical landscape of the Castelreesche Heide (heathland, which existed at the founding of the Colony).

To the south, the Component part borders the natural area of the river Mark (partly Natura 2000 area) and the unfree Colony of Merksplas.

### SPATIAL PATTERN

Wortel Colony still shows the cultivation structure of the first period as an agricultural colony, with a central north-south axis that branches onto the Langenberg, and parallel transverse links with a fixed size. The set-up is similar to that of the Colony of Willemsoord (in the setting of Component part A). Within this complex of main avenues the landscape is divided into narrow uniform plots, separated by a system of ditches and paths. The plots are the remains of the farmyards from the days of the free Colony. None of the Colony houses themselves were preserved.

The early pattern of family farms disappeared during the period of abandonment, although the system of ditches and drains is still explicitly present, especially in areas that became woodlands rather than fields after 1870.



↓  
Orthogonal structure of the  
landscape (J.v.L.)

↓  
The central crossroads in Wortel  
(J.v.L.)

↓  
After 1870 the free Colony of  
Wortel developed into an unfree  
Colony with a central vagrants'  
institution (J.v.L.)

In the first period, the central facilities were situated at the central crossroads, which is shown in the Colony's original lay-out. Some of the current buildings still show a characteristic 45° positioning, but they date from the period after the transformation of the site into the State Colony of Benevolence.

The landscape contains large open plots of grasslands and farmlands, alternating with closed structures of forests and shrubbery. The majority of the forests consist of pine groves, sometimes with a gradual shift to deciduous woods. Locally there are still some heath relicts and a few fens dating back to the former fen systems. The largest fen in the north was transformed into a pond for swimming and fishing, 'het Bootjesven', with the appropriate infrastructure.

The avenues are arranged in an impressive grid-like pattern, hierarchically structured in single and double avenues (with a double row of trees) with mainly common oaks, but also northern red oak trees and beeches. The drainage and dewatering system also displays an orthogonal structure. There are bat colonies in the avenue planting.

The actual cadastral structure of the area reflects the structure of the free Colony. It has not been changed since.

## REPRESENTATIVE BUILDINGS AND PLANTING

The main building of the agricultural colony, the late 19th century former institution building with central offices, workshops and dormitories, is situated along the central axis. The building programme was in line with the adjacent Merksplas Colony (in the setting), but more simple in style. The complex is arranged around a central courtyard. Since the closure of the accommodation for beggars in 1993 as a result of the abolition of the Vagrancy Act, it has served exclusively as a penitentiary. In the course of the years most of the brick buildings were painted in white.





The farm in Wortel was partly adapted for re-use as an experience farm for children and young people (J.v.L.)



There are 18 staff houses in Wortel. As a result of long-term leases, these are now once again inhabited by families (J.v.L.)



The vagrants were buried anonymously, only accompanied by their number (J.v.L.)

As a result of war damage and fire some parts have disappeared, such as the chapel and the field hospital, and were partly replaced by new buildings. Recently a new prison complex was added to the existing structure. The whole area is enclosed by high fencing, in compliance with current safety regulations for penitentiary institutions.

Centrally located at the crossroads are the former festivity hall, popularly called 'casino', and a double employees' house. These buildings date from the phase in which the State renewed the set-up (1870). The casino was first a barracks and later a festivity hall for the employees of the Colony. In the employees' house the Widar organisation now runs a home for adults with a moderate to severe mental handicap. The residents are active on the nearby farm and in the casino, which functions as a festivity hall and a summer café.

A little bit further on the farm of the Colony from the same construction period, late 19th century, is to be found. It consists of three interconnected wings in a U-shape, with the east wing missing. Originally, the living quarters of the farm were situated at the crossroads, but after having been damaged during World War II it was rebuilt as a south wing of the existing farm complex. These are brick buildings, predominantly with gable roofs, sometimes overlapping; most of them are painted white or limed yellow.

Agricultural classes for children are organised in the farm and there is an educational nature centre run by Natuurpunt, a Flemish environmental organisation.

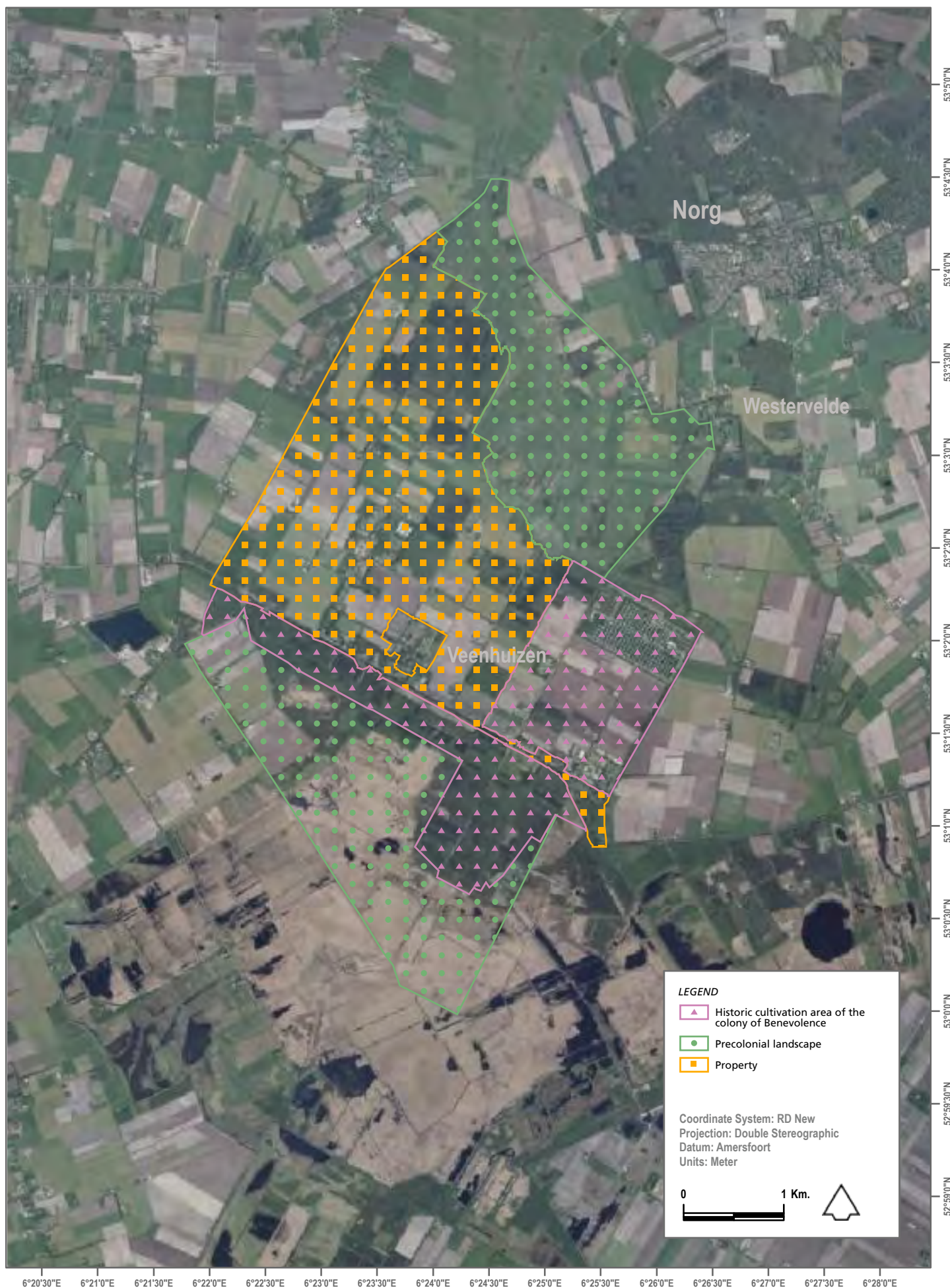
The staff houses are concentrated on either side of the north-south main axis and on the western part of a nearby east-west axis. These are double houses with a hedged utility garden, symmetrically positioned. The (larger) houses for senior personnel were scattered along the north-south main axis. The house of the head of staff remained preserved; the chaplain's house made way for a post-war replacement construction.

The simple cemetery is located on one of the northern avenues.



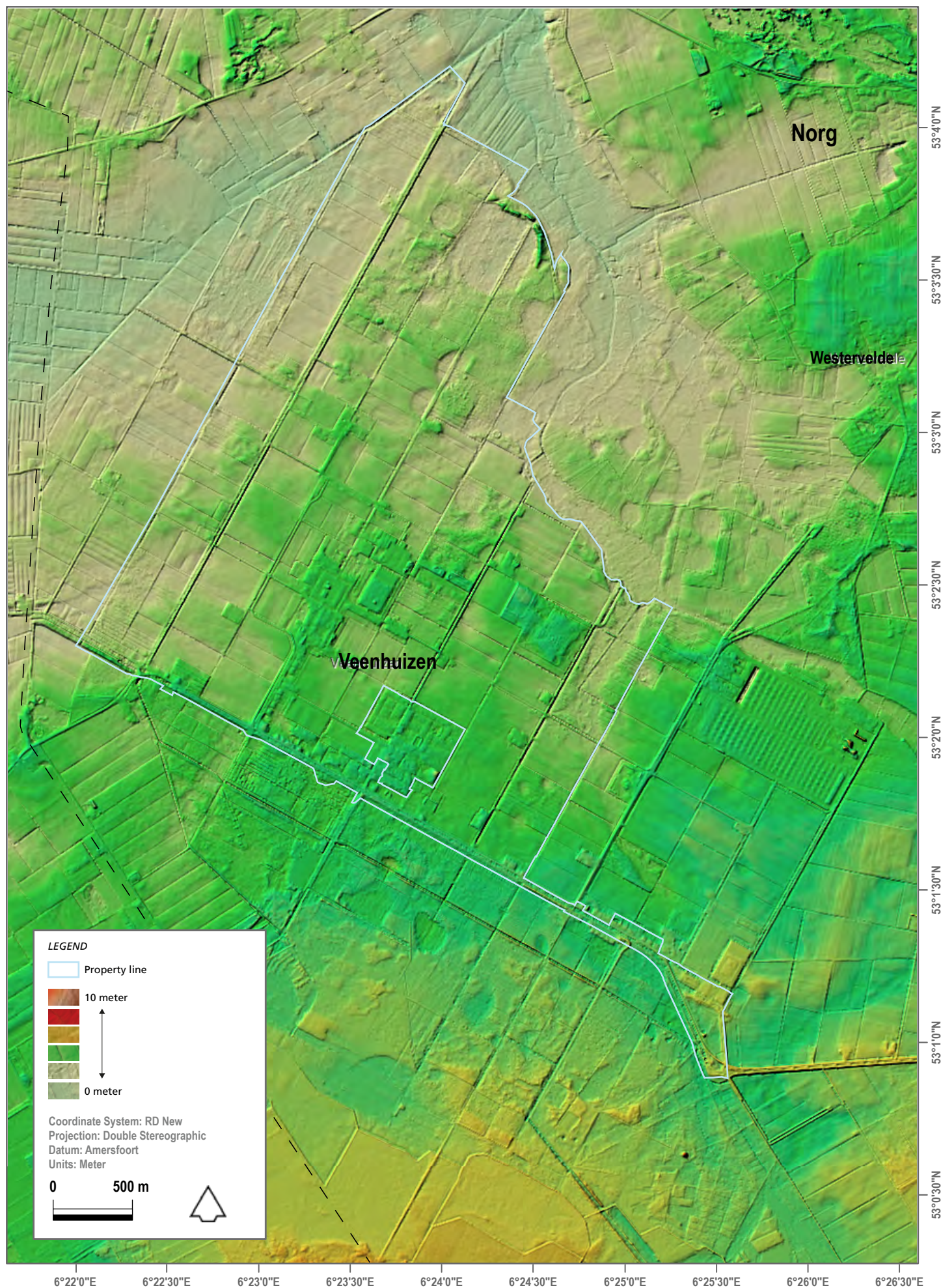
**M2.5 SETTINGS**  
**COMPONENT PART C: VEENHUIZEN**

1:50.000





**M2.6 HEIGHT MODEL**  
**COMPONENT PART C: VEENHUIZEN**  
1:50.000





### 4.3 COMPONENT PART C: VEENHUIZEN

The area of Veenhuizen is characterised by a large-scale orthogonal structure on peat soil, with a striking water structure. It is a mainly agricultural landscape with sprawled farms and concentration of buildings next to former institutions (now museum and penal institutions).

#### TPOLOGY

Typology  $\beta$  of an unfree Colony.  
Colony landscape layers type  $\beta^1$  and  $\beta^2$ .

#### SETTING

Component part C is situated in a remote area, dominated by agriculture and nature reserves.

On the south and east side, Component part C is surrounded by forest and agricultural plots which were part of the historic cultivation area of the Colony. The forest borders the National Park area of Fochteloërveen, a Natura 2000 area, where the precolonial wet heath and peatlands are being preserved. In the north, the valley of the small river Slokkert, with hayfields as part of the surrounding 'esdorpen-landscape', marks the contrast with the Colony landscape.

#### STRUCTURE

This Colony is the largest of all the Colonies of Benevolence, and initially accommodated orphans and vagrants.

Cultivation was carried out according to a rational pattern, typical for peat cultivations. The basis is formed by a straight main canal, the Kolonievvaart, with six 'wijken', smaller perpendicular



←  
The Fochteloërveen is an active raised bog. This is more or less what the landscape looked like at the location where the Colony was founded (J.v.L.)

↓  
Second Institution in Veenhuizen  
(J.v.L.)

↙  
Lock in the fifth 'wijk' (O.O.)

↘  
Construction of Lock III west of  
the sixth 'wijk' in Veenhuizen in  
1878 (R.A.)





canals, at intervals of 750 metres. Halfway that distance, parallel to the 'wijken', a polder ditch is situated. At exactly 375 metres from the outer 'wijken' the external borders of the Colony were drawn. The grid, with multiples of 375 metres, forms the basis of the land use. In conjunction with the waterways, a rectilinear road pattern was created in this way. To accommodate road and water traffic, several bridges and a number of locks were constructed, some of which have been preserved.

Within the orthogonal grid, three institutions were placed with accompanying collective farms and workshops. Central in the area, next to the entrance axis, a cluster of religious buildings dating back to the first period is to be found.

The orthogonal basic structure and the corresponding block-shaped parcelling have withstood time, and the avenue planting emphasises the spatial pattern. The major part of the avenue planting dates from the period between 1859 and 1920.

The waterways have lost their trade and traffic function. Of the six 'wijken' only the 'Sixth Wijk' still exists in its entirety, and the part of the 'Fifth Wijk' between the Kolonievvaart canal and the Second Institution, with a cross-connection to the former industrial area. The other 'wijken' were largely filled in and subsequently opened up again. Only the 'Second Wijk' was virtually completely filled in.

In the second period, subsequent developments conformed to this set-up and enhanced it. Additional ancillary buildings have been added onto the grid. The contiguous buildings embody the principle of a panoptic landscape: the imposition of a network of authority and power structures in accordance with a closed norms system. Father and son J.F. and W.C. Metzelaar made clever use of the existing structure, and W.C. Metzelaar considerably expanded the clustering of functions around the institutions and the Reformed church. He also used the positioning of staff housing to reinforce the rectilinear axes.



← Aerial photograph of the orthogonal structure of the landscape with the Second Institution, Esserheem and the hospital complex (M.D.)

The central part of the territory is still characterised by agricultural land use, mainly pastures for cows and horses and fodder crops. The high degree of openness is occasionally interrupted by avenue planting and forest plots. The latter are located mainly at the northern and southern edges of the area (south of the canal), where they create a transition to the nature reserves of the valley of De Slokkert and the raised bog of Fochteloërveen. There are a few timber production forests.

## REPRESENTATIVE BUILDINGS AND PLANTING

Of the 24 institution farms about 11 are left, almost all of them built after 1890 as replacements of earlier farms. Farm 'De Jachtweide' dates back to before 1822 and was incorporated in the initial structure.

The centrally located Second Institution is the only remaining example of the institutions as they were initially built by the Society of Benevolence. Since 2005 it houses a museum. The enormous square-shaped building (145 × 145 metres) from 1823 is a single-storey building with a double gable roof surrounded by its original moat. The east side of the rectangle has been demolished. The characteristic construction features an inner and an outer shell, separated by an



Former Jewish synagogue (G.N.)



Dutch Reformed church dating from 1825 (O.)



intermediate wall. In the outer shell, 102 one-room residences were provided for workers' families. The inner shell, facing the large courtyard, provided space for twelve children's rooms. There were entrances at two sides, with space on either side for supervising officials. The building still has its original clock and bell, which were central elements in the day-to-day scheme. Located adjacent to the east side is the institution building added in 1895-1899, now Esserheem prison, with new extensions at the rear.

South of the institution, early central facilities are situated along the main canal (Kolonievaart): the octagonal Dutch Reformed church dating from 1825, the large Roman Catholic church (1893) and the synagogue (1839). The interior and exterior of the Dutch Reformed church are untouched. In 1894 the synagogue was converted into an office, although the main design of its exterior has been preserved.

In the same zone, different clusters of ancillary buildings testify to the enhancement of the Colony in the second period. South of the institution an important workshop cluster is situated, with a slaughterhouse (now a tourist office), the sawmill, a wood workshop with woodsheds and the former power station – fuelled by turf – with its historical machinery. The latter was fully restored to its original condition. A modern fire station has been added, carefully placed within the grid.

On the north side of the rectangle of the former Second Institution, after the 'wijk' had been filled in, a wide avenue arose lined with high trees and houses designed by architect W.C. Metzelaar. These include the former homes of the pharmacist and the doctor of the hospital situated behind. The houses and the hospital now accommodate hotel Bitter en Zoet. The former quarantine building has become a hernia clinic. The ice dome has also been preserved.

Next to these, there are different series of staff houses and a military barracks.





← Former staff houses of the doctor ('Toewijding') and the pharmacist ('Bitter en Zoet') (K.v.W.)

↓ All the buildings in the Maallust complex originally had a function in the processing of agricultural products. Currently brewery 'Maallust' is established in this former grain mill (J.v.L.)

Alongside the wijk to the Kolonievart, the former school, different staff houses, a farm and the former hotel are to be found.

Next to the Kolonievart, a conglomerate of production buildings is to be found, including the grain mill Maallust, which now accommodates a microbrewery. The grain silo contains a climbing tower, and in 2010 the historic dairy factory became a cheese dairy. A special grain drying facility, unique in its kind, is situated around the partly preserved grain mill. The building has been placed on supports to protect the grain from wet soil.

Alongside the Kolonievart and the main access road to the Colony, more series of staff houses are to be found, together with the director's house, a winged pavilion with a coach house. It was erected in 1859 to mark the takeover of the Colony by the State. In the garden a red beech was planted, and at the other side of the canal are the remains of a garden (so-called overtuinen), arranged to offer a vista from the house.

Near the remains of the former Third Institution, demolished in 1925, a small and somewhat remote group of houses and farms is located around the former cotton mill Het Stoom, dating from 1839. This was the first steam-powered factory in Drenthe,



currently a house and B & B. Located nearby are also the cotton mill director's house and the farm Stoomhoeve. The farm 'De Jachtweide' from 1723 is also to be found here. This is the last remnant of the former hamlet of Veenhuizen. It was given the function of first farm of the Third Institution. In the landscape, the outlines of the previous institution can be seen, marked by flowers.

In the cluster around the First Institution, there are no buildings left from the first phase. In 2005 the workhouse (dating back to 1885-1889) was converted into a cluster of offices for the Department of Justice. Apart from a few blocks of staff houses by architect

↓  
In the summer the contours of the former Third Institution in Veenhuizen can be once again perceived through the sowing of flowers (M.D.)

↓  
Cotton mill near the former Third Institution (J.v.L.)

↓  
The cemetery in Veenhuizen is also known as 'The Fourth Institution' (J.v.L.)



Willem C. Metzelaar, few other functions are represented here. There is a row of houses along the canal with a (former) school building.

The Sterrebos, a wooded area with a star-shaped pattern of paths, dates from the time of increased afforestation owing to a shortage of manpower for agriculture. Located nearby is the general cemetery – also known under the illustrious name of “The Fourth Institution” – with different sections for colonists, employees and prisoners. Until 1875, colonists were buried anonymously. Between 1823 and 1875 alone, more than 11,000 people were buried here. Protestants and Catholics were buried separately. A bit further north the remnants of the Jewish cemetery are to be found, with one remaining gravestone. Also worth mentioning are the graves of Belgian war refugees (1914-1918).

## 2.b

# HISTORY AND DEVELOPMENT

### I CONTEXT

#### STRIKING POVERTY

The era was marked by striking poverty all over Europe. Of course, the shift in dominance in trade after the English-Dutch and the Napoleonic wars, and the very high war debts, had a huge impact on the economy in the Netherlands.

In 1798 the Dutch East India Company was dissolved, and colonial territories and access to the Baltic Sea, the main supply route for grain, were lost due to the introduction of Napoleon's Continental System in 1806. As a result, domestic and foreign trade came to a virtual standstill. This also caused the Netherlands to lose its privileged position as a central point in the world grain trade, which had an immediate impact on grain prices in the country itself. The price increase could not be offset by a rapid conversion of native production, as Dutch agriculture had gradually been specialising in dairy produce and steer fattening, precisely because the farmers could not compete against the cheap imported grain.



←  
'Oude bedelaar, de arme gryzaart' (Old beggar, the poor greybeard), Noach van der Meer, 1777 (R.A.)



But the underlying mechanisms of social transformation that were responsible for the rapidly increasing impoverishment from the second half of the 18th century onwards were pan-European – not only related to a post-war situation. Agricultural progress and farm consolidation (upsizing), coupled with mercantile capitalism, drove small landowners and smallholders to move from the countryside and make the shift from subsistence agriculture to wage labour.

The enormous population growth created additional pressure on food prices in the face of stagnating wages, and hence also on existing welfare systems. The Industrial Revolution, which had already started at that time – particularly in the UK and the Southern Netherlands – initially provided additional employment for the impoverished masses, but at the same time destroyed existing rural systems of agriculture combined with cottage industries (such as textiles).



→

Beggar is given a handout by a lady, Pieter Bartholomeuz Barbiers, early 19th century (R.A.)

Finally, the utter impoverishment of the lower classes can be deduced from the growing size and intensity of migration movements. Leaving one's birthplace in the hope of finding means of subsistence elsewhere was by no means a new phenomenon in European history. Since the late Middle Ages, the number of needy people looking for work had increased steadily. In the course of the 18th century, however, physical mobility became the fate of large masses whose last resources had been exhausted. Migration could take three different forms: mere seasonal movement, with the pauper leaving home only for a few months a year; temporary displacement, meaning that he left for several years, after which he returned to his home parish; permanent emigration, usually from the countryside to the city, but also to foreign countries and even to different continents.

In addition to this widespread poverty, even more pressure was put on the system in 1816, when Europe experienced the worst famine of the 19th century.

The year 1816 came to be known as the "year without summer", caused by the largest volcanic eruption in history, of Mount Tambora in Indonesia, in 1815. Ash in the atmosphere caused drops in global temperatures and worldwide crop failures. The available food became unaffordable, as crops were decimated.



## THE ENLIGHTENMENT – KEY IDEAS

As a cultural and philosophical movement in Europe, the Enlightenment more or less coincided with the 18th century. It emerged in response to dogmatic belief in authority, and advocated the use of reason based on fact-finding exercises. Therefore, the Enlightenment also represented the promotion of science and intellectual exchange. Progress through scientific understanding of nature and technology was a widespread objective.

Before the Enlightenment, it was assumed that man automatically tended towards evil and depended on God and the crown. Enlightened thinkers, however, saw man as inherently good, autonomous and independent. Usefulness, the dignity of man and his pursuit of happiness in this life (not in the hereafter) formed the basic principle of ethics. The thinkers sought a rational and universal morality which could be applied to the actions of all people on earth and independent of religion.

The belief in the malleability of man was an anchor point for the establishment of the Colonies of Benevolence. The Colonies experiment is based on the idea that every human can change, provided he receives proper training and guidance.

But above all, the Colonies of Benevolence were in line with the dominant 19th century liberal vision, whereby every citizen was supposed to be able to take care of himself.

The concept was legitimised on the basis of that ideal, and aimed to launch a civilisation offensive, based on the underlying moral conviction that it was desirable to make poor people and unfertile land productive, and to implicate them in a modern society.<sup>1</sup>

This fitted in perfectly with the words of John Locke in the 17th century.

*“God gave the World to Men in Common...  
but it cannot be supposed he meant it should  
always remain common and uncultivated.  
He gave it to the use of the Industrious and  
Rational and Labour was to be his Title to it”*

There is an unmistakable resemblance to the legitimisation also applied to overseas colonisation – both financial (the transformation of natural landscape and the introduction into a capitalist production system) and ethical (the ‘civilising’ – converting into citizens who fit within a modern society).<sup>2</sup>

The Colonies of Benevolence indisputably fit in with the optimism of progress and the development perspective, which at the beginning of the 19th century was considered to be ‘progressive’. Along these lines they continued to build on the ideas of Locke and Smith and other Enlightened thinkers.

## EXISTING SCHEMES FOR POVERTY REDUCTION

Despite the progressive ideas of the Enlightenment, models for poverty relief in the 18th and 19th centuries were mostly continuations of the ideas which Juan Luis Vives had disseminated as early as 1526: decent poor should be taken care of, 'idle' poor should be put to work. Poverty relief of that era reflected this theoretical opinion. In reality, the method was essentially to deter and consequently prevent too many people asking for assistance. In fact, during these eras poverty relief remained an important control strategy for the elites. Providing poverty relief was not just a way of coping with a social problem, but also a way of controlling risks to labour supply and of preserving the peace in society.

Phenomena directly related to poverty, such as begging and vagrancy, were largely criminalised throughout the western world. By the end of the 18th century, large countries such as France, the UK and Prussia had legal frameworks in place prohibiting begging and vagrancy and imposing the employment of 'idle poor'.

During the second half of the 18th century, urban disciplinary institutions, hôpitaux généraux, workhouses, were created across Europe. They were in part houses of correction, in part places of centralised craft production with the aim of separating criminalised groups from society, while disciplining them through strict precepts of work and morality.

However, no national poverty relief systems were put in place: relief was still organised and financed locally, by a wide range of different organisations such as traditional religious charities, but also by municipalities.

The policy on poverty only fundamentally changed under pressure from circumstances, especially when ideas could be translated into economic or political terms, i.e. whenever the existing trinity of charity-control-labour regulation coincided with the real

or perceived interests of employers and authorities. As for private charity, the elite's mercy was limited almost exclusively to the 'decent poor': children, the elderly, the sick and the handicapped. They rarely recognised the misery of wage earners, or attributed it to laziness and other personal shortcomings.

In this sense it is not surprising that the Colonies of Benevolence originated in the Northern Netherlands at precisely that moment – the increase in the number of poor people was so enormous and the public authorities were so burdened with war debts that the problem threatened to disrupt society.

## England

At the time, England was the region with the most extensive poverty regulations, which had been enshrined in law for centuries in the so-called Poor Laws. It was a generic arrangement, financed by local taxes and implemented locally in parishes. An important fact was that since the end of the 17th century, poverty reduction was coupled with a person's place of origin through the 'Act of settlement and removal'. This place of origin was required to take charge of the poor person in case of emergency. It was legislation that was tailored to the needs of large landowners, and it prevented labour migration to a large extent. Parishes often provided assistance at home or had a workhouse, but the latter was not a legal obligation. At the time of the establishment of the Colonies of Benevolence, the discussion on the amendment of the Poor Law had been in progress for some time, under pressure from the interests of industrial entrepreneurs looking for workers.

In England, too, the number of people depending on assistance had risen sharply and there was a desire to reduce its cost. Large-scale labour mobility was even considered necessary, as spending on poverty alleviation reached unprecedented levels in many parishes, while several industrial centres suffered from a shortage of workers.

The new law that finally came into being in 1834, the New Poor Law, largely abolished the Act of Settlement, forced parishes to work together in a union (to be less local), and introduced the workhouse as the only possible form of poverty reduction. The underlying motivation was that assistance should be 'less eligible': it should not be more attractive to enjoy assistance than to work – so that a minimal number of poor people would actually opt for assistance. Labour in the workhouses also had to be monotonous and extremely unattractive. Workhouses were to be a deterrent; the regime was deliberately harsh.

## France

Until the Revolution, social policy in 18th century France was characterised by decentralisation, discontinuity and extreme diversity. Private foundations and voluntary alms were the cornerstones of the support system. Although the State tried to intervene by issuing numerous regulations ordering the imprisonment of beggars, the employment of able-bodied poor and the punishment of recidivists, successive governments failed to have these measures implemented by all the local authorities.

The French Revolution changed this by introducing national rules on poverty alleviation that were binding and for which funds were included in the State budget. Nationalisation and the sale of goods from charitable institutions and monastic orders were to secure these principles.

At the time of the foundation of the Colonies of Benevolence, the innovative regulations introduced by the French Revolution regarding poverty alleviation had long since been reversed. In 1796, public support was again provided only locally, through the municipality, and the rights of the poor were thoroughly restricted.

In 1818, when the Colonies of Benevolence were founded, the basic reference framework for poor relief consisted of:

- Outdoor relief, which referred to assistance (in cash, in kind or medical care) provided outside an institution – e.g. in the homes of the poor. The first 'patronage' organisations, i.e. guidance provided to the poor by socially committed citizens, existed in Hamburg and also in Glasgow (Thomas Chalmers, as of 1815);
- Indoor relief, which was assistance given inside an institution such as a workhouse or a poorhouse. Basic schemes were:

Poorhouses (*hospitaux généraux*) for the infirm. These were basically small or large houses or institutions providing lodging, food and care for the impotent poor;

Almshouses (*maisons-dieu*) for the elderly. These refer to a series of small individual houses at the disposal of the elderly poor. As a system, these date back to the Middle Ages;

Workhouses (*dépôts de mendicité*) for the idle poor. These were closed institutions where able-bodied poor were given assistance and put to work. The focus was mainly on trades or industrial work.



## TRADITION OF CREATING NEW LANDSCAPES

North-western Europe is renowned for its long-standing tradition of land reclamation and cultivation. From prehistoric times, many forest and salt marsh landscapes were cultivated. During the Middle Ages, that process was continued through the reclamation and clearance of the bogs in the Central Netherlands and the monastery cultivations in Flanders and France. In the last five centuries, too, numerous lakes were drained, heathlands ploughed and sand drifts 'tamed'. In the 17th century this led to man-made cultural highlights such as De Beemster polder in the Netherlands (now a World Heritage site) and, a century later, to the agricultural abundance in the Waasland polder area ('the garden of Flanders'). At the basis of all these makeable landscapes were new techniques and innovative partnerships. 'Unproductive wilderness' was transformed into prosperous lands. The early 19th century Colony landscapes are an integral and valued part of this impressive series.

In the second half of the 18th century, a movement existed in Europe which claimed that agriculture was the only source of wealth propagation: the so-called physiocracy. The economic policy of Napoleon seemed to confirm that assumption. Investments in industry (rather than in agriculture) provided the workers with added purchasing power, but did not solve food shortages. To deal with that problem the expansion of agricultural production was required. In the Southern Netherlands the governess, Empress Maria Theresa, had in 1772 issued an ordinance obliging the municipalities to either cultivate rough ground or sell it for the purpose of cultivation. At the beginning of the 19th century, the Napoleonic regime stimulated the large-scale cultivation of dunes, heathlands, peat bogs and other rough ground in the Netherlands. At that time, reclamation of land deemed unfit for agriculture was a hot topic amongst investors and civilians.<sup>3</sup>

In 1809 and 1810, the ruling King Louis Napoleon by Royal Decree established committees to distribute the heaths and peatlands in border areas that had been in common use until then, and turn them into fertile farmland. However, little support was found among the population, and the mixed agricultural practice proved too dependent on the common rough ground.

The idea of the Society of Benevolence to stimulate agricultural production by drawing on the poor urban proletariat to cultivate the heaths, fitted in nicely with the physiocratic logic. Moreover, at the time of the foundation of the Society there was a large demand for farmland in Europe. The memory of Europe's dependence on grain imports from the Baltic States during the period of the Continental System (1806-1814) was still vivid. The assumption was that from then on Europeans would have to rely on domestically produced food supplies instead of imports.

## COLONISATION

The idea of domestic colonisation, as developed by the Society of Benevolence, reflects the long European tradition of colonising areas – within Europe itself and overseas – and the practice of establishing settlements and making land productive through labour and slave labour. Colonisation is of all times and places. At the height of the Hellenistic civilisation, the Greeks colonised large parts of Southern Italy and Asia Minor, the Romans established settlements to the furthest corners of their empire, and from Scandinavia Vikings set up settlements from Iceland to Russia. In the Netherlands, too, from prehistoric times onwards, empty areas were cultivated and colonised.

A different form of colonisation was introduced around 1500, when new shipping routes from Europe to Africa, India and the Americas were being discovered. This led to new settlements established by countries like Spain, Portugal, France, England and the Netherlands. The Republic of the United Netherlands had ample experience in that field.

Through the trading enterprises of the Dutch East India Company (VOC, 1602-1798) and the Dutch West India Company (WIC, 1623-1674), the Republic controlled parts of Asia, Africa, South America and North America. After the French period (1795-1813), only the Dutch East Indies, Suriname and the Dutch Antilles remained, but the colonisation practices continued within those territories..

### CAREFUL DESIGN AND PLANNING OF LANDSCAPES, STANDARDISATION

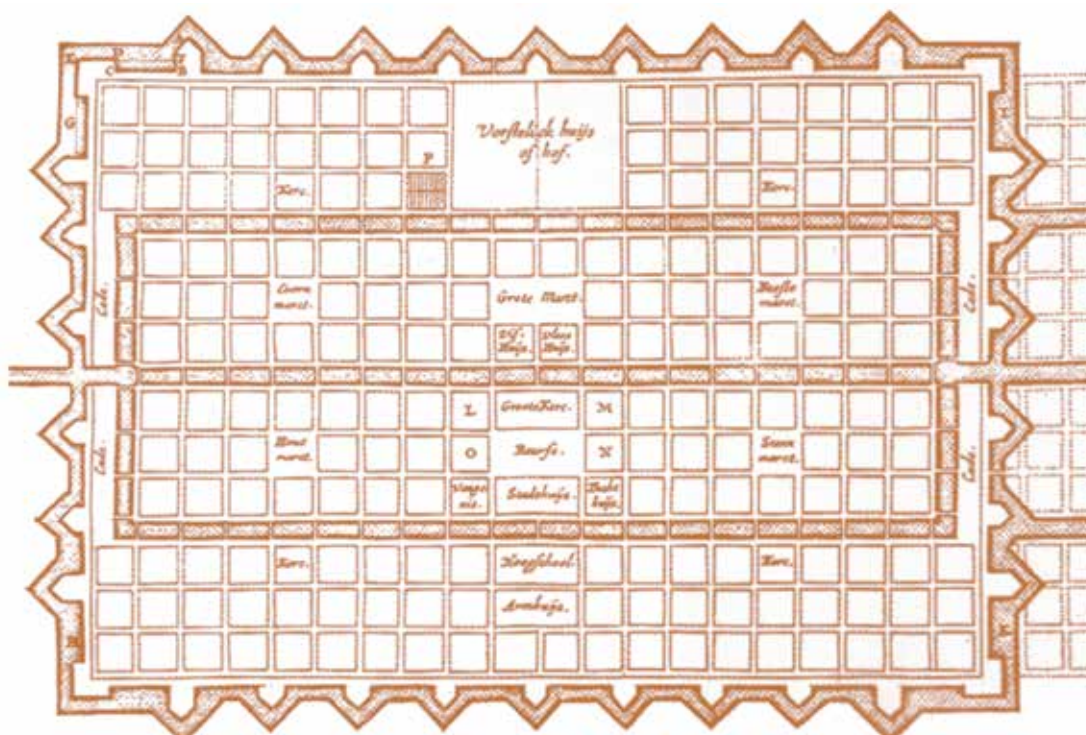
At the beginning of the 19th century, many engineers designed public works, buildings and even urban development plans. (Military) engineers at that time, such as Johannes van den Bosch, the initiator of the Colonies of Benevolence, had been educated in classical design theories and the architecture of Vitruvius,

Palladio and Scamozzi. They were familiar with the ideas of the *città ideale*, checkerboard patterns, the ideal square, the use of vistas.

In the Netherlands, the ideas of Flemish engineer Simon Stevin on settlements had played a significant role, in particular his 'Ideal Plan for a City', published in 1649.

Form follows function was a basic principles in land reclamation since the middle ages, resulting in straight lines and standard plots. The Colonies can be seen in lighth of this tradition of landscape planning in the Netherlands, supplemented by contemporary ideas on creating new settlements.

From the 17th century onwards, designed landscapes had become popular, also for agricultural land with settlements for the new agricultural community. De Beemster polder is an exceptional example.



← Simon Stevin the Ideal City

With its rational geometric layout it was designed as an architectural landscape.

Claude Nicolas Ledoux had already become famous all over Europe with his *Les Salines Royales* and ideas for an ideal city in Chaux (mid 1770's – 1804). Furthermore, Jeremy Bentham had published his ideas on panoptic environments.

Classical layout principles were also applied in overseas colonies, often with scant regard for topography. As a generality, wherever new settlements were to be established, their layouts were given

careful thought and were rationally considered in relation to the aims of the new settlement.

Within the different spheres of influence, practices and experiences were exchanged through models and sketches of real and imaginary plantations. In a British context, “the Grand Modell” of Lord Shaftesbury has been very influential.<sup>4</sup> But although there was some common practice, no model book of physical planning standards existed, as the differing sizes of streets, squares and plots in the various colonies attest.

The most common typical physical form of the colonial planned settlement resulted in a rectilinear or gridiron layout of wide streets, embodying classical ideals of symmetry, order and proportion.<sup>5</sup> This has been called ‘the ultimate symbol of the imposition of human order on the wilderness’.

Even if Johannes van den Bosch was aware of international literature on colonisation and historical examples of overseas colonies of the Portuguese, the Spanish and the British, the references he knew best came from the Dutch experience and his personal working experience. He was familiar with the way the East and West Indian Companies had translated the ideas of Simon Stevin into the settlements they had arranged overseas. He had studied the colonial areas and had written a book on the Dutch Colonial properties,<sup>5</sup> had stayed in several colonies and had owned a plantation.

Simon Stevin was the founding father of a city design that was a combination of an orthogonal street pattern, stemming from Renaissance ideas of ideal town plans, and Dutch engineering and fortification works. This combination resulted in a unique way of city planning and building, making extensive use of civil engineering works.<sup>6</sup>

In his Ideal Scheme for a City, Simon Stevin reveals a set of structuring principles to guide the foundation and development processes of settlements. In the scheme different perspectives come together:

↓  
General Johannes van den Bosch, Cornelis Kruseman, 1829 (R.A.)

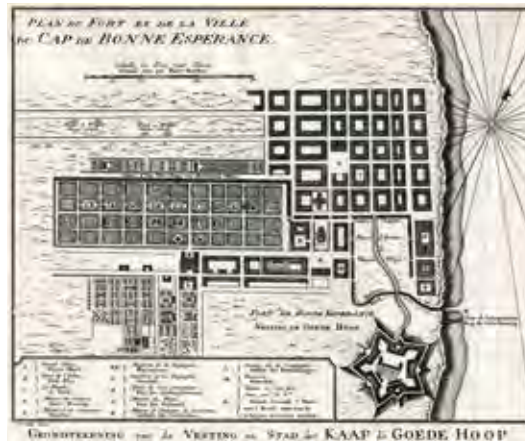




- A well-balanced, neat and organised ground pattern with proportional relations between street width or canal width and building blocks (2D)
- A functional space with three-dimensional buildings, using a fixed system of measurement in respect of façades, building height and style. All the important functions in their mutual relationships are positioned at the optimal location within the ground plan (3D)
- In the third and final layer the process becomes apparent. The scheme was perfectly suitable for rapid colonisation of an area, for the organisation of newly occupied land, and for the optimisation of the functional aspects of the settlement in a given time. The orthogonal pattern is extendable on all sides and offers opportunities for the standardisation of building types, because of the fixed sizes of the building blocks. This final layer adds a fourth dimension to the scheme and positions it as a planning and building process in time (4D)

The overseas application of Stevin's scheme consisted not so much of formalistic dictates concerning form and architectural expression, but rather of a flexible framework in which to organise the functions, public buildings and spaces of the settlement. In Dutch thinking, functionality often dominates aesthetics.<sup>7</sup>

Johannes van den Bosch had lived in Batavia (now Jakarta), written about Paramaribo and his wife had been born in Cape Town – all of these places he must certainly have known, with a ground plan in line with Simon Stevin's scheme.



↖  
Map of Cape Town  
Jacques Nicolas 1763

←  
Map of Batavia (actual Jakarta)  
Arnoldus Montanus 1669

↙  
Map of Paramaribo  
Bellin 1764



## 2 GENESIS OF THE SOCIETY OF BENEVOLENCE

### DIRECT SOURCES OF INSPIRATION FOR THE CONCEPT

Johannes van den Bosch himself indicated that he had brought together ideas that others had suggested before, and that he had incorporated those in a plan that could effectively be implemented.<sup>8</sup> These ideas were based mainly on insights from economists and agronomists.

*Van den Bosch's interest in poverty relief is associated with his serious study of economics upon his initial return to the Netherlands. He was well-read in the classical literature on political economy, including the works of Adam **Smith**, J. B. **Say**, and the Dutch economist G. K. **van Hogendorp**.*

*While his original interest in this study may have been aroused by his Javanese entrepreneurial experiment, his attention rapidly shifted to the administratively derived literature on poverty, due to a widespread subsistence crisis in the Netherlands in 1816/1817, resulting from a volcanic eruption in Java and intensified rampant poverty after the Napoleonic wars.*

*This poverty worried Van den Bosch, a senior military officer for whom the convulsions of the French Revolution served as a vivid example of what such an economic crisis might induce. Van den Bosch turned to political economy for solutions, but found that Adam Smith's discourse on *The Wealth of Nations* failed to address this administrative problem. **Ricardo** and other classical authors in the field dismissed poor laws as indefensible constraints on the market, and hence provided no solutions for managing the poor (...) Key theorists of the time on the subject of*

*what is now contrastively called social economy included **Malthus** and the French economist **Sismondi**.*

*Thus, Van den Bosch was not an anti-liberal, but was concerned about a governmental problem which could not be solved within the existing economic "laissez-faire" discourses.<sup>9</sup>*

In his Discourse, Johannes van den Bosch refers to international sources of inspiration, such as the German agronomist A. **Thaer**, *A treatise on indigence* by **Colquhoun**, **Lawaetz**.<sup>10</sup>

As his most important source he mentions the work of Jacob Carel Willem Le Jeun, a Dutch historian, linguist and polyglot, and at that time also an official at the Dutch Ministry of the Interior.<sup>11</sup>

*Indeed, frequently I have only relied on Mr. Le Jeune, whose recently published and favourably reviewed work entitled: *Historical inquiries into the circumstances of the poor and the practice of begging*, not only provides most of the facts which I required to support my Ideas, but also the names of most of the Writers who in a deliberate manner have dealt with related issues, and to whom one can refer, if required, for further clarification of one's ideas.<sup>12</sup>*

Through his Historical Inquiries, a much wider network of international thinkers who influenced the establishment of the concept of the Colonies of Benevolence comes into view. In the annexes, Le Jeune translates and quotes works considered important by him, which provide new insights in poverty solutions. In appendix C, for example, he provides an extensive list of literature with Dutch and international works on poverty reduction, while in appendix E he explains how the ideas of Malthus complement and correct the thoughts of Smith and Say. In appendix F he addresses suggestions by **Keuchenius** – apart from this an unknown Dutch author – about the establishment of farming populations in undeveloped dune and heath regions.

### The international network of the Society of Benevolence

In addition to written sources, there was also a direct network of philanthropists and social reformers with whom Johannes van den Bosch and the Society of Benevolence maintained a correspondence. In doing this they were seeking new insights as well as support for their own initiative. In that connection it is interesting to mention J.H. **Pestalozzi** and P.E. **von Fellenberg**. Kornelis Mulder, teacher at the first agricultural institute of the Colonies of Benevolence – the institute that put their pedagogical insights into practice – had been trained in Hofwil (in Switzerland).<sup>14</sup>

With Robert **Owen** (New Lanark and New Harmony) there was also direct contact in the founding period. His son made a study trip to the Netherlands, where he visited Frederiksoord, Ommerschans and Veenhuizen.<sup>15</sup> In April 1819, Owen sent articles to newspapers in which he demonstrated that his own plan for the establishment of colonies was not all that strange, not all that isolated as one might have thought. To serve as an example, he drew attention to the creation of the Society of Benevolence and to the similarity thereof to his own plans.<sup>16</sup>

Much later, Robert Owen went even further and claimed that his own concept had been at the basis of the Colony concept of the Society of Benevolence, which was elaborately refuted by a number of authors, including Le Jeune.<sup>17</sup>

A select group of international philanthropists and social reformers were appointed honorary members of the Society of Benevolence. They were selected on the basis of their ideas and prestigious contributions in areas considered important by the Society. For example, the aforementioned R.D. Owen, J.H. Pestalozzi and Philipp Emanuel von Fellenberg were honorary members, but also the Duke of Bedford, Léopold de Bellaing, the duc de la Rochefoucauld-Liancourt, J.D. Lawaetz and the London Cooperative Society (M. Baldwin). These

illustrious contemporaries of Johannes van den Bosch were very much obliged for this, as demonstrated by the subsequent correspondence.<sup>18</sup>



↑  
Design for New  
Harmony, Indiana  
– not implemented

←  
Bentham, Panopticon or  
the inspection house



## A PANOPTIC LANDSCAPE. JEREMY BENTHAM AS SOURCE OF INSPIRATION?

**“The more we are watched, the better we behave.”**

In the Colonies of Benevolence the envisioned transformation of the poor into disciplined citizens was articulated through regulations and systems, mandatory uniforms, the work schedule, the Colony's own monetary system as well as the organisation of the landscape and the built facilities. The whole approach was focused on supervising the movements of the colonists and ensuring that they were kept inside the Colonies. The closed and regulated nature of the community ensured that the Society of Benevolence controlled every aspect of the inhabitants' private and public life. The idea of disciplining people through labour, education and the creation of a sense of morality, and to make them comply with an imposed civil norm, can be characterised as a form of social engineering.

### **Panopticon = social discipline**

The Colonies are very similar to the model of the panopticon as described in 1791 by the British lawyer and social reformer Jeremy Bentham (1748-1832), and particularly the variant for the poorhouses.<sup>19</sup> Bentham was a prominent philosopher of law and an early advocate of utilitarianism, an ethical movement which assesses the moral value of an act on the basis of its contribution to the general interest, or in other words: the welfare and happiness of all people. Bentham championed individual and economic freedom, the separation of church and state, freedom of expression, equal rights for women, animal rights, the abolition of slavery and of physical punishment (including for children), the right to divorce and free trade. He was in favour of a tax on inheritances, restriction of monopolies, pensions and health insurance.

Bentham's idea of the panopticon is now associated mainly with a prison model, but his intentions were broader, as indicated by the full title of his 1791 work: *Panopticon; or The inspection-House: containing the Idea of a New Principle of Construction applicable to any Sort of Establishment, in-which Persons of any Description are to be kept under Inspection: and in particular to penitentiary-houses, prisons, manufactories, houses of industry, mad-houses, work-houses, lazarettos, poor-houses, hospitals, and schools, with a plan of management Adapted to the Principle*. In his panoptical utopia, Bentham extends the mechanism to the whole of society: the important thing for him is social discipline. The social engineering, as effectively carried out by the Society of Benevolence, closely reflects his dream of a 'social technology' embracing society as a whole.

### **The National Charity Company, concept by Bentham**

From unpublished correspondence and discourses, it appears that Bentham himself had developed a concept for a National Charity Company, a national public-private undertaking for the operation of institutes for the poor across the country, working with a membership system. This was meant as a reform of the Poor Laws. Charity is misleading as a word, because the assistance only followed after work had been done. It is unclear whether the founders of the Society of Benevolence were aware of this plan, which was never implemented. The fact is that a number of Bentham's confidants and associates, as well as his French editor (Ruggles, Colquhoun, Benjamin Thompson (Count Rumford), A. Duquesnoy) are mentioned in the Discourse written by Johannes van den Bosch and the main resource he used.

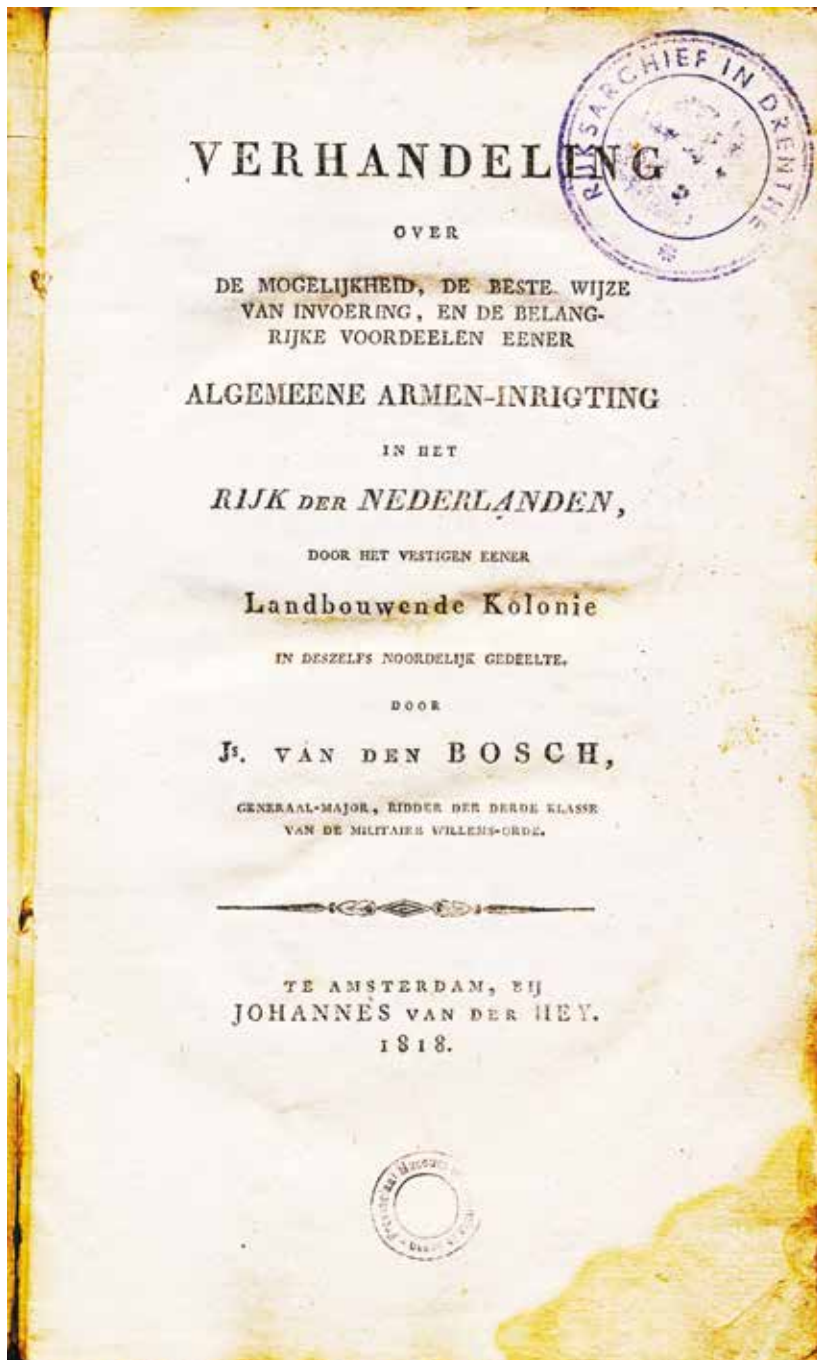
The parallels with the Society of Benevolence had already been noted in the 19th century. In 1829, the magazine *De recensent*, ook *der recensenten* (The critic, also of the critics) published the article *Something about Jeremie Bentham*. There, we read: *'In 1797 he published Pauper management. In that Work he proposed to substitute the institutes for the poor in every municipality in England by development for England: it is pleasant for every Dutchman to refer in this instance to the laudable example provided by the Society of Benevolence in the Netherlands, which, although the bias nowadays sometimes expresses objections, cannot be said to have anything but a salutary effect on the Netherlands.'*<sup>20</sup>

### **Spatial arrangement to enhance internal sense of power**

Central to disciplining is the norm, the power of normality. An individual that can be described, measured and compared is an individual that can be normalised, controlled, corrected and trained. Disciplining proceeds by means of techniques (the bell, the schedule, the daily routines...) but also by linking actions with spaces. The location of buildings and their layout contributes to an internal sense of power. The very idea of being part of a system where one can at all times be watched is sufficient to ensure tranquillity and order.

It is striking how disciplining in the Colonies takes concrete shape in all kinds of regulations and systems: the mandatory uniforms, the schedule, the Colony's own money system... But also the organisation of the built facilities. Staff houses, moats and barracks, for example, are strategically situated, and the buildings are laid out in such a way that effective control is possible using a minimum number of supervisors: the square shape, the positioning of the supervisors' premises between the halls. In 1823 Van den Bosch himself writes: *'... then there would be not so much wrong with dividing the building in two, although I myself would always prefer one single large interior space, as the director will then be able to observe everything at one glance...'*<sup>21</sup>

↓  
The 'Discourse' in which  
Johannes van den Bosch  
presents the idea to establish  
agricultural colonies, 1818  
(M.v.W.)



## AIMS

The Society sought to create work for unemployed paupers and did not offer charity. The domestic colony was to be the mechanism. A totally new mechanism, that filled a gap in the existing instruments.

The Colonies were meant to be self-supporting, and hence reduce the cost of pauper relief. As some of these paupers were considered unsuited for agricultural work, a military-like level of supervision was introduced to the Colonies to serve an educative and rehabilitative function. Although punishment occurred, the Colonies were not punitive penal institutions.

Their aim remained to provide a national solution to rampant poverty, to reduce the cost of pauper relief, to transform paupers into ideal citizens contributing to the nation's wealth, and to transform isolated wastelands into a productive Dutch landscape through the introduction of superior forms of cultivation.

Providing work for the poor and training for orphans was the principal strategy, but it encountered opposition if this cheap labour undercut wages in trade and commerce. At the same time, the prevailing economic theory of 'physiocracy' argued that the wealth of nations derived fundamentally from the value of their agriculture. Following this idea, governments, especially those impoverished at that time, like the Netherlands, sought to expand their areas of agricultural land either by creating colonies abroad or by cultivating unused land at home.

In line with this concept, the Society of Benevolence adopted the aim of 'cultivating and rendering fertile lands as yet uncultivated in our Country, and to transfer by way of Colonisation such poor people as judged suitable for this labour', thus killing two birds with one stone.



The ambition of the Society of Benevolence was to offer a sustainable solution for all able-bodied, employable poor people. According to the Society, the cause of their poverty was lack of work, and the socially correct solution was therefore to offer them work.<sup>22</sup>

*Moreover, we have seen that this evil arises mainly from lack of employment in society. The most suitable remedy here will, as always, have to be sought in such means as will combat the cause itself, and consequently increase employment.*<sup>23</sup>

Johannes van den Bosch regarded poverty not only as an obstacle to the overall prosperity of the nation, but also as a breeding ground for social unrest. In that sense, it was logical that he also had his eye on beggars and vagrants, since for centuries they had been considered a 'social danger'.

The project had to be a lever for the development of citizens and the prosperity of the country, but also a way of combatting social nuisance and social unrest.<sup>24</sup>

In addition, Johannes van den Bosch considered that existing systems failed to remove the causes of poverty and were financially unsustainable.

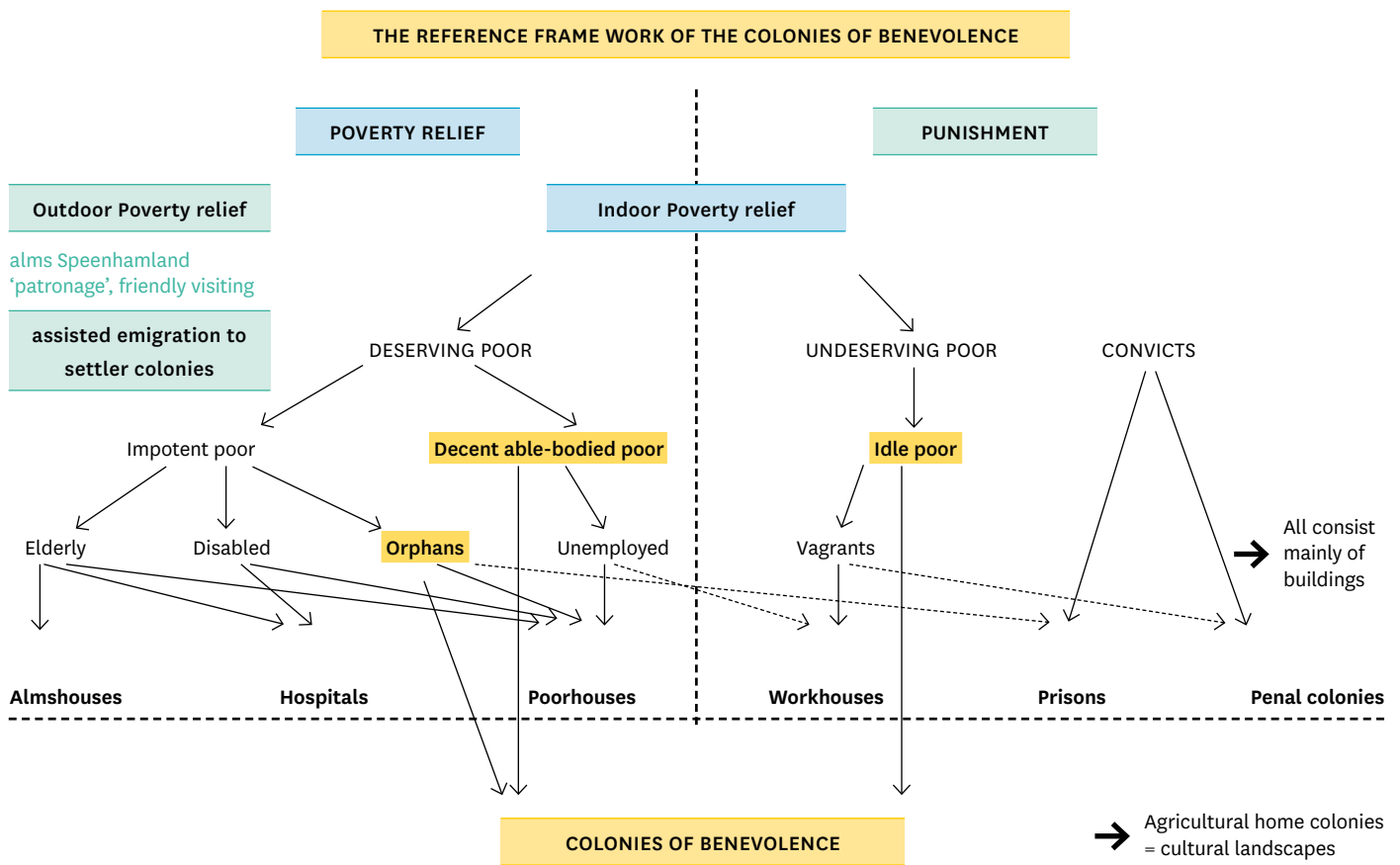
*Because if the poverty of our times is, indeed, a consequence of our present social institutions, and must therefore be regarded as susceptible to an appreciable increase, as the youngest situation in England, and in parts of Germany and Switzerland, invariably seems to prove – then it is also undeniably true that from this, consequences must eventually arise which are dangerous for societal security in general, as well as for the particular interest of the more affluent classes; and that the State, in this way, might become subject to civil unrest, all the more perilous as the numbers of its needy members would have increased, and the tendency, the drive, to help themselves by force to what they have been deprived of through the course of circumstances, should find a strong incentive in the magnitude of their misery.*<sup>25</sup>

The objective was ambitious: the initiators wanted to reduce poverty arising from lack of employment, and preferably eradicate it. The Colony model had to fill a gap in the existing instruments for poverty reduction.

*We do not feel it incumbent upon ourselves to deal with poverty in general, or with all its manifestations. However, those who are born connected with, or in a state of, defencelessness or outright inability to labour, must of course be and remain subject to local care of civil Government, of the existing charity institutions, or of such Councils for assistance to the poor as have been established for centuries by the various religious denominations, for the support of its impoverished fellow believers. That poverty alone, which springs from lack of employment while willing and able to perform labour, in my opinion demands and deserves our attention, to the extent that we are indivisible and participating citizens of a free State, because it is susceptible, through the collaboration of particular persons, to be positively combated, at times reduced, and perhaps once completely overcome, at least be contained within those limits where it will cease to be burdensome and even dangerous for society.*<sup>26</sup>

(After description of all kinds of initiatives for poverty reduction)

*I therefore consider it desirable (in order to bring together all that can serve to provide the needy classes with the improvement of their existence to which they are at all times susceptible, through the repelling of Poverty and Begging), that one should establish a relation between the Friendships and the Labour Institutions, and between the latter and the penitentiaries, like the former to the Hospitals and Institutions for powerless needy. In this way, the wide gap between the suffering unfortunate and the incorrigible liable to punishment can be filled. Society in its turn, fulfilling the duties of humanity, will be secured against the onslaughts of indiscriminate poverty and vice;*<sup>27</sup>



In this way, the Colonies of Benevolence added a new model to the existing initiatives: agricultural home colonies for poverty relief. They situated themselves between indoor institutions for the impotent poor (care institutions) and indoor institutions for the idle poor, such as workhouses (institutions for punishment and deterrence), by their combination of disciplining and educating the poor.

At its inception, the Colonies project was essentially agricultural, but soon introduced a variety of supplementary industries, such as cotton weaving, to generate income. By 1841, it was the second largest exporter of cotton cloth to the Dutch East Indies colony.

The Colonies have been presented as either ‘free’ or ‘unfree’, in accordance with their early history. The so-called free and unfree Colonies are misleadingly contrasted: both are marked by social segregation, confinement, constant supervision, and systems of punitive measures and fines. The free and unfree Colonies were distinguished by the source of colonists (Society of Benevolence vs State) and the funding method, which defined their inmates as either ‘deserving’ or ‘undeserving’ poor (and hence requiring less or more supervision).

## PROTAGONISTS: POWERFUL COALITION

### The public-private network

The Society of Benevolence was created in 1818 by General Johannes van den Bosch, to implement a national strategy of pauper relief in the wake of the Napoleonic Wars. The Society was a private initiative, supported by the Crown, with local branches all over the country.

Within the group of protagonists, all the social playing fields that could be relevant for the success of the project of the Colonies were represented.

Although Johannes van den Bosch was the overall coordinator and figurehead of the Society of Benevolence, he was backed by an impressive network, perfectly suited to achieve the ambitious goals. Whereas the initiative came from private individuals, it was supported by a number of senior government officials<sup>28</sup> and by the royal family. The people who made a crucial contribution to the establishment of the Society of Benevolence were all employed at the Ministry of the Interior.

Initially the role of the State was to create a legal framework, to provide staff (including officials from the Ministry of the Interior, who were involved in the preparations for the establishment of the Colonies, military personnel for surveillance, input

in subcommittees) and financing (loans and tax exemptions, permanent contracts for the placement of the poor). In addition, the initiative enjoyed the personal support of the royal family. There was considerable administrative interlinkage between the Society of Benevolence and the State treasury with regard to management and finances.

General Van den Bosch also belonged to this group of officials from The Hague, albeit that as a soldier he held an independent position. In the early years he was the driving force behind the establishment and further development of the Society of Benevolence.

As a member of the Committee of Benevolence as well as chairman of the Permanent Committee, he played a key role. He was the one with the royal contacts, and also with the willpower and the character to act as project manager.

A decisive factor was also his working experience in the army and the overseas colonies. Van den Bosch began his career in 1797 in the army of the Batavian Republic, as a lieutenant with the Army Corps of Engineers. In 1798, at his own request, he was posted to Java. As a plantation owner, he devoted himself in his spare time to drainage and cultivation of the lands surrounding Batavia, by making use of slaves and the local population. In 1818, at the time of the establishment of the first Colony of Benevolence, he wrote about his experiences:

*‘I myself [have] already cultivated a plot of largely undeveloped, although not entirely barren, land measuring a few thousand hectares, and educated to travail a significant number of people, formerly used to spending their time very badly [...], with the happy result that this land, after an eight-year ownership, has been sold at eight times the price of purchase.’<sup>29</sup>*



## “THE COLONY-MAN”

Johannes van den Bosch, co-founder of the Society of Benevolence, had started his working life in the overseas colonies. Van den Bosch began his career in 1797 in the army of the Batavian Republic, as a lieutenant with the Army Corps of Engineers. In 1798, at his own request, he was posted to Java. As a plantation owner, he devoted himself in his spare time to drainage and cultivation of the lands surrounding Batavia, by making use of slaves and the local population.

The extent to which the Colonies of Benevolence were in line with the Dutch tradition of overseas colonisation is illustrated by Van den Bosch's subsequent career. He became the mastermind behind domestic and foreign colonisation, which in 1834 led to his appointment as Minister of Colonies. Seven years earlier, in 1827, his directorship of the Society of Benevolence had come to an end after the State had requested him to bring some order to the West Indian colonies: the Netherlands Antilles and Suriname. Van den Bosch proceeded to introduce equal civil rights there for all free citizens, regardless of religion or colour. The position of slaves improved after the introduction of new regulations. Van den Bosch also accepted the patronage of a Surinamese Society of Benevolence, an initiative (1827) coming from the middle classes, coloured people and Jews, who had no access to the elite. He also accomplished the foundation (1828) of a Society for the Promotion of Religious Education among the Slaves and Half-castes in the Colony of Suriname.

In October 1828, three weeks after his return to the Netherlands, Van den Bosch was appointed governor general of the Dutch East Indies. The king was deeply concerned about the large public debt and considered him to be the only person able to render the overseas colonies profitable. Van den Bosch introduced the culture system. Under this system, the indigenous population by way of lease was obliged to use a fifth of its land for the cultivation of products for the European market: indigo, tea, sugar and coffee. In practice, only 6% of the land was used for agriculture, but 70% of the working potential of the population. Although the system served the purpose, it was much abused, which led to exploitation and poverty of the indigenous population. The literary work *Max Havelaar, or the Coffee Auctions of the Dutch Trading Company* by Multatuli, which is now part of the canon of Dutch-language literature, disclosed this to the general public, and had a major influence on Dutch colonial policy.

The culture system is partly similar to the structure of the free Colonies of the Society of Benevolence. Both involved an economic model using in theory free labour, controlled by the government and aimed at maximising production. Another similarity was that both systems in practice led to abuse, exploitation and lack of perspective for the population. It was impossible to meet the basically unrealistic demands regarding agricultural production.

### Involvement of the royal family

Prince Frederick – second son of King William I – was chairman for life of the 12-person management of the Society of Benevolence. He effectively exercised this mandate from 1818 to 1856 and played a very active role in the management.

This meant that the initiative enjoyed direct royal protection, which is also evident from the recruitment of members at the founding, the correspondence, the many Royal Decrees and Directives governing all kinds of administrative and financial problems of the Society, and the names of the Colonies which referred to the royal family. The king also repeatedly visited the project.<sup>30</sup>



In addition to frequent tax exemptions, the royal family itself also made investments until mid-19th century.

### Local branches

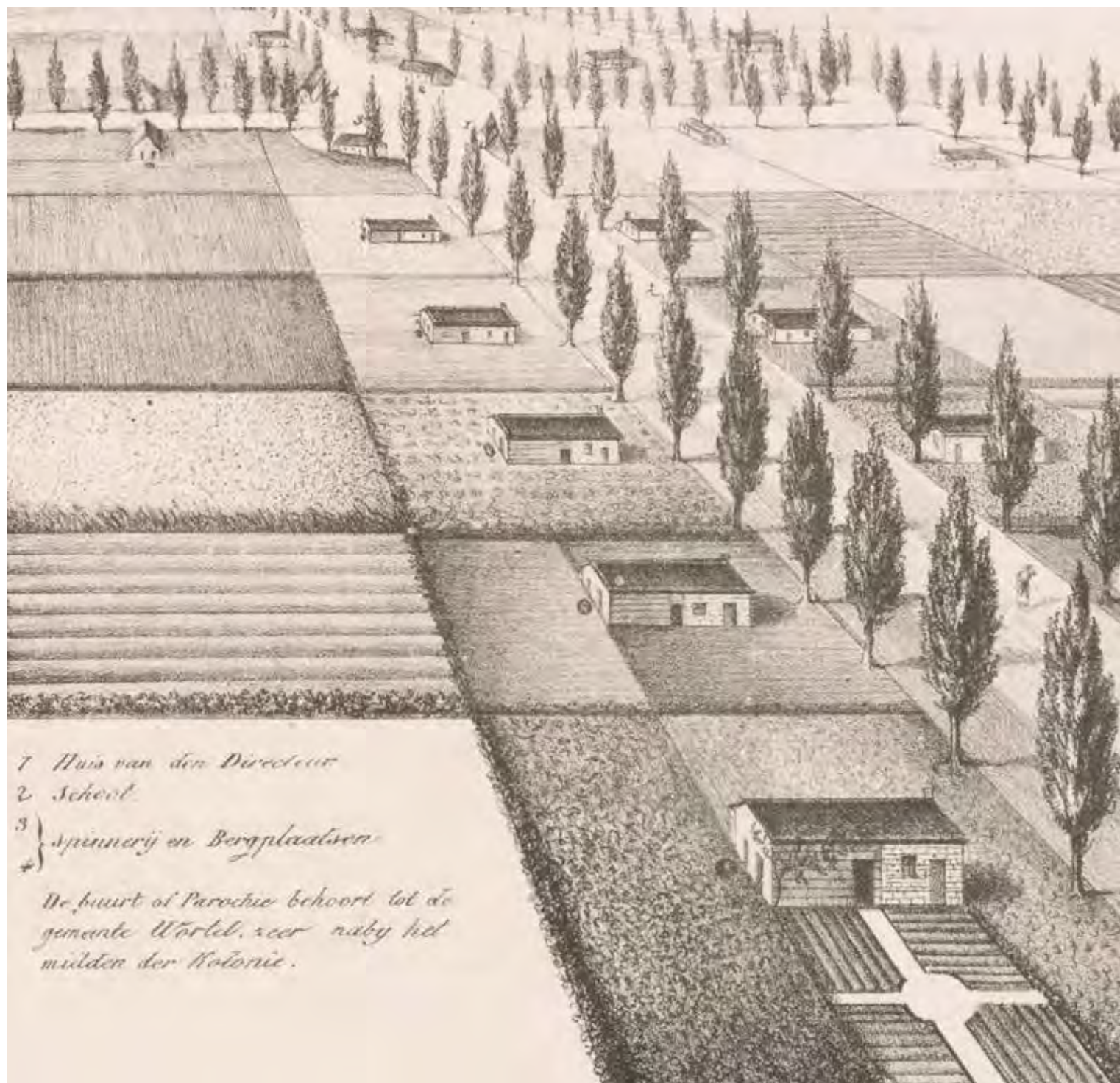
Every Dutch citizen could become a member upon payment of a contribution, but membership was subject to approval by the management.

The members of the Society of Benevolence were united in local departments, which were governed by so-called subcommittees of Benevolence. In these subcommittees local citizens participated, representing local government, the clergy, the high bourgeoisie and the military. In April 1819, there were 21,187 members, divided over 657 subcommittees spread all over the country.

### Southern Netherlands

In 1821, on the initiative of William I, the Society of Benevolence was also established in the southern provinces of the kingdom. Prince Frederick became chairman and Benjamin van den Bosch, brother of Johannes, was in charge of the day-to-day management. The objectives were to a large extent similar to those of the Society in the north: the edification of poor citizens through the cultivation of wastelands. The reasons for the establishment in the south were diverse: it was alleged that Drenthe was too remote, and that the national character in the Southern Netherlands differed too much from that in the Northern Netherlands. Both parts had a different political, economic and religious climate. There was no widespread support for the project, but because the initiative this time came directly from royal quarters, many felt that their social position obliged them to become a member. The Antwerp businessman and Member of Parliament Henry Cogels became chairman of the Southern Netherlands branch, and the management included the archbishop, counts, barons and bankers.

←  
Prince Frederick, patron of the  
Society of Benevolence, around  
1840 (R.A.)



1. Huis van den Directeur

2. School

3. } Spinnerij en Bergplaatsen

De buurt of Parochie behoort tot de  
gemeente Wörld, zeer naby het  
midden der Kolonie.





### PRINCIPLES OF THE COLONIES OF BENEVOLENCE – DEVELOPMENT PERSPECTIVE THROUGH AGRICULTURAL LABOUR

#### Social engineering: transformation of citizens to be ‘industrious and rational’

Labour was not implemented as a punishment, but as a necessary condition for becoming a good citizen. Work ethic was an absolute core element of the concept. The creation of employment opportunities was regarded as a step in a general civilisation process. The new solution focused on all able-bodied poor. It was not a matter of numbing and repetitive work, but of ‘productive’ employment, which was to train the poor people concerned, but also generate added value for them as well as for society.

*How noble and how effective are your attempts, oh laudable Society of Benevolence! to extend the hand of salvation, with generous self-sacrifice, to this profoundly abysmal, and without effective aid hopelessly lost part of the nation, and to put an end to the miserable fate of the thousands of your impoverished, poverty-stricken compatriots, by handing them precisely the two most important means for civil and moral recovery, i.e. employment, to suffice for their self-maintenance, and training, to acquire enlightenment, civilisation and a moral existence!<sup>31</sup>*

#### Rendering productive of rough grounds, of nature, cultivation as agricultural land

The model provided a development perspective for infertile, ‘empty’ land.

Transformation into agricultural land supplied the financial basis for the model (through the increase in value of the land, in addition to the extra food production) and ensured social added value.<sup>32</sup>

←  
Lithograph of the initial  
cultivation of Wortel as free  
Colony, 1827 (R.A.)



↑  
Visitors watch the construction of the Experimental Colony of Frederiksoord, detail from print. Dirk Sluyster, early 19th century (M.v.W.)

*Very accurately, Mr. H. Malthus notes the distinct influence of the modes of support in the following words: "If I were to reduce to some extent the food of my household, and give the surplus to the lonely, I would only impose on myself and mine a deprivation, which to him is of sufficient service, whereas we might easily enough do without it. – If I were to cultivate undeveloped land and present the poor with its fruits, I would be doing a service not only to him but also to society, because everything he consumed will be returned to the General storehouse. But if I were to give money to those poor, and the number of products from the land does not increase, I merely enable him to buy a larger amount of those products than before. Now it will be evident that this increase reduces the share of all the others."*<sup>33</sup>

### **Temporary segregation in a (domestic) controlled environment with order and regularity**

In addition to employment, the segregation in a tightly organised, carefully designed environment, with supervision, was the key to achieving the transformation of the poor people concerned. The Colonies of Benevolence presented a very specific plan, that spanned the entire day-to-day life of the colonists. Landscape and regulations constituted a mutually reinforcing continuum. This meant that

every aspect, from the types of buildings to be erected, to how they were built in relation to each other, to the crops to be grown, to the daily schedule of those living there, was to be detailed.

Therefore, the Colonies of Benevolence were closely aligned with the model of the panopticon, as described in 1791 by the British lawyer and social reformer Jeremy Bentham (1748-1832).<sup>34</sup> For Bentham, it was not only a matter of an architectural model, but of a mechanism; it concerned social disciplining on the basis of an awareness of being controlled, coming from within. The 'social engineering' as effectively carried out by the Society of Benevolence adheres to this, and the planned landscape was the instrument.

### **Progressive resources to facilitate the transformation into civilised citizens**

To support the colonists in their development, education was an essential part of the model, both basic education and vocational training. By providing education for children as well as adults, and by launching innovative initiatives such as agricultural and forestry institutions, the Society of Benevolence anticipated subsequent State initiatives by more than 50 years. Medical care was also far above standard, and a system of health insurance became mandatory in 1826.

In addition, the model was essentially pluralistic. Religion was regarded as an important moral compass, but the choice was free. Colonists were required to adhere to a religion, but could choose to manifest themselves as Protestant, Catholic or Jewish.

### **Focus on self-sufficiency**

The proposed model focused on self-sufficiency and was therefore meant to be budgetary neutral. In this way, not only subsistence costs were diminished but also, due to the autarchic focus, competition with private (industrial) entrepreneurs was avoided.

Possible surplus agricultural production (which would enter the free market) was considered positive, as there was an overall lack of affordable food. This consideration was a justification from a merely societal perspective of guarantee of food supply.

### Focus on society as a whole through a national system

The Colonies of Benevolence presented a nationwide model with a very large capacity, intended to relieve local communities and authorities of the disadvantages and nuisance related to poverty. The public-private cooperation was necessary to start the initiative and also to continue it over time – both as regards funding and organisation.<sup>35</sup>

*To get used to labour, to attach some benefit to labour, is the first thing a management should and can take upon itself. This has been set in motion. We do not want, the State has said to these useless creatures, we do not want the option to remain for you is to die of hunger; we want even less that you drag forth your existence from place to place, like snails do, along a contagious track; that you, in carelessness and laziness, were to live a more enjoyable life than your diligent fellow inhabitant by the sweat of his brow. Choose only between labour by invitation or coercion (\*)*  
(\*) That a Government, as a natural consequence of the tacit social treaty, exercises a right in this connection, is obvious.<sup>36</sup>

### Culture of best practice: experimental set-up

Johannes van den Bosch was fully aware of the difficulty of the experiment – but thought that ‘trial & error’ was the best method to make progress. He saw three major challenges: the training of the poor to become laborious colonists, the acquisition of the required area of rough ground, the attraction of sufficient capital.<sup>37</sup>

No assurance could be given regarding the success: “the experience, and that alone, can be decisive in this respect”.

*The certainty that the design will be successful will probably be the first requirement here to be able to count on a mild contribution. However, this can in our opinion never be fully assured in advance, not even by the best discourse: the experience, and that alone, can be decisive in this respect.<sup>38</sup>*

He regarded his written instructions as guiding principles. He understood that these would repeatedly have to be adjusted according to the concrete situation.

*“As the construction of a Colony requires a series of measures, all of which will have to be adjusted according to the spirit of the people to be controlled and to the nature of the land to be cultivated, it follows from this that as one can frequently expect considerable differences between preceding and following undertakings, experience gained cannot be considered adequate and as a basis for measuring matters to be subsequently carried out. Therefore, it will be superfluous to go into further details on this subject, as these would only contain repetitions of what has appeared in public print, and in particular in De Star, and all the more because this discourse can never be considered otherwise than as a scheme that must remain susceptible to the necessary changes due to local circumstances.”<sup>39</sup>*

This flexibility was an inherent aspect of the undertaking, but very specifically in the case of agriculture, where tests were permanently being carried out and also being documented.



## AGRICULTURAL INNOVATION

In a certain sense, the Colonies were an “agricultural testing ground”. Scientifically substantiated methods were to ensure increased productivity in areas with intrinsically infertile soil and not very productive farmers (due to lack of knowledge and skills). All practical experiments were systematically registered and documented.

The Colonies focused on the improvement of the soil quality through fertilisation, tests of complex systems of crop rotation, the increase of the technical know-how of the farmers in the area and investments in preservation techniques and processing of the production – so that no loss of quality occurred during harvest storage.

In the Colonies of Benevolence, a “best practice” culture was created: successful methods from other regions (with different soil or climatic conditions) and new theoretical insights were introduced through systematic practice tests. In this respect, agricultural practices in Waasland were observed (summer stall feeding, crop rotation without fallow, green manure), the Norfolk crop rotation system (cereals combined with an undersown or second crop), the Rville model farm (Meuse, F).<sup>40</sup> In the agricultural instructions that the colonists were obliged to follow, the ideas of Thaer, Hermbstadt, Sinclair, Cobbett, Serrurier and Kops are to be found.<sup>41</sup>

Examples of innovative initiatives are:

Controlled differentiated fertilisation policy. Different types of fertiliser were used, such as stable manure, green manure, municipal waste, human secretions. There was monitoring of the mix (quantities of each), the chemical quality and the harvest results.

Testing of crop rotation systems. Prior to 1859, an initial four- and five-plot system without fallow evolved into a complex 18-plot system in 1846. The latter led to chaos and poor results. From 1859 onwards, a seven- or eight-plot system was maintained. In 1864 and following years, director Jongkindt Coninck published many articles in the *Landbouwcourant* (Journal of Agriculture) on the subject of agriculture in the Colonies, for example on row crop tests with rye and oats, experiments with the cultivation of peas, vetch and oats as green crop, mixtures of spurrey and serradella and giant clover.

### Enhancing the technical know-how of the farmers in the area

Prior to 1859, this was effected by means of comprehensive regulations and manuals for the agricultural practice (the way to collect and process manure, crop rotation systems applied) and agricultural training for all the colonists, as a component of part-time education.

After 1859, new agricultural institutes for secondary education were established: in 1884 the Gerard Adriaan van Swieten Horticultural School in Frederiksoord, followed in January 1888 by the G.A. van Swieten Forestry School, also in Frederiksoord. This school ceased to exist in 1902, due to the diminished number of students. Finally, in October 1890, an agricultural training college was established in 'De Ronde Blesse' near Willemsoord, a property purchased for this purpose.

Ingenious large-scale infrastructure for agricultural activities, storage and processing of the harvests was added after 1859, and was auxiliary in finally reaching self-sufficiency in food production for the Colony population:

- Corn-drying kiln in Veenhuizen (realised around 1860).  
To improve ventilation, the building is constructed on brickwork supports
- Establishment of five large farms in Frederiksoord and Wilhelminaord, functioning as model farms (1864-1867)
- Construction of 'middenhuisboerderijen' (house in between the stables) in Veenhuizen (around 1890)
- Establishment of a butter dairy based on Danish cold-water system (1881)
- Establishment of a model farm in Merksplas (Large Farm, 1880-1890)
- Establishment of underground, sloping potato cellars in Merksplas (1893)
- Vegetable storage under the chapel in Merksplas (1897)
- Cooperative steam-powered dairy factory Deli in Veenhuizen (1898), with 263 members, and processing the milk of 700 cows

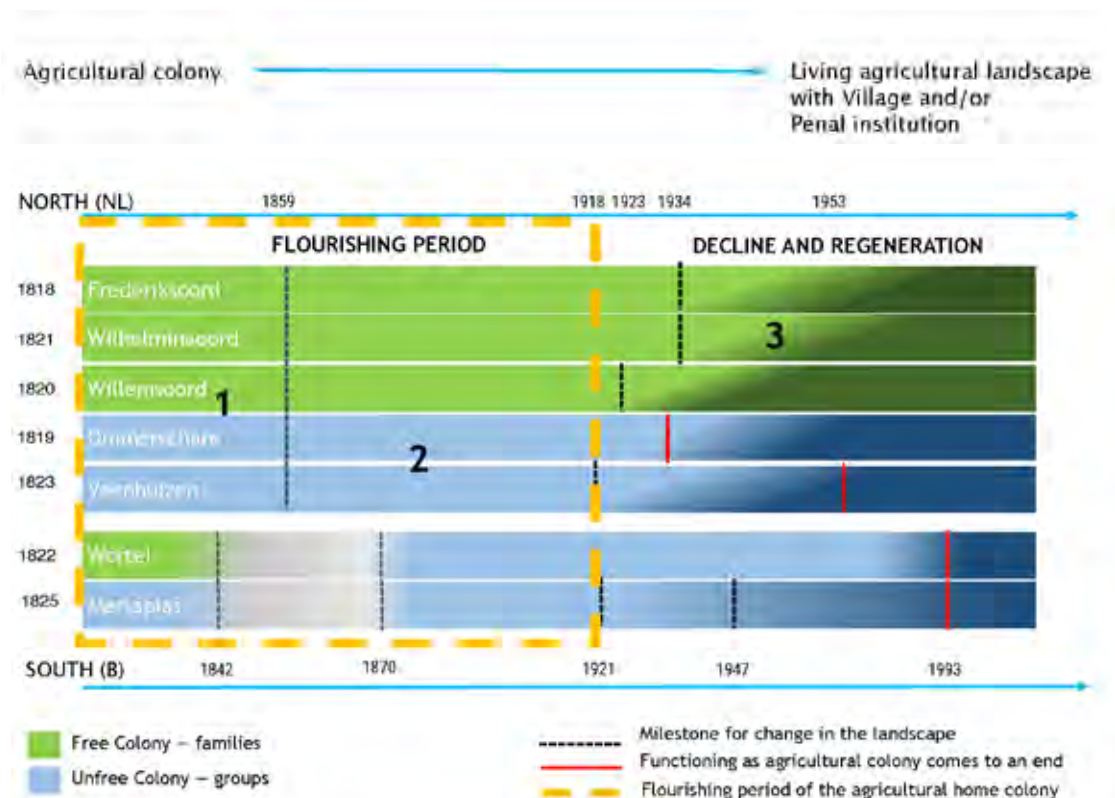
### 3 DEVELOPMENT PHASES

Three major phases can be distinguished in the evolution of the Colonies of Benevolence:

- 1 First phase: reclamation and cultivation by the Society of Benevolence (1818-1859)
- 2 Second phase: reinforcement of the Colony activities, increased involvement of the Belgian and Dutch States (1859-1918)
- 3 Third phase: gradual decrease of activities as agricultural colonies – evolvement into villages and penal institutions. Redevelopment and valuation of the heritage (from 1919 onwards)

Phases 1 & 2 are to be considered as the flourishing period of the Colonies of Benevolence.

#### Major milestones





## 4 PHASE I

### FUNCTIONAL CONCEPT

The entire project was based on supervision, discipline and, whenever necessary, punishment, in order to assist the colonists in their moral reformation and so that they could 'free' themselves to re-join society. The notion that the colonists were capable of doing so given guidance, training and incentive, may have been true for some, but in practice there was considerable variety amongst the colonists (sponsored families, unemployed unsponsored families, orphans, criminalised vagrants), entailing a vast range of problems, such as alcoholism, physical disability, mental depression, psychiatric conditions and irredeemable stubbornness.

Supervision thus had to cover these eventualities, as well as the adaptation of the concept to different target groups. Two variants were created within one management system, so called 'free' and 'unfree' Colonies.

### Description of functional coherence

In the **free Colonies**, the intention was that families under supervision and according to a strict regime would run small, self-sufficient farms. The standard farm size was calculated for the maintenance of a family of 6 to 8 people. The specifications provided particular instructions on the kind of crops to be grown (and in what quantities), the rotation schedule to be followed and the manure treatment.

As each family had to follow the same specifications, it was obvious that the farms and the plots had to be the same size. The plot layout was fixed with the farm in the centre. After each 10 or so Colony farms there was a small farm of the same type for a district warden, who kept an eye on things and supervised the families. The results of the business operations, behaviour, order and cleanliness were subject to control, but not to permanent supervision.

100 verges pour potager.	Maison.	100 verges pommes de terre hâtives.	
N.º 1.	N.º 2.	N.º 3.	N.º 4.
400 verges pour trèfle, orge et ray-gras.	400 verges de seigle pour nourriture hâtive dans les étables.	400 verges pour pommes de terre.	400 verges pour seigle.
300 verges pour la culture du florin.			

Business was based on a combination of arable farming, horticulture, limited husbandry and forestry (spruce), with cottage industry (spinning and weaving) in each 'unit'. The model for this was based on the existing practice in Waasland, with high productivity on small plots. Livestock, limited to what was required for personal livelihood, was kept in stables. Fodder was grown in the fields, but meadows were not provided. The basis for this was known as 'spade husbandry'; no draught horses or oxen were provided.

The houses had to be simple but offer better living conditions than people in the city were used to. Each house combined a living area with stables and was equipped with a privy. The Society provided the families in their colonists' homes with household goods including sheets, distinctive Colony clothing, furniture and food. This was supplied on the basis of a long-term loan, to be repaid by the colonists through labour. Extra food could be bought in the Colony store with special Colony money.

The farms were connected by straight paths that were in turn connected to a larger grid of roads. The distances between the farms were such as to promote 'moral behaviour'. This made supervision easy. Except for the central access roads, all roads stopped at the boundaries of the Colonies.

↑  
Plot lay-out Frederiksoord  
de Keerbergh, de la Colonie  
de Frederiksoord. 1821

The areas had a canal system for drainage adapted to the subsoil – in wet peatlands (Veenhuizen and Ommerschans) the system was much more extensive than on sand (all the other Colonies).

Supplies were brought in by road and/or by barges along canals and waterways.

In the centre, common facilities were located (a church, a school, a director's home and a warehouse/additional workshop such as a spinning mill).

In the **unfree Colonies**, individuals such as beggars and vagrants or orphans, lived in communal facilities. The living regime was strictly collective, 24 hours a day, 7 days a week. All activities were carried out as a group and under permanent supervision.

Colonists lived in a closed central institution, where the supervisors, director and other personnel (e.g., teacher, medical staff) also lived. There was a courtyard with a vegetable garden with two entrances/exits opposite one another.

Women and men lived separately in groups of about 40 per room. They slept in hammocks that were stowed away during the day. For every two halls there was one block of latrines, and there were several central kitchens. The homes for the supervisors and their families were located between the halls and at the corners of the square institution. From their homes, small windows provided a clear view of two halls. Veenhuizen was slightly different in that the guards lived inside the institution, just like the colonists.

The other facilities (school, infirmary, church, spinning room, weaving room, etc.) were also in the building.

Work was carried out in groups on collective farms around the central institution, under the watchful eye of a supervisor. Straight paths connected the Institution with the farms. Because of the size of the group and the distances, it was practical to

concentrate living in a single institution, with several work areas that were directly connected to the surrounding farmland.

Supervisors were housed at strategic points in the Colony.

### Essential functional components:

Functionally, the agricultural colony combined living (in individual farms or institutes), work (on land and in workshops) and social services (medical care, training), in a context of permanent supervision (a total institution/panopticon) and intended self-sufficiency.

An essential characteristic was that in the Colony, landscape and buildings were functionally intertwined, and that the area was open (fenceless) within the boundaries of the agricultural colony.

Free and unfree Colonies have a characteristic and highly similar ground pattern that reflects the rational disposition and functioning of the Colony:

- a development axis that connects to the water structure (transport and drainage)
- a functional unit based on the target group (family or individual) and the organisation of work: a family farm or an institution with working farms
- an orthogonal system of straight roads and waterways, connecting functional components
- sizing of individual agricultural parcels reflecting working organisation
- clear boundaries and entrances
- common facilities supporting the functioning of a closed, self-sufficient agricultural colony – e.g. religious buildings, cemeteries, workshops, schools, medical infrastructure

Further variations in the initial ground pattern of the seven Colonies were based on local conditions, experiences and the size of business operations:

- The size of the purchased area determined the initial boundaries.
- The axis of development was grafted onto the orientation of the drainage system.
- Existing infrastructure was used, such as the manor of Westerbeekslot, the guest house and roads in Frederiksoord-Wilhelminaord, an old farm in Veenhuizen.
- The newly created water structure was more or less dominant, depending on whether it concerned peat soil or sandy soil.
- The plot size took into account the way the agricultural plots were cultivated (by a family or by a group of people).

*In his treatise, JVDB assumes 1 morgen of land (= approximately 0.85 hectare) to feed one family, provided that the soil is fertile, and enough manure is available. He assumes that neither of these conditions will be met in the Colony to begin with, that it might be necessary to leave the land fallow, so he proposes 2 morgens (= 1.7 ha) with a third morgen of spruce forest. Moreover, calculations should not be too tight ... given that harvests do not always succeed equally well. In actual practice, the trial colony in Frederiksoord started with farms of 2.4 ha. The operating results showed that this was far too small; therefore, from 1821 onwards, the plot size in subsequent free Colonies was increased up to 3.5 morgens (3 ha). The second treatise shows that neither the fallow system nor forestry was introduced on the smallholder plots.<sup>42</sup>*

- The number of farms at the central institution is adapted to the size of the plot and to the type of business operations

Ommerschans: one central institution, with 19 farms (24 were planned) of 42 morgens (35 ha). These were to be run by colonists promoted from Frederiksoord. The colonists in the institution worked on these farms under the supervision of

a district master. The farms are larger than the Colony houses.

Veenhuizen: three institutions with eight farms each.

Merksplas: one central institution with four farms (and four sheepfolds) The maps (historical maps) illustrate what the site looked like before the construction of the Colony and what was first constructed in each Colony, based on van den Bosch's scheme. Apart from Wortel and Merksplas Colonies, there are no design maps prior to the construction.

## DESIGN

### A scheme

There was no pre-defined building plan for the seven Colonies. The design therefore consists of an idea and sometimes representation by the Society of Benevolence in their communications (as the only sketches left which date from before the start of the realisation of Wortel and Merksplas show, for example).

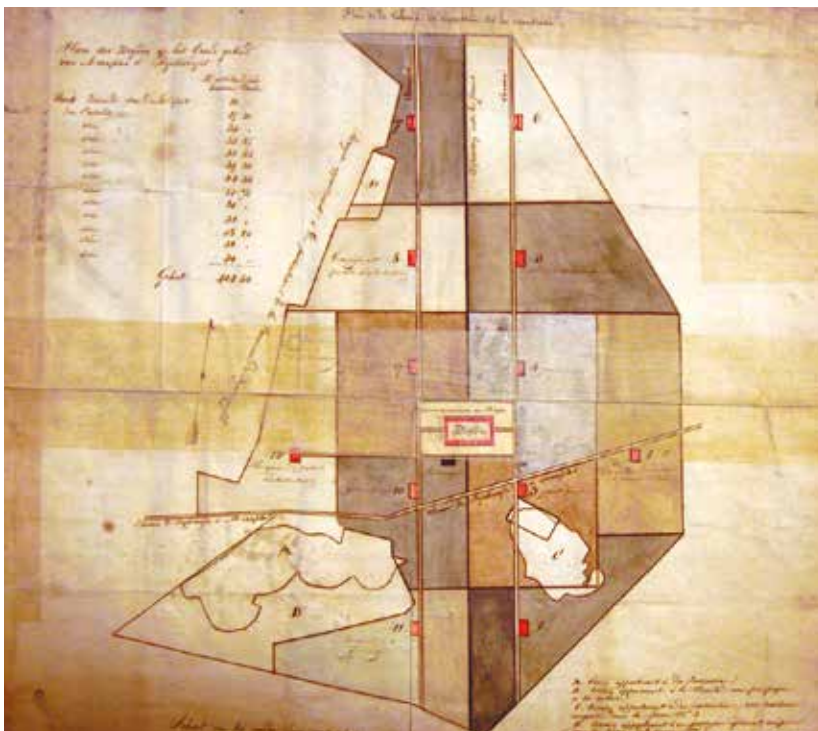
It was an experiment that started on the basis of the *Discourse* (manifesto) and a set of rules, with an organisation to carry it out in concrete terms. Johannes van den Bosch himself called it a 'scheme'.

*'Since the construction of a colony requires a series of measures, all of which must be modified according to the spirit of the people to be administered and according to the nature of the land to be cultivated, it follows from this that there is a considerable difference to be expected between the previous and the subsequent enterprises, that an experience already obtained cannot be regarded as satisfactory and then the things that will have to be done can be measured. It will therefore be superfluous to go into further details on this subject, as they would only contain the repetitions*



↓  
Design of the plot division in Wortel, forwarded by director Benjamin van den Bosch to the Permanent Committee, 1822 (A.R.B.)

↓  
Draft map of Merksplas, undated (A.R.B.)



*of what has already been made public in public print and in particular in the Star, all the more so as this discourse can only be considered as a schedule which, due to local circumstances, must remain subject to the necessary changes.*<sup>43</sup>

## Design principles

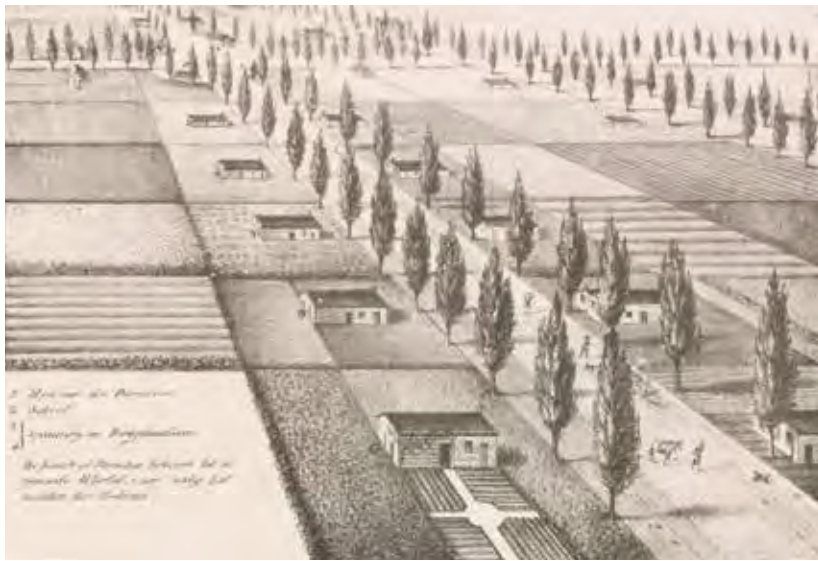
However, the design was carefully considered, as it had to facilitate the implementation and functioning as an agricultural colony with a specific social scope. The concept thus resulted in design principles that took into account the functional requirements, organisational considerations and financial constraints of the project.

The design and arrangement had to be affordable and quickly achievable, which meant that it had to be simple, with local materials (without high transportation costs) and carried out as much as possible by the colonists themselves. It had to efficiently use and integrate existing structures – roads, water structures and buildings alike – and be highly standardised.

It had to create a model environment which could be instrumental in the disciplining: thought as a panopticon, based upon the idea that people will function more efficiently under permanent supervision, and the creation of a so-called internalised sense of power (through the knowledge of being watched). The order and regularity in the landscape were supposed to complement the order and regularity in the daily schedule. They supported the disciplining.

The long lines in the landscape helped in maintaining an overview. Elements of control were complementary, for example supervisors' houses between Colony houses, strategic locations integrated within the institutions, moats around the institutions or control posts around the entire cultivated area of the Colony.





↑  
The Colonies of Wortel and  
Frederiksoord, as presented in  
the discourse of Johannes van  
den Bosch (R.A.)

### Functional design enhancing the ‘model’ status

If the design principles of this orthogonal pattern were mainly functional, and creating an architectural landscape was not the primary goal of the Society, aesthetics were not entirely unimportant.

It is clear that “conquering wildness”, linear monumentality, symmetry and order were equivalent to the perception of beauty at the time. An area completely filled up with Colony houses in line was a unique sight. The square-shaped institutions in the unfree Colonies were buildings that in monumentality, scale and central position defined and dominated the landscape to a great extent.

Tree-lined roads, flower gardens at the front of the Colony houses and a fashionable garden in the courtyard of some institutions also met contemporary standards of aesthetics. There are many reports of visitors appreciating the landscape and, together with the idealistic vision and scale of the experiment, this made people apprehend that something outstanding was happening there. It appears that the orderly and harmonious landscape was consciously cultivated by the Society of Benevolence in order to steer the Colonies’ public image. It was information for backbench supporters – the subcommittees and members of the national and international public – that was meant to show how much had been achieved.



## RESULTING LANDSCAPE LAYERS TYPE $\alpha^1$ AND TYPE $\beta^1$

The implementation of the design resulted in 2 distinctive relict landscape layers.

### Colony landscape layer Type $\alpha^1$ :

Planned agricultural landscape with smallholder farms, communal buildings and permanent supervision set to function as an agricultural colony for poor families.

Tree-lined avenues with standard Colony houses on identical plots of approximately 2.5 to 3 ha, interspersed with standard supervisors' houses and plots. Directors' houses and communal buildings like schools, churches and indoor workplaces were situated centrally. Where space permitted, avenues would be repeated, making an orthogonal grid. Cemeteries organised according to status and religion. (Frederiksoord, Wilhelminaord, Wortel).

### Colony landscape layer Type $\beta^1$ :

Planned agricultural landscape with institutions with collective farms and permanent supervision, set to function as an agricultural colony for groups of people considered unable to run a smallholder farm.

Central collective institutions with dormitories in the form of large moated courtyards for groups of colonists – with four to eight large surrounding collective farms, each in the order of 12 to 18 times the standard plot and set out within an orthogonal grid of planted avenues and water structures. Cemeteries organised according to status and religion (Veenhuizen).

## FORCES DRIVING CHANGE

The land acquired by the Society of Benevolence for all the Colonies (apart from the artillery fort at Ommerschans) was wasteland belonging to the nearby villages or estates. Their owners were persuaded to sell, or were glad to receive the money, but the graziers thereby lost their grazing rights and in some cases objected strongly.

It had been a questionable choice for the Society to acquire this land, as it was open land for good reasons. Nobody had deemed it suitable for transformation into fields, because it was either peat bog, saturated wetland or soil that was sandy to such an extent that crop yields would be minimal. Nonetheless, the Society appears to have been excessively optimistic about modern agricultural techniques, and went ahead with attempts at reclamation, using as much manure as could be found. Where this became infeasible, the most infertile land was planted or left to run wild.

Problems of this nature, combined with falling grain prices, lower-than-expected membership of the Society, and lower-than-expected productivity of the colonists, led to financial problems.

The Belgian Colonies' financial problems, caused by the same combination of poor soil, lack of manure and diminishing membership numbers, led to bankruptcy in 1842. The Belgian State was not willing to extend further financial support after the expiry date of their contract with the Society. Over the next quarter century, the Belgian Colonies of Benevolence were virtually abandoned, trees were felled, and Colony houses at Wortel were a free source of building materials for the local population.

## 5 NEW START (PHASE 2)

The two unfree Colonies in the Netherlands were taken over by the State in 1859.

At the beginning of the 19th century, the official and police apparatus necessary for carrying out social control was not yet in operation in the new nation State. This issue was solved by public-private cooperation at the start of the Colonies of Benevolence. By 1859 the State apparatus had been developed. Because of the existing administrative interconnectedness, as well as the greater emphasis on social control by governments at that time, it was logical for the State to assume a more important role.

This allowed the Society of Benevolence to concentrate upon the agricultural performance of the free Colonies, which was indeed enhanced through the permanent collectivisation of the land.

However, by the late 19th century the State had determined that in both countries more accommodation was required for those transgressing the laws on vagrancy, mainly as a reaction to a new major poverty outbreak caused by crop failures and a general economic crisis in the second half of the 19th century.

↓  
Farm Veenhuizen (J.v.L.)



The remote locations and experience in handling 'problematic inmates' made the Colonies obvious locations for replacement institutions. In Belgium, a new law against vagrancy in 1866 led to the State purchasing Wortel and Merksplas in 1870 to develop the 'State Agricultural Colonies of Benevolence'. In the Netherlands, as from 1869 orphans were no longer sent to Ommerschans or Veenhuizen, so the principal occupants thereafter consisted of an increasing population of beggars and vagrants, including families.

Both States accordingly made major investments in the existing unfree Colonies of Ommerschans, Veenhuizen and Merksplas, and also converted Wortel for this new purpose.

Although parts of the unfree Colonies might seem consistent with 19th century prisons in terms of building typology, the essential difference with those institutions is precisely their functioning as an agricultural colony and the permanent interaction with the surrounding agricultural land. In unfree Colonies, as opposed to prisons, the colonists stayed in halls as opposed to cells, and in groups, and they were put to work on the land. During this period, the legislator himself made a distinction between the Colonies of Benevolence and the prison system (Lunatic Act 1884 in the Netherlands and Law on Vagrancy 1866 in Belgium). The at that time newly built institutions were given the same collective design as the existing ones, with a large courtyard and collective departments surrounding it.<sup>44</sup>

### FUNCTIONAL CONCEPT

#### Functional coherence

After 1859, in order to become more efficient and economically viable, the free Colonies shifted to a more complex management model, with partly tenant farmers and partly collective farms were colonists were employed. In addition, the farming practice changed to more simplified crop rotation systems,

more cattle and meadows and forestry. From this moment onwards, most small Colony farms became houses.

Apart from the bigger scale of operation, specialist vocational schools in agriculture and forestry were set up, and industry-like workshops were added to offer different employment opportunities (such as a dairy and a workshop to make baskets).

The unfree Colonies too changed their operational model, whilst still functioning as agricultural colonies. In order to accommodate and employ more people, the capacity of the infrastructure was extended, and separate zones for working and living were created. Staff housing was added in the Colony, but outside the institution building. Major care infrastructure for colonists with special medical needs was added.

In some Colonies, the agricultural operation became concentrated in one single model farm.

Additional workhouses were added.

### Additional functional components

The landscape structure was maintained and reinforced during the further development; its basic form remained, and the functional interweaving of buildings and surrounding agricultural land was retained.

The most important physical changes do not apply to the grid, but to several buildings that allowed finetuning of the model. After the redevelopment in 1859, the basic plan was systematically enriched with new infrastructure, which allowed it to function as an agricultural colony and at the same time respond to a changing context.

The following elements were added to the existing structures:

- Frederiksoord: collective farms and vocational schools, post office and doctor's house

- Wilhelminaoord: collective farms, schools and homes for the elderly
- Willemsoord: collective farms, agricultural school, train station
- Ommerschans: addition of the institution of Veldzicht, staff houses, workshops, farms, Roman catholic church and demolition of institution Ommerschans
- Wortel: a single collective farm, an institution, staff housing
- Veenhuizen: building programme with the addition of staff houses, a big hospital complex including a pharmacist and staff houses, a new catholic church, farms and several workshops. First and Second institutions receive a new residential building, demolition of the Third Institution; old Institutions remain in use for accommodation of colonists and work
- Merksplas: building programme, scaling-up to a single collective farm, addition of workshops and staff housing, construction of moat.

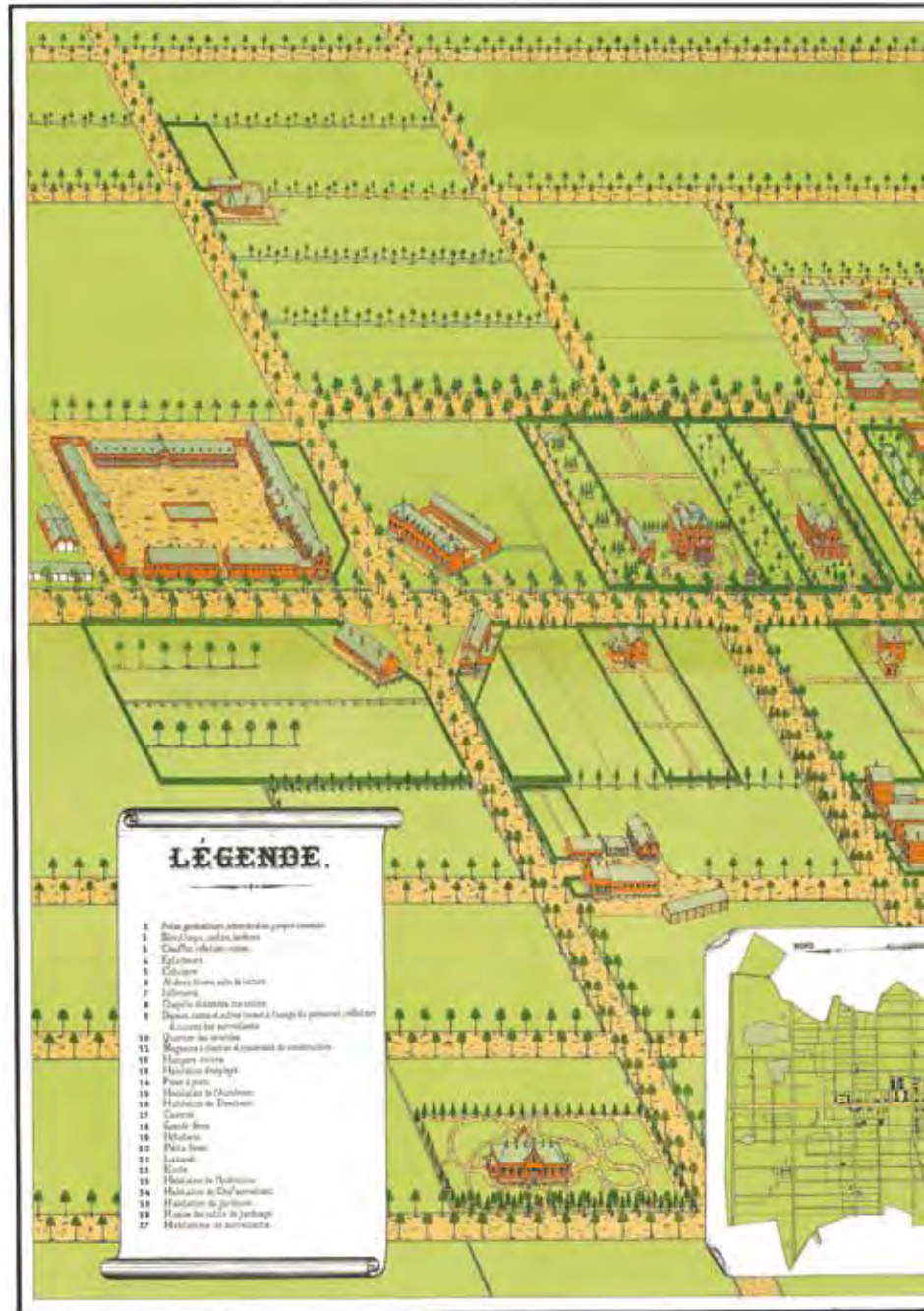
### DESIGN PRINCIPLES

Functionality and the initial design principles of order, regularity and symmetry continued to be the starting point for later development in the State-run Colonies, but in contrast to the initial phase it was no longer the work of surveyors and contractors, but rather of architects and urbanists.

They reinforced the existing landscape structures and emphasised the hierarchy between the axes. In addition, they were also in a position to use new materials and semi-industrial techniques. The later development is quite symbolic: it shows the prestige of the State in carefully worked out volumes and details.

Order, unity and coherence are further reinforced by the materials used, architectural styles, repetition of basic types, use of colour and systematic planting, and are still recognisable today.





→  
Coloured lithograph of the  
Colony in Wortel, L. Gorby, 1904  
(E.N.)





In Belgium the development of the institutions starting after 1870 was masterminded by the architect and urban planner of the city of Brussels, Victor Besme.<sup>45</sup> Specifically for Merksplas Colony it should be noted that at the time of the construction phase, after the new law of 1866, the buildings had been vacant for more than 25 years. In Wortel Colony most of the Colony farms had already been demolished, due to appropriation of building materials by local residents.

The new buildings in Ommerschans and Veenhuizen were designed by the Ministry of Justice's own architect, the Chief Engineer-Architect of the Department of Justice. Until 1883, this position was held by J. F. Metzelaar sr. In 1886 he was succeeded by his son, W.C. Metzelaar (until 1914). Father and son Metzelaar left their mark on the second phase of the development of the Dutch Colonies of Benevolence, at a time when these were in use as a State institution. They translated the hierarchical panoptic system into architecture. The ranks and positions of the staff were visualised in the building typology and also in the decoration of the buildings. There were seven types of houses, linked to the function of the particular staff member. The office held and the morality were represented in the inscriptions.



The hierarchy of the housing types is particularly visible in the unfree Colonies in the post 1870 buildings.



↖↑  
Staff houses type 1 (below left), to 7 (top left) in Veenhuizen, designed by architect W.C. Metzelaar. The higher the position of the personnel, the more spacious the corresponding house (J.v.L.)

### Veenhuizen

In 1884, the ministry of Justice introduced the “type system” for dwellings in Veenhuizen. Analogous to the administrative hierarchy, the director’s residence was situated at the top. In 1900, the number of types was expanded from four to seven. The difference in residence type concerned the size and detailing of the house, the size of the garden and the kind of planting. The largest, type 7, is a two-storey freestanding house with an attic, and was meant for directors, doctors and pastors; the two smallest types are one-storey terraced houses for the guards. The types in between are variations on the two-storey semi-detached house for middle management staff.

Within the typology, the number and size of the bedrooms, placement and size of the kitchens and toilets, shared or private, are the distinguishing factors. Within type 7, some houses have lean-to greenhouses on the garden side.

### Ommerschans

In Colony IV (Ommerschans), W.C. Metzelaar developed three different types that resemble the types found in Veenhuizen. The freestanding house, type 5 in Ommerschans, is a – richer – variation on type 7 in Veenhuizen. The semi-detached house, Ommerschans type 2, is highly similar to type 4 in Veenhuizen. The terraced house of type 1 in Ommerschans is a two-storey variation on a one-storey type 1 terraced house in Veenhuizen. The remaining types were developed by the architects W. Burgmans (semi-detached house in chalet style) and J.G. Robbers (semi-detached house in cottage style). For many years Robbers, an architect-engineer, was W.C. Metzelaar’s assistant at the Department of Justice. The staff houses in Veenhuizen, also designed by him, are variations on types 1 and 2.

### Merksplas

Analogous to the situation in the Netherlands, Victor Besme designed official residences in his overall plan for Colony VII (Merksplas) that reflected the hierarchical system within the workforce. The official residence was part of the salary. The difference was expressed in the size and detailing of the house, the size of the garden and the kind of planting. All houses were constructed of sintered brick.

Type 4 are freestanding villas, surrounded by a lawn, for the higher levels of management (doctor, almoner, sub-director and director). These ample villas differ in type and size. They have additions such as verandas, front steps and decorative ornaments. The largest one is the general director’s.

Type 3 comprises villas for management personnel and specific functions – such as the officers, head warden, chief clerk and agricultural engineer. These are all freestanding residences with large gardens.

Type 2 comprises large semi-detached houses for administrative staff, with two storeys and an attic with a substantial kitchen garden. They are larger than the houses provided for guards (type 1).

## RESULTING LANDSCAPE LAYERS TYPE $\alpha^2$ AND TYPE $\beta^2$

### Colony landscape layer Type $\alpha^2$

Second phase planned development with large collective farms and farm building complexes incorporating the earlier individual plots and Colony houses of type  $\alpha^1$ . There are some remaining smallholder farms, but most have been changed into houses. Additional collective infrastructure for education and health care and added religious buildings at various central locations. (Frederiksoord-Wilhelminaoord)

### Colony landscape layer Type $\beta^2$

Enhanced panoptic Colony landscape, which underlines the power of the State, by an urbanistic reorganisation of an existing Colony landscape. Strengthened emphasis on important, symbolic axes by added plantings and placement of numerous new buildings in a coherent architectural style. Addition of large, mostly new-build, second phase institutions and extensive working facilities both in collective farms and workshops. Additional infrastructure for health care. Dispersed structured ensembles of staff houses at strategic locations within the cultivation line of the agricultural colony. These vary in size, decoration and surrounding garden, according to the hierarchical status of the staff member. Added elements for supervision and confinement, such as barracks and sentry posts (Wortel).

## 6 PHASE 3 DECLINE AND REVALORISATION

Whilst the institutions assumed an increasingly penal character and social security measures were introduced, the Society of Benevolence's relevance, membership and income from donations was dwindling. It survived through its forestry and farm rents. Income reached an all-time low in the 1920s, and the arrival of new colonists dropped dramatically.

In 1923 it was decided to sell Colony III, Willemsoord. Gradually the houses, the farms, the community building, the staff homes and the factory buildings were auctioned.

Following a 1934 amendment to the articles of association, the accommodation of new colonists' families in the remaining Colonies I and II, Frederiksoord and Wilhelminaord, had definitely become a thing of the past. Several large farms were leased and the free farmer status of a number of farmers was cancelled. The colonist workers became ordinary tenants of the Society of Benevolence.

In the following decades, large losses were suffered amongst the remaining family farmhouses, which had become obsolete and thus uneconomical to retain. The number of original family farmhouses in all seven Colonies to survive past this period was 169, only 30%. The areas evolved into ordinary villages.

Ommerschans changed its target group and transformed itself into a re-education institution for boys, who were trained as farmers at the institution and on its farms. From 1933 it became an institution for male persons declared of unsound mind, with limited agricultural activity that continues to this day. The link with the surrounding farms was gradually severed; most of the farms were sold.

In the other unfree Colonies, the influx of new residents also decreased after 1918; the vacant space in the buildings was systematically filled by penal institutions. In Wortel and Merksplas Colonies, the





farms produced with and for the colonists until 1993. Up until then, people still lived in both Colonies on account of vagrancy charges.

In Veenhuizen the influx of beggars and vagrants had already stopped earlier on, because the criminal law article was no longer enforced. After World War I, the institutions in Veenhuizen gradually changed from institutions for vagrants into penal institutions, until in 1953 the reception of vagrants stopped. In 1954, the farms and the land were transferred to the State Property Department (Dienst der Domeinen) and the link with food production ended.

In the late twentieth century, the trend was to stop the existing practice of compulsory labour in the fields, which led the governments to look into the possibility of selling the land. In the Netherlands, this was what happened in Veenhuizen in the 1980s. In 1993 the Belgian law against vagrancy was abolished, and in 1995 the Belgian government announced its intention to sell their Colonies. However, after public protest, it transferred these properties to regional public organisations.

In the 21st century there has been a considerable interest in conservation and the start of Colony tourism. Meanwhile changes continued, and still continue, at the penal institutions. New administrative wings, expanding workshops and security fencing are the more prominent recent additions.

Agricultural use continues to this day. Social employment still exists in all the Colonies, but it is no longer the main objective.

	NOT PRIMARILY FOR POVERTY DEDUCTION AS OF	LANDSCAPE CEASES TO PROVIDE AGRICULTURAL WORK AND FOOD FOR COLONISTS
<b>Frederiksoord</b>	1934 – privatisation, evolution towards village	1934
<b>Wilhelminaoord</b>	1934 – privatisation, evolution towards village	1934
<b>Willemsoord</b>	1923 – privatisation, evolution towards village	1923
<b>Ommerschans</b>	1933 – institution for people declared of unsound mind	1933
<b>Wortel</b>	1993 – transition phase, partly re-use for prison	1993
<b>Veenhuizen</b>	1918 – 1953 transition phase poverty reduction – partly re-use for prison	1953
<b>Merksplas</b>	1921 – transition phase, introduction of penal institution for prisoners with special needs in part of the Colony, 1947 - introduction of regular penal institution in part of the Colony	1993



↑  
Orhophoto of Wortel, 23.12.2012  
(information Flanders)

## 7 INDIVIDUAL COLONIES

### FREDERIKSOORD (COLONY I)

#### Milestones

1818	Foundation of the 'experimental' Colony at what is now Frederiksoord
1823	Start of the Institute for Agriculture in Wateren
1860	Start of Collectivisation – building of the large farms
1884	Founding of Horticultural School
1887	Start of Forestry School
1934	Poor families no longer admitted, start of partial privatisation
1960	Society of Benevolence becomes a foundation

#### Evolution of the landscape

##### BEFORE

**Westerbeeksloot Estate with some roads, a small plantation, a lodge and a hotel, surrounded by a large area of heathland.**

At the beginning of the 19th century, the border area between the three provinces of Drenthe, Fryslân and Overijssel consisted of an inaccessible boulder clay plateau, covered with wet heath, peat lakes and raised bogs, with scattered headlands with dry heath. Civilisation began some kilometres to the east and to the west, in the form of the 'esdorp' landscape (villages with farms around a central common green, surrounded by fields adjacent to the village, heathlands used for grazing and 'madelanden' in the brook valleys,

used for the production of hay, situated higher up on the moraine of Steenwijk (Overijssel) and the higher sand plateaus around Vledder (Drenthe). The sand farmers at that time used the wilderness for grazing sheep and cutting sods and turf. A few winding dirt roads connected village and field.

To the north and the south, too, the wilderness was bordered by an inhabited agricultural landscape, in the form of old cultivated peat landscapes with their characteristic linear plots. These were the cultivations of Peperga, Steggerda, Nijensleek and Wapserveen. As early as the 12th century, cultivations had been taking place here, with the small rivers of Linde (southeast Friesland) and Wapserveense Aa (southwest Drenthe) as the starting point. The valleys themselves were used mainly for hay making by the farmers from the peat cultivation villages.

Striking structures in the landscape included the barge canal, situated south of the village of Noordwolde, which was dug in the 17th century for the transport of turf (fuel from peat) from the moor, and the Westerbeeksloot estate, including the mansion on the main road between Steenwijk and Vledder. The estate, situated in the middle of the heath and peatland area, was easily accessible via the Wester-beeksloot barge canal and roads to Vledder in Drenthe and Noordwolde in Friesland.

#### PHASE 1 — 1818-1859

##### CREATION OF LANDSCAPE LAYER α<sup>1</sup>

#### Creation of a new small-scale Colony landscape with smallholder farms

As a location for the establishment of the very first Colony, the Society had opted for the large Westerbeeksloot estate in the province of Drenthe, covering some 600 hectares. This area contained forests, some arable land and heaths, next to a mansion. The Colony was named Frederiksoord, after its patron, the Prince of Orange.



A road (today's Major van Swietenlaan, the N855) crossed the estate in east-west direction and a hotel was located alongside.

In 1818 the first free Colony, containing 53 farms, was established south of Westerbeeksloot estate. One year later, a start was made on the second Colony, with fifty farms, east and north of the estate. In 1823 both Colonies were merged, and from 1825 they were jointly referred to as Colony I.

The cultivation started out on the basis of the existing infrastructure, such as the Westerbeeksloot barge canal and the main road between the villages of Steenwijk and Vledder. To facilitate the cultivation, the Westerbeeksloot was widened and lengthened to enable transport by keel barges, and two branch canals were dug perpendicular to it. The main road to Vledder divided the first and the second Colonies and became the heart of Frederiksoord, also because of the presence of Huis Westerbeek and the adjacent guest house. As the property owned by the Society of Benevolence extended further north, the Koningin Wilhelminalaan, which ran in northwest-southeast direction, took on increasing significance. Parallel to this avenue ran the ribbons with Colony farms of the second Colony (currently: Hooiweg, Vaartweg and M.A. van Naamen van Eemneslaan). Along these roads, at 60-metre intervals, identical Colony farms were situated, in single-sided or double-sided ribbons.

Each of the 53 Colony houses situated along the roads and the Westerbeeksloot had an adjoining plot of land for a vegetable garden and an orchard. The plots belonging to these farms measured 2.4 hectares and were bordered by narrow ditches. Although the plots were cultivated in an orderly structure, the infrastructure of Frederiksoord is not linear, because it connected with precolonial roads and ditches, and with the Westerbeeksloot estate.

In 1830 the contiguous Colony landscape around Frederiksoord consisted of about 4,000 hectares of land. From each colonist's house, an average of 2.5 hectares of land adjoining it was cultivated and worked.



After a few years it was found that the Colonies were not functioning satisfactorily: the canalised Westerbeeksloot, for example, often ran dry in summer and neither the poplars, which had been planted alongside the avenues, nor the crops proved to be resistant to the infertile sandy soils on which the agricultural systems were tested.

#### PHASE 2 — 1860-1918 ADDITION OF LANDSCAPE LAYER $\alpha^2$

##### **Addition of large collective farms and extra education facilities within the existing landscape grid**

Around 1859 it was decided to collectivise the farming of the land.

The existing smallholder plots were assigned to large new working farms measuring around 50 hectares. The internal division of the original plot (with vegetable garden and orchard) disappeared, but not the outlines. In Frederiksoord the farm Hoeve Koning Willem III was added in this way. The aim of this approach was to improve not only agricultural production, but also the disciplining of the colonists.

↑  
Houses on the Straatweg in  
Frederiksoord, Willem Ball,  
early 19th century (R.A.)



The former horticultural school in Frederiksoord (J.v.L.)



Forestry school G.A. Van Swieten in Frederiksoord (M.v.W.)



Former forestry school G.A. Van Swieten in Frederiksoord (J.v.L.)

The road structure was preserved. The Horti-cultural School (1884) and the Forestry School (1887) were added to provide more in-depth education.

### PHASE 3 — 1918 – NOW

#### Change of scope of the Society of Benevolence, privatisation and evolution into ordinary village

Only about eight Colony houses had disappeared during the creation of the collective farms, but mid-20th century many more were removed. In the area opposite the Westerbeekslot, a new housing development was added.

In the 1980s, the horticultural school expanded its area, fostering ambitions for a horticultural college and a permanent garden show, and also to create student accommodation. Further to the east show gardens, an events area and a visitors' centre (which it is again now) were established, accompanied by a new roundabout and a car park in the southern part of the Colony.

In this century a project was undertaken to replace around 60 lost Colony houses by sustainable modern versions, on their historical locations. This has included all the former Colony houses on the Molenlaan to the south, for example.

Agriculture is still a major economic driving force in the free Colonies. By now the collective farms have all become private enterprises, while the smaller Colony farms have been redesignated as private housing. Since 1960, the Society of Benevolence has been a foundation, with the primary goal of preserving the cultural heritage values and stories for posterity. It acts mainly as the administrator of land and property. The Society still owns a substantial part of the land (1,300 hectares) and 60 buildings, and exploits these on a non-profit basis. Since 2015, together with the municipality of Westerveld and the province of Drenthe, it has been developing projects to restore and reinforce the authentic Colony landscape, and it has established a Colony Centre, which hosts the new visitors' centre and activities related to the Colony.

Social economy is limited to facilitating housing (Kiemhuis – potato germ house) and work for Wajong youngsters (Invalidity Insurance (Young Disabled Persons) Act) on benefits, and/or day centres. Small-scale support is provided to societies and organisations in the region.

## WILHELMINAOORD (COLONY II)

### Milestones

1820-1822

Wilhelminaoord, Boschoord including Vierdeparten were initially founded as free Colonies. Following a reorganisation of the Society of Benevolence in 1825, they were merged into Colony II, named Wilhelminaoord. Westvierdeparten was incorporated in Colony III, Willemsoord

1823 Addition of a school and schoolmaster's house

1851 Building of a church

1860 Upscaling of agriculture, collectivisation of the plots

1865 Collective farm Hoeve de Dankbaarheid was built

1893 Rustoord I, home for elderly couples, was established

1904 Rustoord II, home for elderly singles was added

1934 Poor families no longer admitted, start of partial privatisation

## Evolution of the landscape

### BEFORE

The north-eastern part of the Westerbeeksloot estate with some roads, surrounded by a large area of heathland. A strip of lower pasture areas next to already cultivated farmland of neighbouring communities.

### PHASE 1 — 1820-1859

#### CREATION OF LANDSCAPE LAYER α<sup>1</sup>

#### Creation of a new small-scale Colony landscape with smallholder farms.

Wilhelminaoord was established in 1820 on the grounds of the Westerbeeksloot estate and the Vierdeparten area.

This area continued the pattern in Frederiksoord, though with slightly larger plots and, consequently, slightly greater distances (120 metres) between Colony houses. There were about 62 standard Colony houses and supervisors' Colony houses situated along three lanes planted with trees.

It was here that in 1819 a cemetery was constructed. An 'Apostle' beech (i.e. several saplings in one hole) was planted, and a weeping beech also survives.

A school and a schoolmaster's house were built in 1823 and the church in 1851.

In 1821/1822, Oostvierdeparten and Westvierdeparten were cultivated and parcelled. They consist of a narrow central road with a length of approximately ten kilometres, with around 100 Colony farms on either side. The main part of Vierdeparten is situated in the province of Friesland, and connects the free Colonies of Willemsoord (1820) and Boschoord (1822). In the east, Boschoord was set up as an agricultural colony on higher (poor) sandy soils.



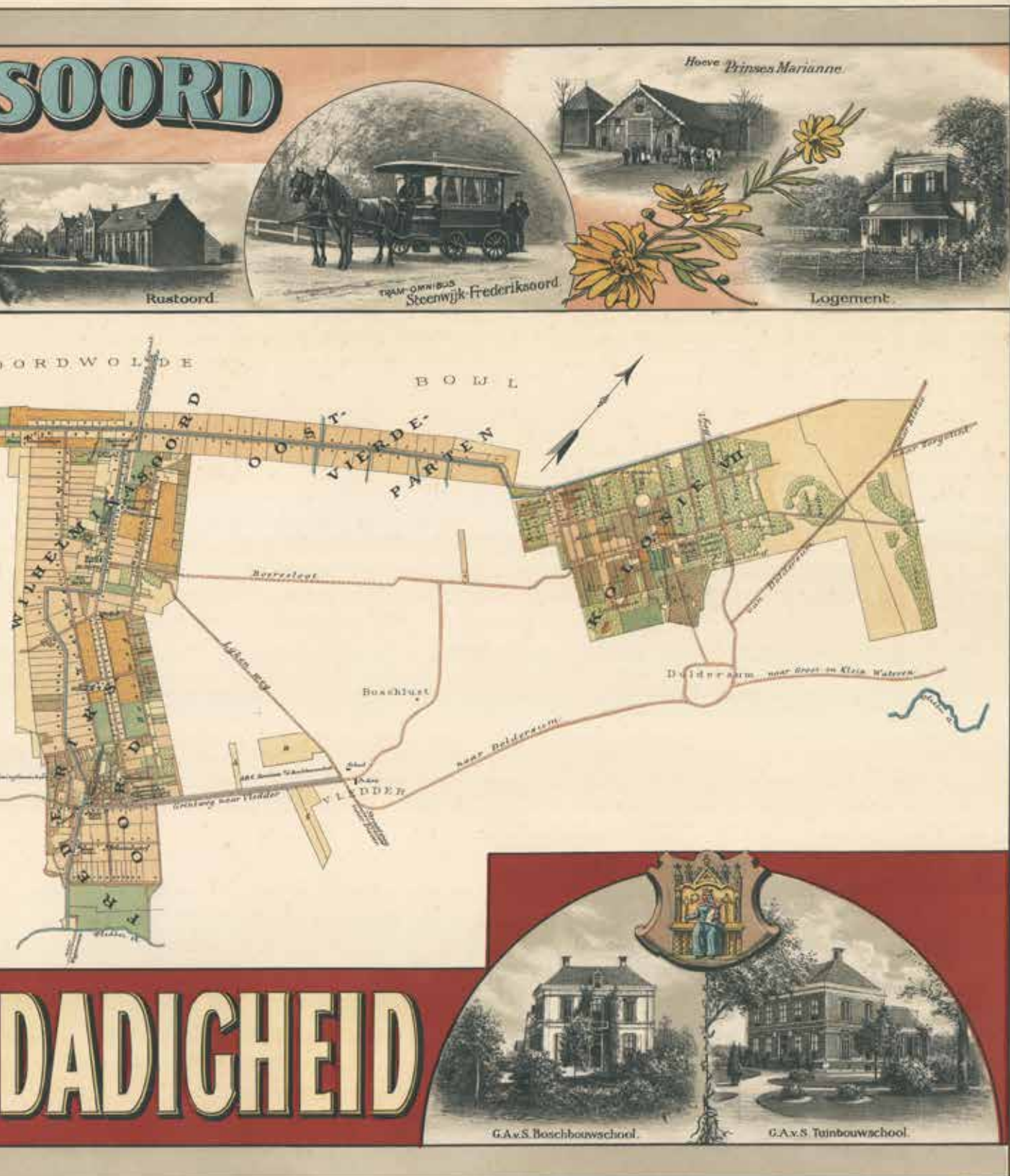


# Plattegrond

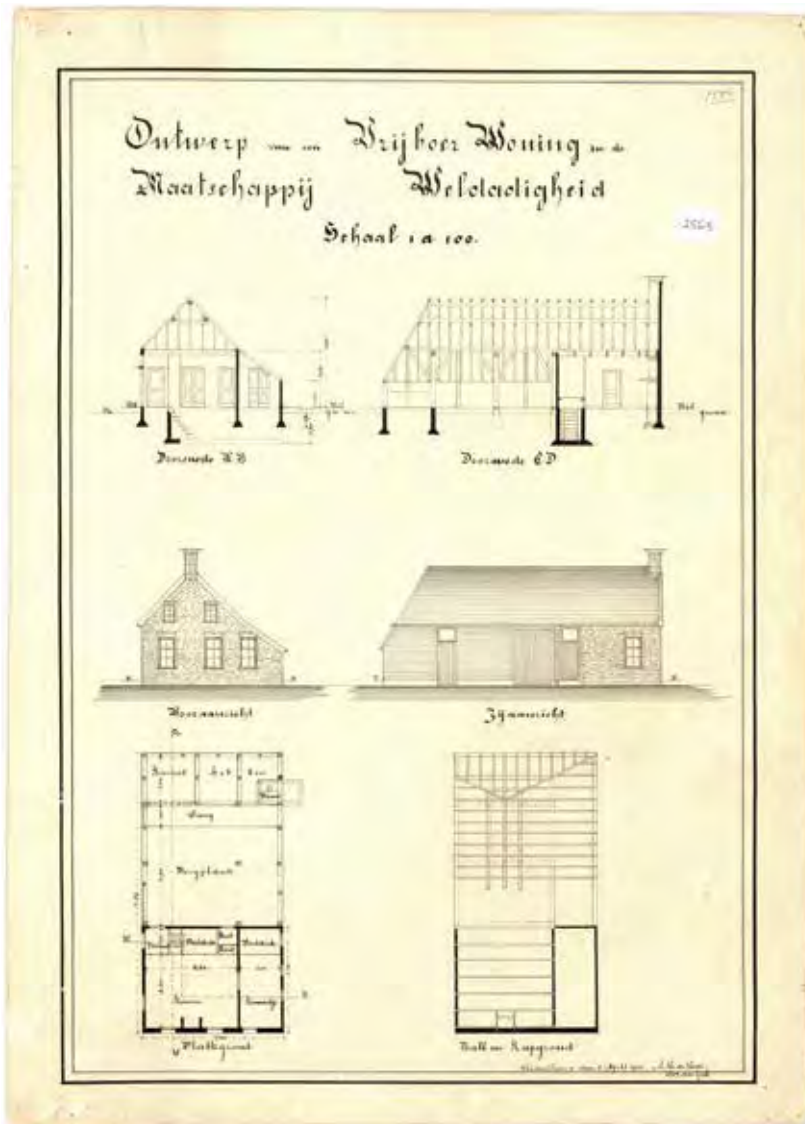
VAN DE **MAATSCHAPPIJ** VAN WEL



↓  
Poster of the free Colonies  
I, II and III, late 19th century  
(M.v.W.)



↓  
The design of a freeholder farm,  
around 1901 (M.v.W.)



This failed, despite innovative techniques to make the soil fertile (e.g. green manure through broom cultivation), after which it was decided to convert the area to a production forest. In 1823, the Agricultural Institute was built north of Wateren. For this purpose yet another 500 hectares of land were cultivated and put into operation as pasture for cattle breeding. The Institute at Wateren and the surrounding land were sold to the State in 1859.

## PHASE 2 — 1860-1918 ADDITION OF LANDSCAPE LAYER $\alpha^2$

**Addition of large collective farms and extra education facilities within the existing landscape grid.**

After 1859 some small plots were collectivized, as in Frederiksoord, and around 1865 a large farm was built with a hexagonal wooden barn. Around 1910 the farm burned down (except for the barn, which still exists). It was rebuilt in 1913 with anonymous funding, which later turned out to have come from Princess Marianne. Rustoord, the first home for elderly couples, opened in 1893 and was extended two years later. In 1904 Rustoord II opened, a home for elderly singles. From 1898, the steam powered dairy factory Deli in Wilhelminaoord processed the milk from 700 Colony cows.

At the beginning of the 20th century a second large farm, a so-called 'freeholder farm' where a promoted former colonist was in charge of running the farm business, was built at the M.A. van Naamen van Eemneslaan.





### PHASE 3 — 1918-NOW

#### **Change of scope of the Society of Benevolence, privatisation and evolution into ordinary village**

After 1934 new colonists were no longer admitted to the Colony. The area became gradually privatised and evolved into a normal village. However, agriculture remains a dominant activity in the area.

After the construction of a new home for the elderly, the Rustoord II building was converted into Buitencentrum Wilhelminaord, property of the municipality of The Hague.

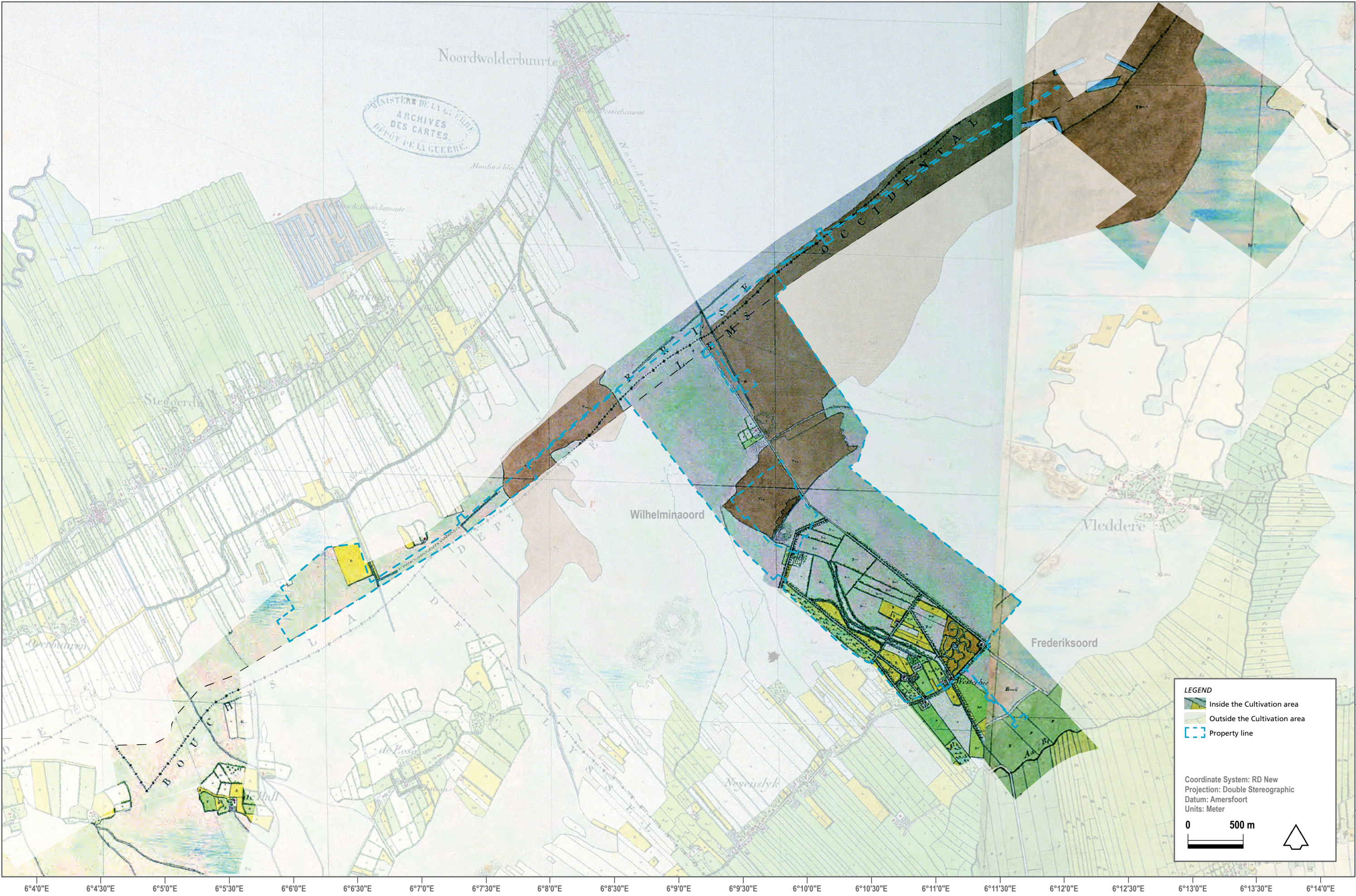
The simple little brick church with its small tower, in use by the Dutch Reformed church until 2009, nowadays accommodates festive and cultural events. Until the dissolution of the church function, the 1912 rectory adjacent to the church was the vicar's home.

In 2013 a cubicle barn was added to Hoeve Prinses Marianne. The barn has been carefully integrated into the landscape and is exemplary for appropriate renovation in line with heritage values.

The former school with schoolmaster's house in Wilhelminaord, built in 1821, is a double house now. The basketry/weaving mill/forge on the Wilhelminalaan offered the required alternative employment to colonists who were unfit for hard agricultural labour. The building was recently (2018) converted into adapted housing facilities for people with autism.

↑  
Dutch reformed church with  
rectory in Wilhelminaord  
(J.v.L.)











M2.9 DESCRIPTION: HISTORICAL DEVELOPMENT BEFORE 1860-1918  
COMPONENT PART A: FREDRIKSOORD-WILHELMINAORD  
1:30.000









## WILLEMSOORD (COLONY III)

### Milestones

1820	Start of Colony of Willemsoord
1851	Building of Dutch Reformed church
1860	Upscaling of agriculture, building of three large collective farms
1890	Establishment of a school for agriculture
1923	Decision to sell the Colony, start of privatisation



Guest house and coffee house in Willemsoord (A.S.)



## Evolution of the landscape

### BEFORE

In 1820 the Society of Benevolence purchased heathlands in Steenwijkerwold (Overijssel), 14 kilometres southwest of Frederiksoord. There Colony III (later Willemsoord) was realised, near the hamlet of De Hall.

A methodical organisation was possible here, because the existing infrastructure consisted of paths running through the heath.

### PHASE 1 — 1820-1859

#### CREATION OF LANDSCAPE LAYER α<sup>1</sup>

Creation of a new small-scale Colony landscape with smallholder farms

This Colony was larger than the previous two, comprising 150 family farms. Towards the west there was an existing road running north-south, and at the intersection with one of the Colony's avenues a diamond-shaped space was formed surrounded by communal buildings: the deputy director's house, a spinning hall, a school with the teacher's house and a hostelry. In 1851 a Dutch Reformed church, very similar to the one in Wilhelminaord, was built close to the crossroads. Its rectory was added in 1868. East of the crossroads it was attempted to achieve a layout of parallel lanes; this was not really successful, because of the shape of the property.

Jewish colonists were accommodated by the Society of Benevolence on the grounds of the former De Pol estate, known as the Jewish quarter. Initially, De Pol was not part of Willemsoord, but was brought under cultivation somewhat later. In 1831, there were enough Jewish men living there to start their own community. Until 1876, there was an active synagogue with a classroom, a cemetery and a bathhouse.



## PHASE 2 — 1860-1918

### ADDITION OF LANDSCAPE LAYER $\alpha^2$

#### Addition of large collective farms and extra education facilities within the existing landscape grid

After 1860 much of the land was collectivised, as in the two previous Colonies, and three collective farms were built. One was located south of the church (General van den Bosch Farm), a second on the central easterly avenue and the third, Hoeve Amsterdam, replaced 16 family farms on the northern easterly avenue. Soon afterwards, a railway was constructed parallel to the old road. In 1890, a school of agriculture was established which lasted only a short period of time.

The Colony retained its general form until it was decided in 1923 to gradually sell it. From that time onwards, the trees started disappearing and changes and new construction by purchasers resulted in the core of the settlement around the crossroads becoming indistinguishable from an ordinary suburb. On the easterly avenues, the earlier pattern can be discerned from the air, but alterations and new buildings make it hard to perceive at ground level. By mid-20th century, the Colony houses to the north had already disappeared, as had many of those to the south. On one short section of Lohnislaan several Colony houses have survived.

↓  
Orthogonal structure with  
avenue planting and Colony  
houses (J.v.L.)

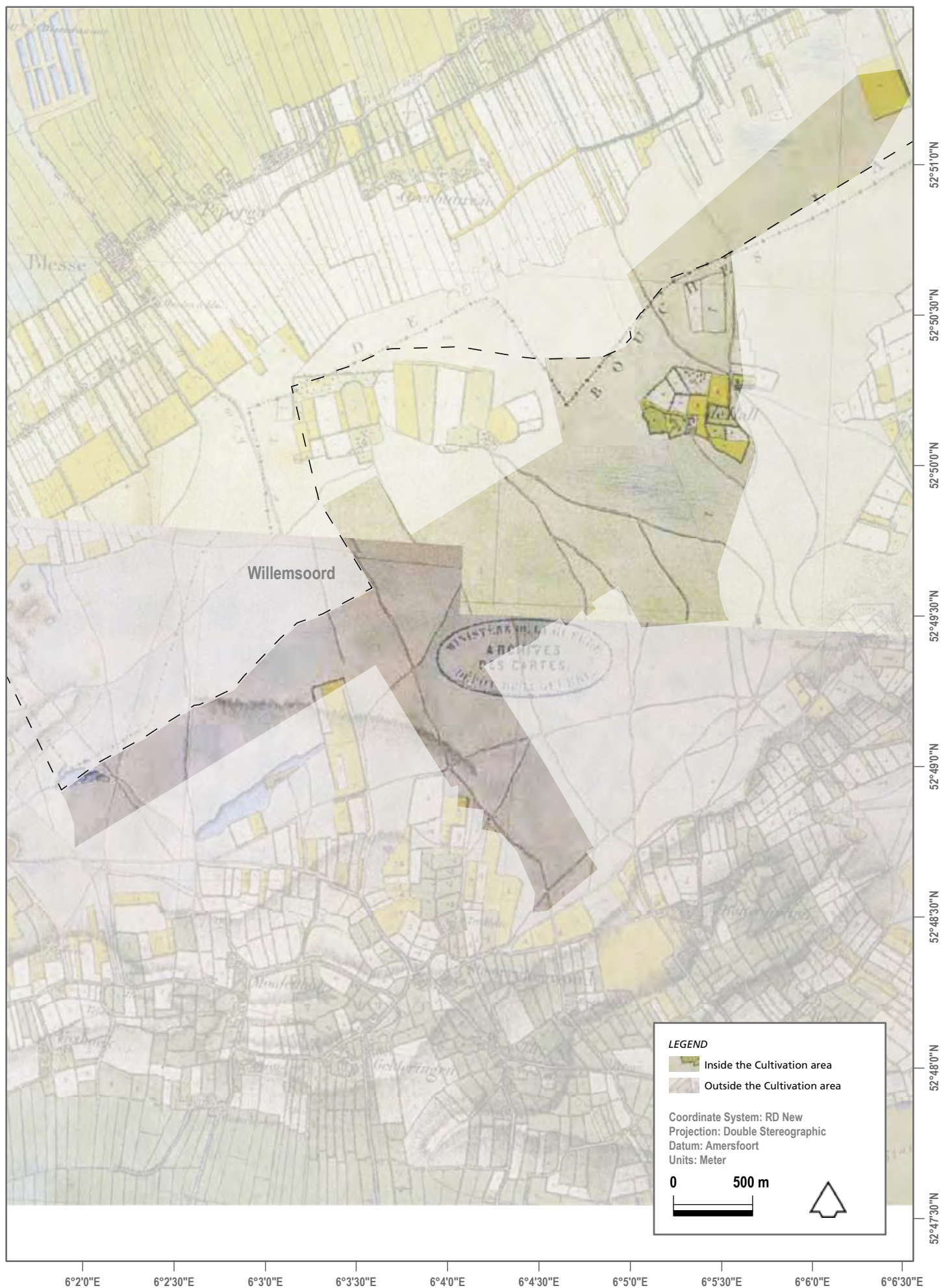
↓  
Jewish cemetery (J.v.L.)

↓  
Protestant church (1851) and  
Rectory (J.v.L.)

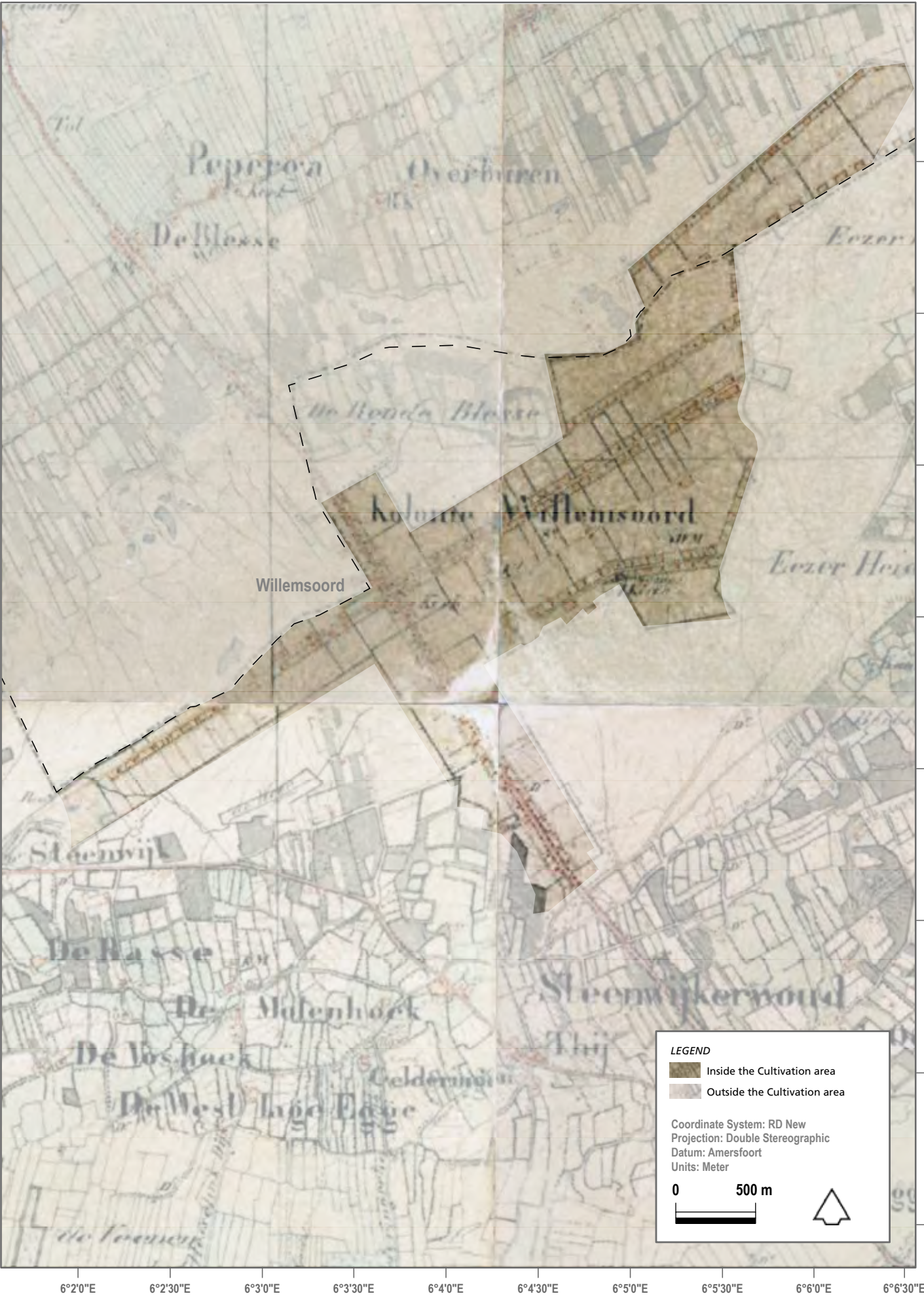




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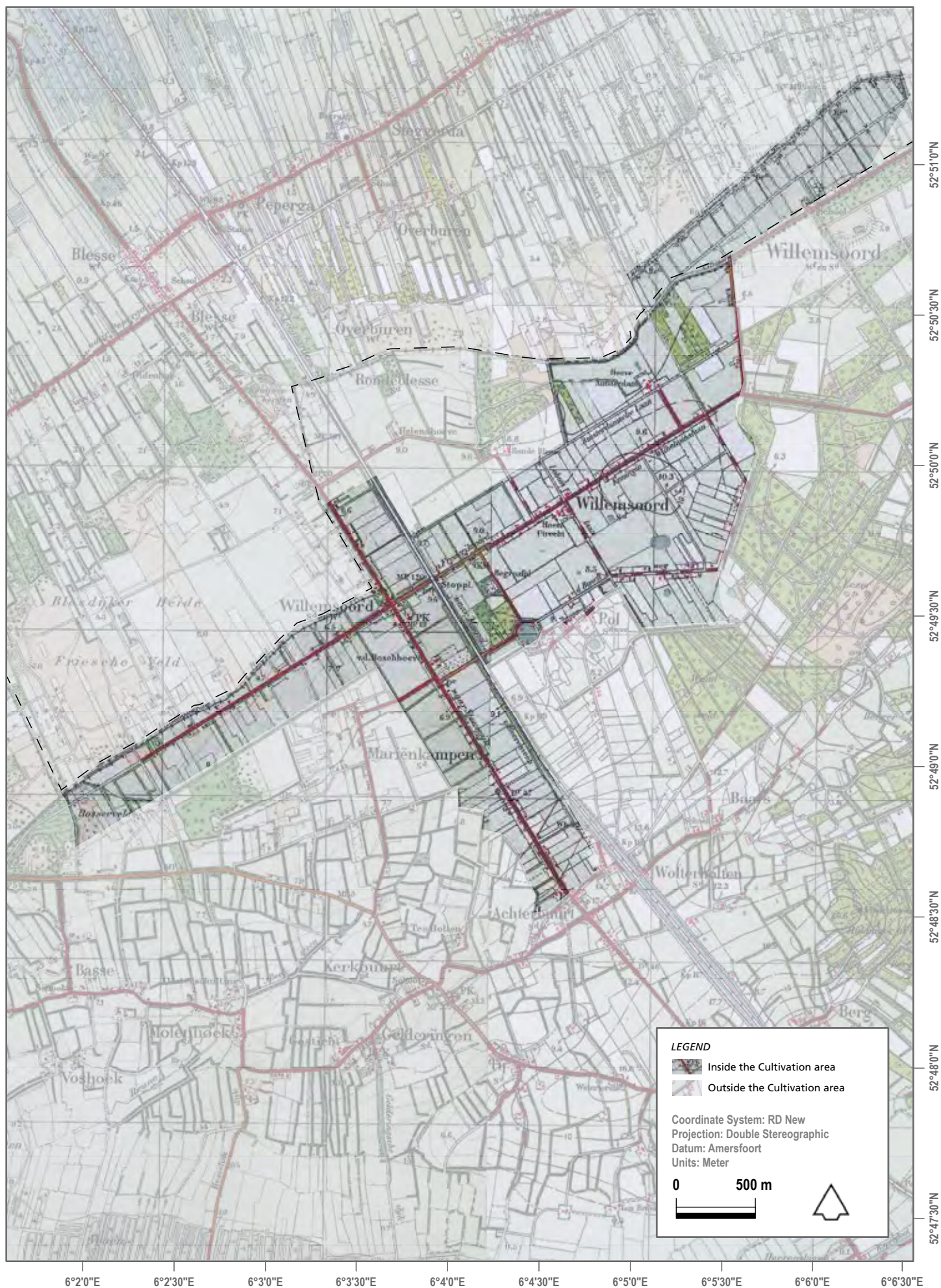




## M2.13 DESCRIPTION: HISTORICAL DEVELOPMENT 1860-1918

### COLONY III: WILLEMSOORD

1:30.000



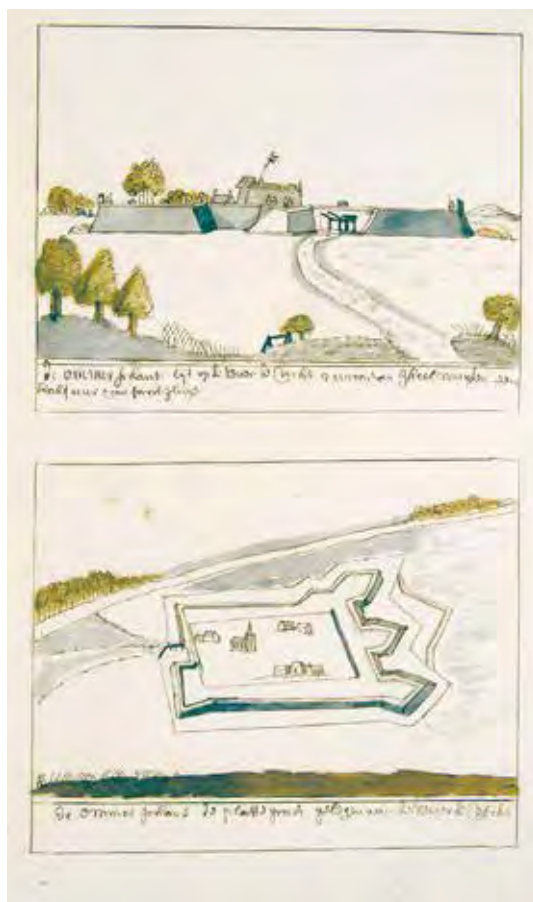








Ommerschans is located on the river Vlecht, C. Pronk, early 18th century (H.V.O.)



## OMMERSCHANS (COLONY IV)

### Milestones

1819	Start of the development of an unfree Colony within the existing remains of a former military retreat
1859	Takeover by the Dutch government, further development under the management of the Ministry of the Interior
1875	Switch to the Ministry of Justice
1889	Vagrants are moved to Veenhuizen, the institution becomes obsolete
1893	Start of major construction programme led by W.C. Metzelaar: institution Veldzicht for boys, staff housing and several other buildings. Part of the farms are privatised
1908	The old institution is demolished
1933	Veldzicht becomes an institution for the criminally insane

## Evolution of the landscape

### BEFORE

In the Ommersche Veld, a vast heathland area south of the river Reest and north of the municipality of Ommen, the 17th-century fortification Ommerschans was to be found. At the beginning of the 19th century, the fortress was one of the largest ammunition storage facilities in the Netherlands. Northwest of Ommerschans there was a cushion bog where peat was cut for fuel. The main entrance was situated east of the fortress: the north-south oriented road from Ommen to Meppel in Drenthe. As from 1811 Ommerschans and the surrounding area became more easily accessible, following the construction of the Dedemsvaart canal (1809-1811) north of Ommerschans for the large-scale transport of turf.

### PHASE 1 — 1819-1859

#### CREATION OF LANDSCAPE LAYER $\beta^1$

#### Creation of a new-large scale Colony landscape with an institution and large collective farms

The Society's first central institution for beggars and vagrants was placed within a moat, itself within the ramparts and outer moat of a disused military fort.

The large institution was intended to accommodate 1,000 inhabitants. At the time, with its dimensions of 100 by 100 metres, it was considered to be the largest building in the country. It had blind exterior walls, so that it was oriented entirely towards a central courtyard. A small wall divided this yard in men's and women's quarters. The different wings comprised thirty dormitories for forty 'colons', or inhabitants, each with a supervisor's facility in between. In the daytime area a spinning hall, a weaving mill, a warehouse and the staff rooms were to be found.

Twenty-one large farms were realised on the surrounding peatlands to employ the inmates.

Soon afterwards, in 1845, a Dutch Reformed church, also used for Catholic services, and a primary school were built nearby to the north. The director's house was also to be found in that direction, albeit somewhat further away. The cemetery was situated just outside the fort's southern moat.

## PHASE 2 — 1860-1918

### ADDITION OF LANDSCAPE LAYER $\beta^2$

#### Addition of staff housing, institutions and production buildings within the existing landscape grid

In 1859 the Dutch state took over the unfree Colonies and initiated a new building programme. Drastic changes in the building stock in Ommerschans occurred around that time.

An operation to upscale the farms was started, and the 1820s farm buildings were demolished in the 1870s, with the exception of two buildings at the far western end. By 1874 the buildings had been replaced by around ten new ones at the same locations, under the supervision of engineer W. Leemans. The new buildings were located relatively close to the labour force in the institution, and were fitted with large barns with integrated farmers' houses; a fine example was 'Farm no. 4', south of the fort. The farmer was responsible for the supervision on the agricultural work.

Ommerschans was a huge building with no outward facing windows, and its punitive regime had earned it a bad reputation. In 1889, the beggars were transferred to Veenhuizen, following which many of the farms were auctioned off to private farmers. At this time there were already plans for a new state institution for the re-education of boys with behavioural problems. This institution, which was given the positive-sounding name Veldzicht (Field View), was erected in the period 1892-1894 within the moat, situated well away to the north. The regime focused mainly on



agricultural and horticultural education, and much of the time the boys were out in the fields for learning purposes. Therefore, a new farm was built just north of the fort in 1909, and Farm no. 4 was retained as a dairy farm. A new director's house (Villa Erica) was built in 1894, with one side of the moat exhibited in the view like a garden canal. Staff housing followed in the years 1892-1920, close to Balkbrug, the settlement to the north that had developed alongside a canal. The old institution was demolished in 1908.

## PHASE 3 — 1918 - NOW

#### Change of scope, evolution into psychiatric institution and privatisation

From 1933 Veldzicht was an institution for the care of the criminally insane, who were not required to work in the fields. The institutional buildings have since been adapted many times. The remains of the retreat are owned by Staatsbosbeheer (National Forestry Commission), and the nearby farm dating from 1909 is still owned by the State. The main building, dating from 1894, remained situated inside the moat, but the interior was renovated. Currently, Veldzicht is a Centre for Transcultural Psychiatry.

↑  
View of the Institution for  
beggars in Ommerschans,  
J. Van Genk, 1827 (R.A.)



→  
Veldzicht (1894) was built by  
architect W.C. Metzelaar (J.v.L.)

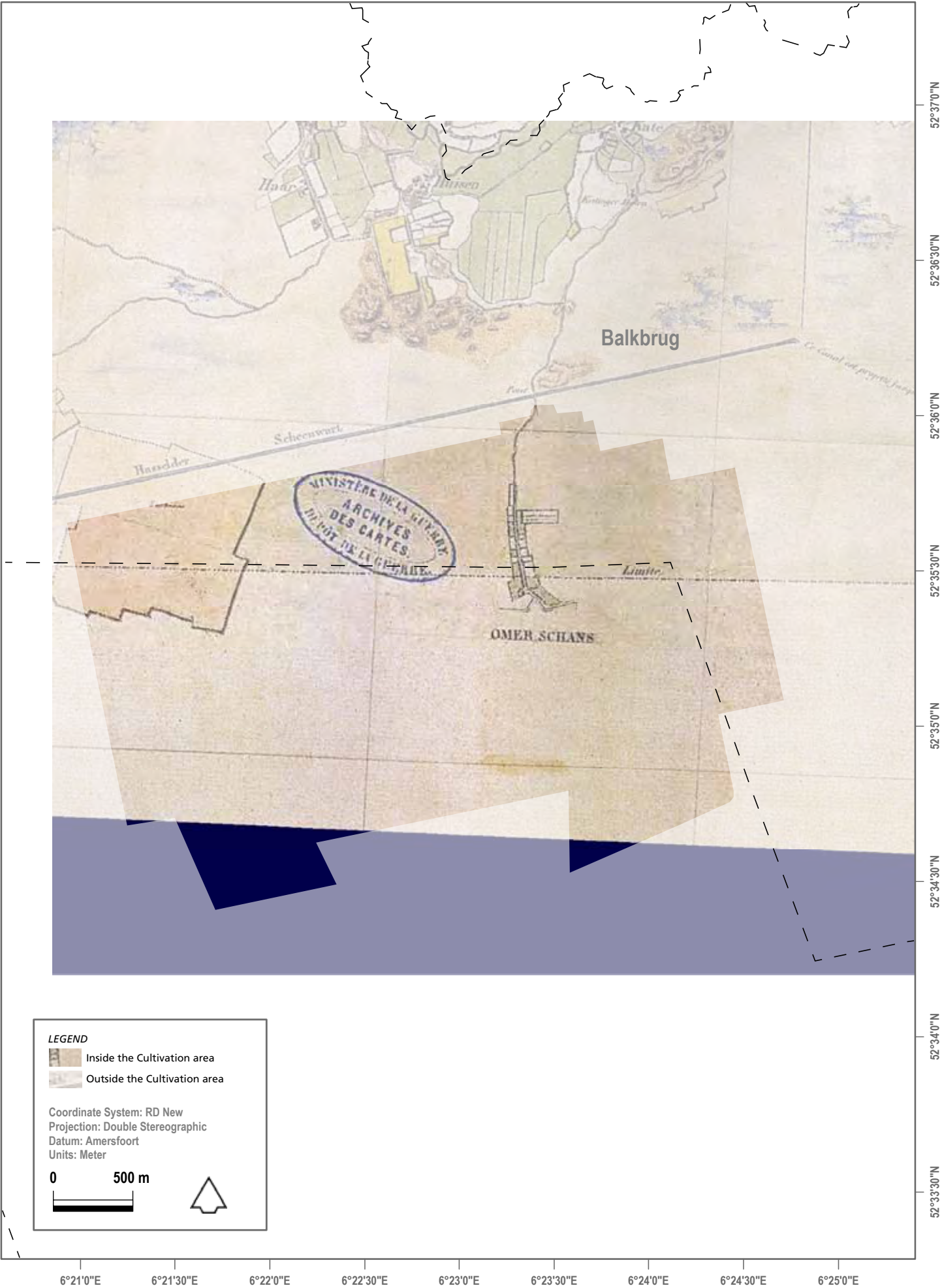
↓  
Re-education Institution  
Veldzicht (D.A.)



Meanwhile the farms sold in 1889/1890 have mostly been replaced or adapted, and are situated amongst extensive ancillary buildings, whilst many new farm complexes have arisen. The drainage ditches appear to have been largely modified.

The orthogonal grid of avenues remains largely intact, although the trees have mostly disappeared. In the 20<sup>th</sup> century much of the staff housing was transferred to private ownership and is now integrated in the expanding village of Balkbrug.

In Ommerschans agriculture also remains the main economic driving force. All the agricultural enterprises and staff housing were sold by the State to private owners and in 2015 a number of structures, including the moat, were restored. The Forestry Commission and the Association Ommerschans are cooperating on projects to preserve the heritage and make it accessible.

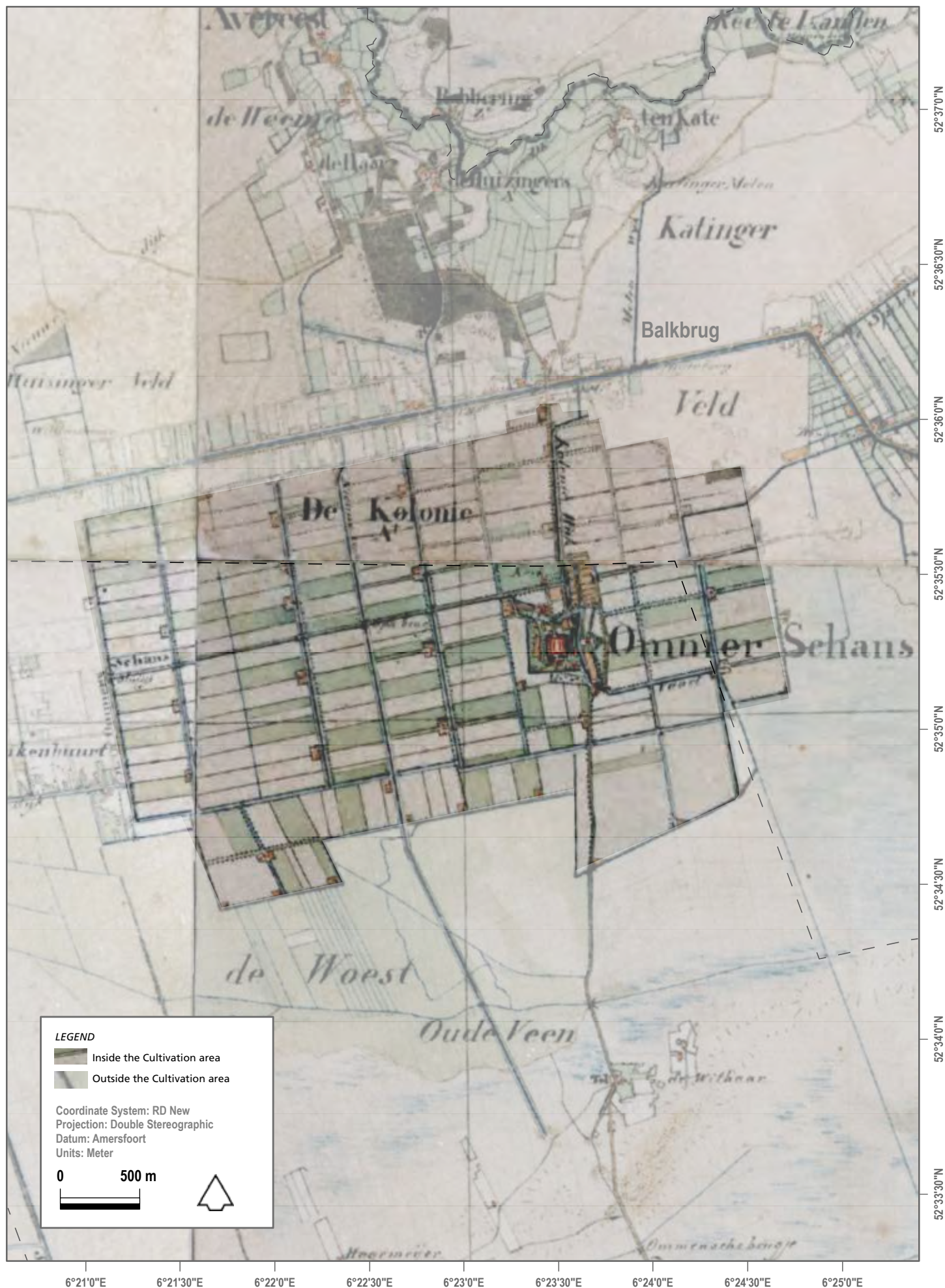




## M2.16 DESCRIPTION: HISTORICAL DEVELOPMENT 1820 -1859

### COLONY IV: OMMERSCHANS

1:30.000

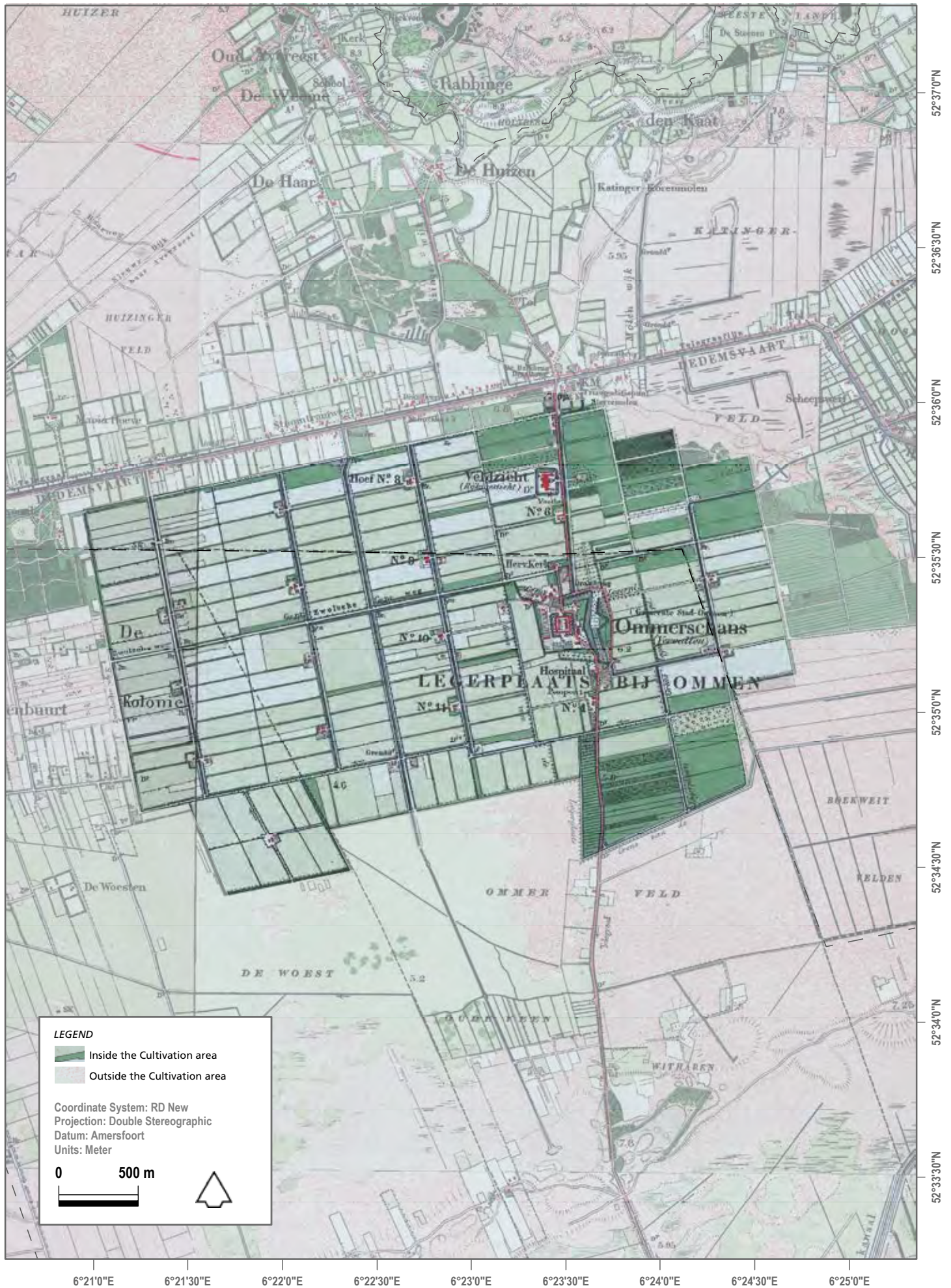




## M2.17 DESCRIPTION: HISTORICAL DEVELOPMENT 1860-1918

### COLONY IV: OMMERSCHANS

1:30.000

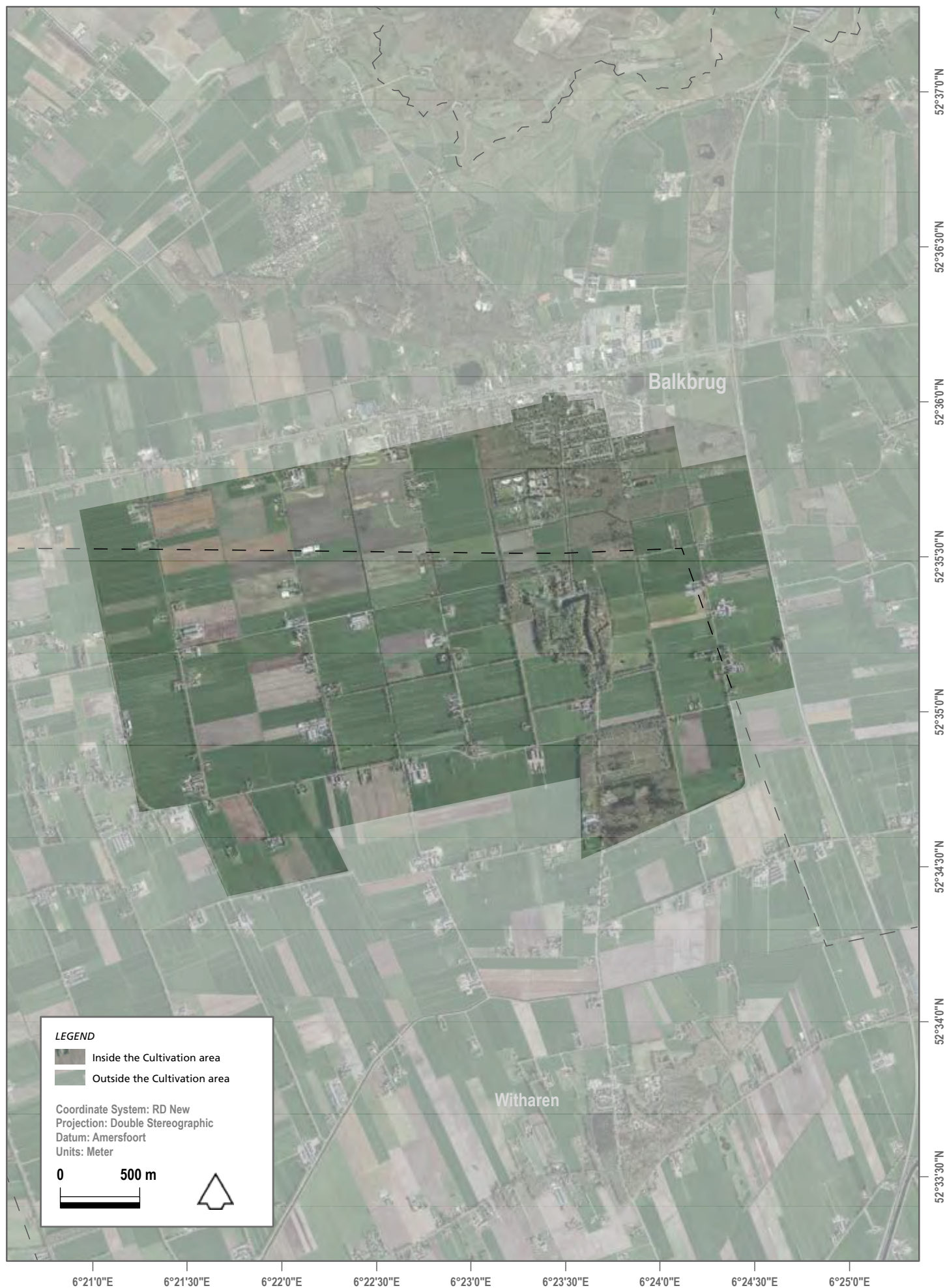




**M2.18 DESCRIPTION: HISTORICAL DEVELOPMENT ACTUAL SITUATION**

**COLONY IV: OMMERSCHANS**

1:30.000



## WORTEL (COLONY V)

### Milestones

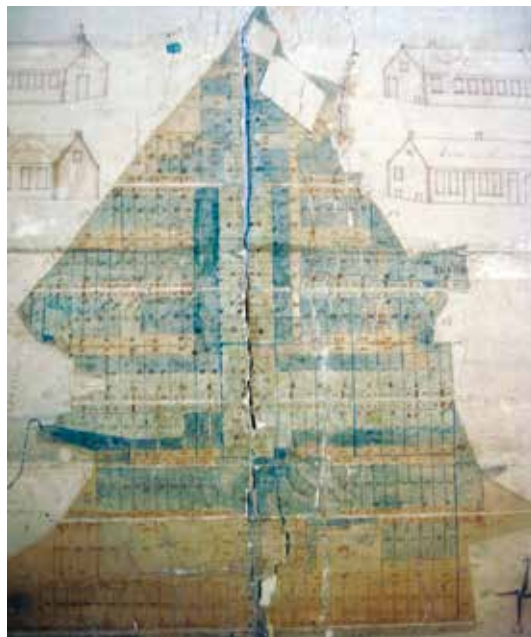
1822	Start of a free Colony in the Southern part of the Kingdom
1830	Independence of Belgium
1842	Bankruptcy of Southern Society of Benevolence
1866	Act for the repression of begging and vagrancy
1870	Acquisition of Wortel Colony by the Belgian State, start of Building Programme
1891	Act Lejeune
1945	War damage
1993	Abolition of the Act Lejeune, Wortel Colony becomes a prison

### Evolution of the landscape

#### BEFORE

East of the village of Wortel, in the Belgian city of Hoogstraten, a vast and varied heathland area (the Bolkse Heide) was to be found with large fens and scattered forest plots. To the south of the area the river Merck meandered, bordered by pastures and hayfields. Inhabitants from surrounding residential areas made common use of the heath for grazing sheep and peat extraction in the wetter areas.

A number of east-west oriented dirt roads traversed the heath and connected small hamlets and isolated farms like Heykant with the larger municipality of Wortel and the city of Hoogstraten.



← Overview map with plot layout and outline of central buildings in Wortel (A.R.B.)

Ergo, enough lands for cultivation, plus good clay soil for the manufacture of bricks. A further decisive factor was the proximity of the beggars' institution in the city of Hoogstraten (established since 1809), because this meant easy access to cheap labour. Only afterwards the drawbacks of the location became apparent: the remote location, absence of infrastructure, infertile soils and the lack of manure in the vicinity.

#### PHASE 1 — 1822-1859

##### CREATION OF LANDSCAPE LAYER α<sup>1</sup>

#### Creation of a new small-scale Colony landscape with smallholder farms

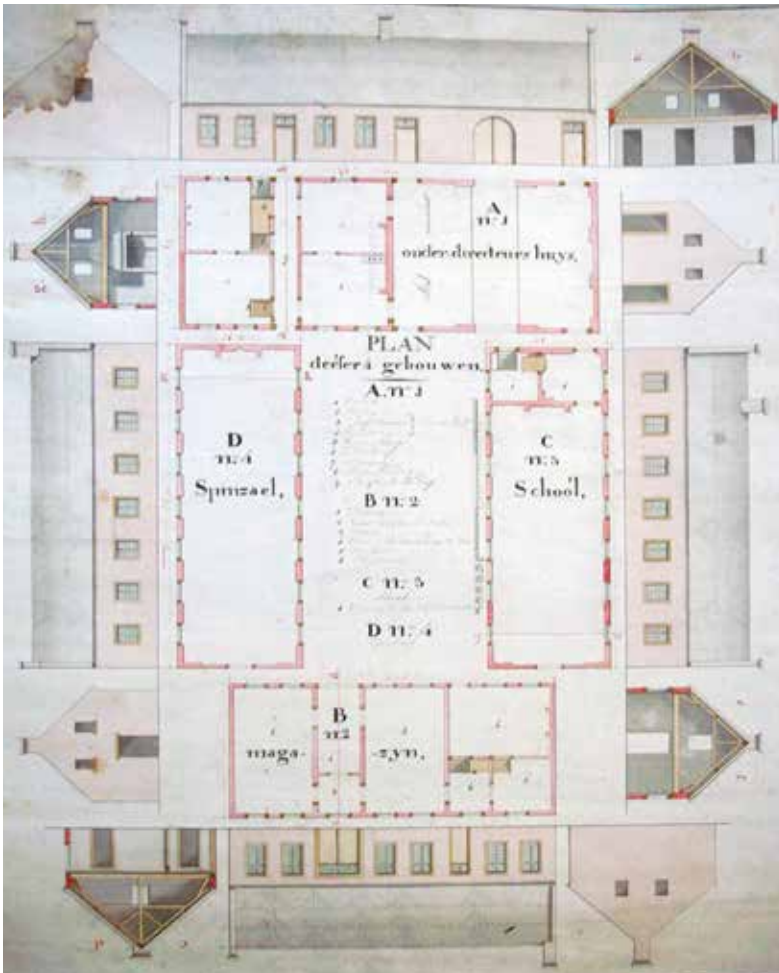
In 1822 work was started to create a free Colony in Wortel (Colony V).

With regard to the structure of this Colony, experiences gained in Frederiksoord and Willemsoord were taken into account and adapted to local conditions. In the National Archives in Brussels, drawings and written



↓  
View of Wortel crossroads a  
feature dating from the period  
as 'free' Colony (K.V.)

↓  
Design of the 4 buildings at the  
central crossroads in Wortel,  
around 1822 (A.R.B.)



documents of the Dutch Colonies can be found which were sent to the Southern Netherlands to serve as examples, with suggestions for improvements.

The similarity to the structure of the free Colony of Willemsoord, much acclaimed by Van den Bosch, is obvious. Two lithographs from 1822 provide a clear picture of the methodical structure and the layout of the model farms. In October 1822, the first 24 families took up residence here.

The establishment of the new organisation caused a profound change in these heathlands. The area was divided by symmetrical farm ribbons and into equal plots. As in the Colonies in the Northern Netherlands, the farms built in Wortel – as many as 129 – were small, with 3.5 hectares of land each. Four centrally situated buildings, a spinning hall, a school/church, a director's house and a warehouse were arranged around a diamond-shaped junction of two main roads, subsequently denominated on topographic maps as *les quatre bâtimens*. A cemetery was established towards the north-west of the property.

In 1828, when the Colony was at its peak, reportedly only 180 hectares of arable land were in use.

Because of its fairly dry surface, Wortel had fewer 'wijken' than the Dutch Colonies: the Colony layout had an orthogonal block structure of avenues planted with poplars (*Populus*) and oaks (*Quercus robur*). The drainage of the plots took place via original bog streams and a number of canals.

After Belgian independence in 1830, the Southern Society of Benevolence from 1839 onwards no longer received extra financial support from the government, and other funding sources had dried up. From the start, there had been many problems in the South: municipalities and provinces, for example, refused to send their poor because it was cheaper to billet them with farmers. In addition, the colonists were inexperienced and showed no interest in farming. Financial irregularities occurred, and the progressive national approach of the Dutch in the North was regarded with contempt.

In 1842, Wortel Colony was dissolved. In the decades which followed, the small farms were systematically demolished in order to be able to restore other buildings with the building materials.

## PHASE 2 — 1860-1918

### ADDITION OF LANDSCAPE LAYER $\beta^2$

#### Addition of staff housing, institution and production buildings within the existing landscape grid

Following the Act for the repression of begging and vagrancy (1866) Wortel Colony was acquired by the Belgian State and made a new start in 1870 as 'State Agricultural Colony of Benevolence'. It underwent a major change in order to make the site suitable as an unfree Colony. Close to the central crossroads, a large-scale building complex was added with dormitories, workshops, a chapel and service premises around a rectangular courtyard.

An increase in the scale of agriculture occurred: one large farm was constructed for the whole area, located at the central crossroads, next to a barracks, an inn and a school. For all these buildings – to replace the four central buildings from the days of the Society of Benevolence – the characteristic slanted arrangement at the crossroads was preserved.

Here, too, a series of staff housing was added – with different typologies, depending on the position of the occupant. Finally, service buildings were spread across the site: a sheepfold, a field hospital for infectious diseases, a shed for garden supplies.

However, the original grid of the free Colony was preserved. The avenues were replanted with single and double rows of oaks (*Quercus robur*), beech and red oak to reinforce their hierarchy, and the plot boundaries of the buildings as well as the warders' houses were shielded by hornbeam hedges. The junction les quatre bâtiments was paved with cobblestones.



The quality of the soil was poor, and no attempt was made to farm the entire property. Rather, the core area of fields close to the farm was recovered as farmland, and the remaining, mostly peripheral, blocks were maintained as production forests and gradually planted up.

On the basis of Lejeune's 1891 Act – which made a distinction between professional beggars and those who had become beggars through bad luck or old age – Wortel specialised as a 'Refuge House' for those who through no fault of their own had been forced into begging.

↑  
Old postcard of the central institution of Wortel (K.L.)

↑  
After 1870 one large farm was constructed for the whole area of the Colony of Wortel (K.L.)



### PHASE 3 — 1918 – NOW

#### Change of scope, partly evolution into prison and privatisation

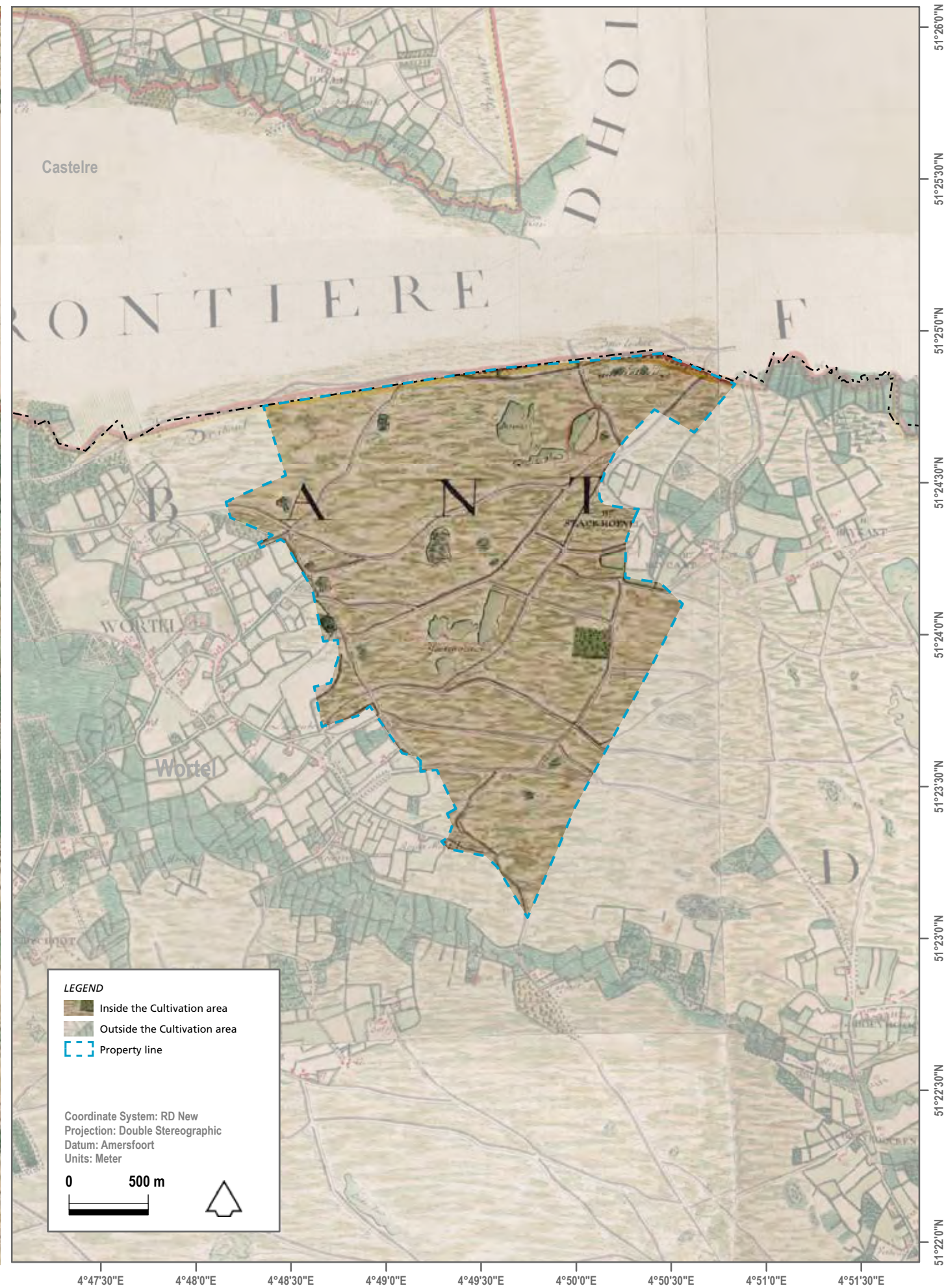
During both the First and the Second World War, Wortel Colony was partially empty. First it was used by the German occupiers, and later by the Allied Forces, as a shelter and as a prison for prisoners-of-war or political prisoners. After the First World War, a much smaller number of vagrants ended up in the Colonies, as a result of improved social legislation and the need for reconstruction workers. This led to stretches of temporary (partial) lack of occupancy and function changes. Each time this would lead to adjustments and reconstruction, but largely within the existing buildings. Apart from the many function changes, the Second World War also led to considerable war damage in Wortel. The farm there was badly damaged – and only partially rebuilt. A number of houses too were demolished after they had incurred war damage.

In 1993, under European pressure, Belgium abolished the Vagrancy Act (also known as the Lejeune Act), which meant the elimination of Wortel Colony. The institution became a prison, which led to the modern post and wire security fences encircling it. In 1999 the whole Colony of Wortel was protected as cultural heritage landscape.

The State intended to sell the farms and forestry to the private market, but after protests Wortel became the shared property of public bodies such as the municipality of Hoogstraten, the Flemish Land Agency (VLM), the Agency for Nature and Forest (ANB), the Buildings Authority of the Federal Government (Regie der Gebouwen) and Kempens Landschap, a landscape organisation established at the initiative of the province of Antwerp. Kempens Landschap developed a management plan for the landscape, which redefined the management aims for the extensive woodland: its priority is now nature conservation rather than economic forestry.



→ The original grid of the free Colony was preserved. The lanes were replanted with single and double rows of oaks (*Quercus robur*), beech and red oak to reinforce their hierarchy (L.P.)

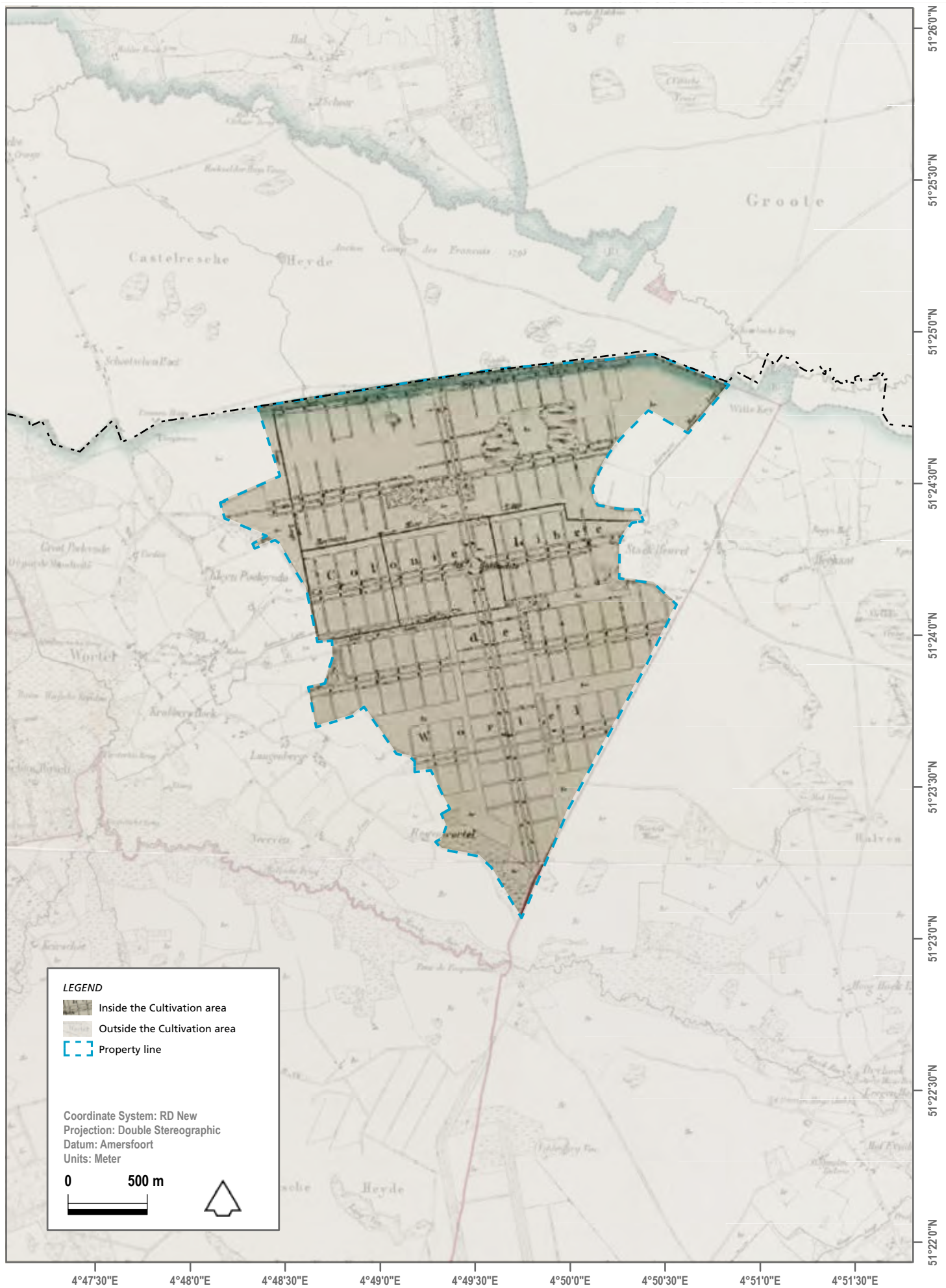




## M2.20 DESCRIPTION: HISTORICAL DEVELOPMENT 1823-1859

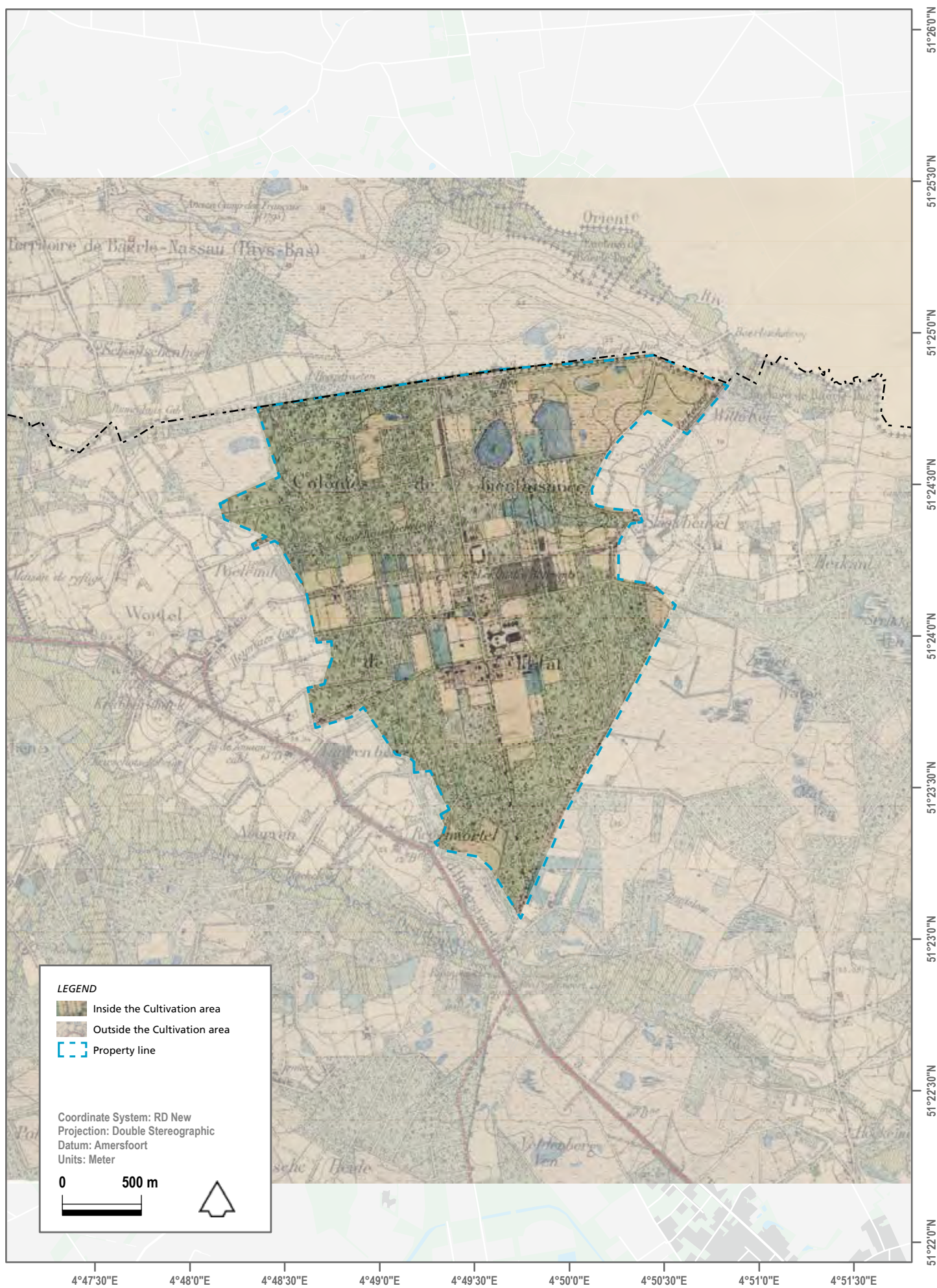
### COMPONENT PART B: WORTEL

1:30.000





1:30.000

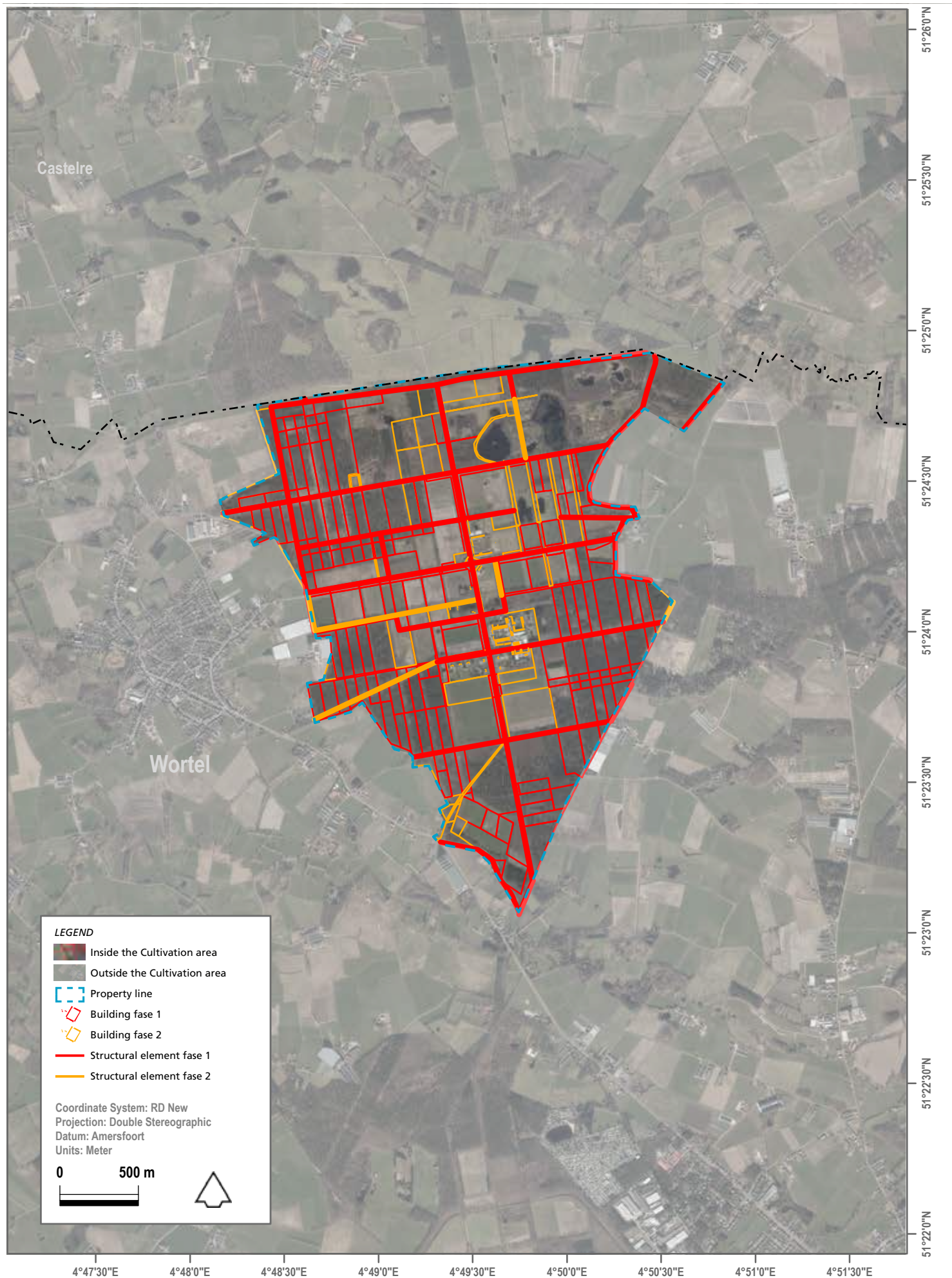




## M2.22 DESCRIPTION: HISTORICAL DEVELOPMENT ACTUAL SITUATION

### COMPONENT PART B: WORTEL

1:30.000



## VEENHUIZEN (COLONY VI)

### Milestones

1823	Start of the development of an unfree Colony with institutions for orphans and vagrants
1859	Takeover by the Dutch government, further development under the management of the Ministry of the Interior
1869	Discontinuation of the care for abandoned children and orphans; as from that time, only male beggars were admitted to the Colony
1875	Switch to the Ministry of Justice. Start of major construction programme on the site, led by J. F. Metzelaar, the chief architect of the Judiciary, and his son W.C. Metzelaar in his function of Chief Engineer-Architect for the Judiciary
1884	The Colony became a State labour institution for 'persons convicted of secondary offences' (such as begging and vagrancy), and new standards were introduced for the housing of staff, followed by an extensive building programme under supervision of W.C. Metzelaar
1918	Amendment of the law, arrival of the first prisoners and a diminishing number of colonists
1953	The gradual switch to a closed, almost autarkic 'prison village' was completed
1980s	The institutions ceased to be agricultural colonies, farm buildings were sold and large areas of land put in leasehold; Klein Soestdijk was also sold, the prison village was opened up. Start of a major conservation programme for buildings that had fallen into disuse and were in poor condition.

The judicial institutions remain the driving forces of the economy of the village and still run two prisons in the area. Over the past 25 years, some 60 million euros were invested in the area. The current programme is called 'Working on the Future of Veenhuizen'.

2005	Opening of the Prison Museum; in 2018 partial refurbishment to improve the presentation of the Colonies of Benevolence
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### Evolution of the landscape

#### BEFORE

Because of the raised bogs and wet heath, the landscape around Veenhuizen was not easily accessible and the area was sparsely populated. It was used by inhabitants of the surrounding hamlets to graze sheep, cut turf and grow buckwheat.

At the beginning of the 19th century, Veenhuizen comprised six farms. The farms were surrounded by fields and orchards, and in the river valley hay meadows and pastures were to be found. Via dirt roads and paths, Veenhuizen was connected with Norg, Westervelde and Een, a little bit further north.

#### PHASE 1 — 1823-1859

#### CREATION OF LANDSCAPE LAYER β<sup>1</sup>

#### Creation of a new-large scale Colony landscape with institutions and large collective farms

The hamlet of Veenhuizen was purchased in 1822. The peat bog here ('Veenhuizen' means 'houses on the peat bog') was drained by narrow canals, wide enough for small barges, and set out in an orthogonal grid of avenues. The Kolonievvaart canal runs along the southern edge of the Colony above six of these narrow canals.



↓  
The First Institution in  
Veenhuizen, 1826-1827 (R.L.)

↓  
Second Institution in  
Veenhuizen, 1826-1827 (R.L.)

↓  
Third Institution in Veenhuizen,  
1826-1827 (R.L.)



Between 1823 and 1825, three moated central institutions were built, each designed to serve eight large farms; 24 farms were anticipated, but 20 were actually built. The others were added later. Two of the institutions were intended for orphans, the third for beggars. The farms were situated along the ‘wijken’ (canals) and depended on these for their transport. The institution buildings were constructed with an inner and an outer shell, separated by a partition. Houses for workers’ families were situated in the outer shell of the buildings for orphans. The inner shell, oriented towards a large courtyard, contained halls for children.

The roads along the orthogonal ‘wijken’ and canals were planted with oak trees (*Quercus robur*).

An octagonal Dutch Reformed church was built near the Kolonievaart canal; a synagogue was built in 1839. A cemetery was laid out on the Eikenlaan, the northernmost of the avenues running in east-west direction across the full width of the property.

## PHASE 2 — 1860-1918 ADDITION OF LANDSCAPE LAYER $\beta^2$

### Addition of staff housing, institutions and production buildings within the existing landscape grid

In 1859 the State of the Netherlands took over the Colony of Veenhuizen, which meanwhile numbered 10,000 inhabitants, from the Society of Benevolence. Arable land was partially converted to pasture. The larger herds that consequently became possible led to higher fertiliser production. Moreover, the emphasis shifted partly from agriculture to the production of coniferous and deciduous wood, for example in the southern expansion area of Florisland. The avenues were planted with oaks (*Quercus robur*) as well as beeches (*Fagus sylvatica*). The State expanded the existing institutions and facilities, and added a large series of staff houses.

The new buildings were designed by the Ministry of Justice’s own architect, the Chief Engineer-



Edifying inscriptions on the staff houses in Veenhuizen. From top left to bottom right: *Ruimzicht* (Wide View), *Humaniteit* (Humanity), *Helpt Elkander* (Help One Another), *Opvoeding* (Education), *Levenslust* (Zest for Life), *Een van Zin* (Unity), *Kennis is Macht* (Knowledge is Power), *Werkzaamheid* (Efficacy),

*Bitter en Zoet* (Bitter and Sweet), *Arbeid is zegen* (Labour is Blessing), *Plichtgevoel* (Conscientiousness), *Toewijding* (Devotion), *Ontwikkeling* (Development) (J.v.L.)





In the foreground the octagonal Dutch Reform church with vicar's residence and in the background the former Roman Catholic church in Veenhuizen, 1827-1828 (B.R.L.)



Employee Hotel in Veenhuizen by architect W.C. Metzelaar (J.v.L.)

Architect of the Department of Justice. Until 1883 this position was held by J. F. Metzelaar sr. In 1886, he was succeeded by his son, W.C. Metzelaar (until 1914). Father and son Metzelaar left their mark on the second phase of the development of the Dutch Colonies of Benevolence, at a time when these were in use as a State institution. They translated the hierarchical panoptic system to the architecture. The ranks and positions of the staff were visualised in the building typology and also in the decoration of the buildings. There were seven types of houses, linked

to the function of the particular staff member. The office held and the morality were represented in the inscriptions.

Veenhuizen got its own director, for whom a luxurious villa was built on the road along the main canal. This villa was popularly called Klein Soestdijk (Small Soestdijk), after the royal palace Soestdijk in Baarn. The housing of the teachers of the Third Institution was improved. Also, a small hospital for the cure of infectious diseases (lepers building) was built.



As from 1879, the water system was connected with the Haulerwijk canal and other waterways in Friesland. Most of the transport still took place over water, but the use of the roads for transport also increased. To accommodate this, roads such as the Hoofdweg along the Kolonievaart were paved. Although the raised bog landscape around Veenhuizen had been increasingly engulfed by the adjacent peat cultivations at the villages of Smilde and Haulerwijk, Veenhuizen was still an autonomous and largely self-sufficient Colony in the heath and raised bog landscape.

Whereas until 1884 colonists had been living and working in the same buildings (institutions), these functions were subsequently separated. The existing institutions from the founding phase became workhouses, and new institutions for living in were built, where colonists continued to fall under a communal regime.

Norgerhaven was built on the location of institution 1, and Esserheem near institution 2. Institution 3 to the north-west of the property became gradually obsolete and was finally demolished in 1925.

In this phase a large number of staff houses, a hospital and pharmacy, a Roman Catholic church, a guard barracks, new farms, a slaughterhouse, a grain mill, a granary and a power plant were erected. Many of the buildings have mottoes – 'Levenslust' (Zest for life), 'Ontwikkeling' (Development), 'Kennis is macht' (Knowledge is power), etc. – inscribed into the brickwork. Most of the farm buildings were



Aerial photograph of the orthogonal structure of the landscape with the Second Institution, Esserheem, and the hospital complex (G.N.)

replaced and trees were replanted, a fine example being the lime trees (*Tilia*) along the Generaal van den Boschweg.

All these developments reinforced the existing orthogonal structure. The location of the institution buildings and farms was maintained to the extent possible. The importance of agriculture and forestry remained undiminished, now combined with industrial activity. The orthogonal structure of the original Colony was preserved and even reinforced, while the buildings added a new layer to the landscape.

### PHASE 3 — 1918 – NOW

#### Change of scope, partly evolution into prison and privatisation

Between 1918 and 1953, building activities continued, but were more restrained: the replacement of some farms, the construction of a Recreation Building for staff (1922) and the conversion of the old Roman Catholic church into a school; a sawmill and a grain silo were added in the production zones; a building with individual cells and a guard's house (Rode Pannen), a military barracks and a staff training centre were added, as well as staff houses to comply with the gradual transformation into a prison and the accommodation of prisoners.

In the 1980s, when Veenhuizen stopped to function as an agricultural colony, large parts of the land were put in leasehold, farm buildings were sold and lots of buildings fell into decline as they were no longer occupied.

Public authorities started a major conservation programme and a search for new businesses.

However, not all the changes promoted conservation. The most important change in Veenhuizen was the construction of two new housing estates for staff in the centre on both sides of the Kerklaan. The first of these was built in the 1970s and the second in the 1990s.



The two institutions created at the end of the 19th century, which were fitted with bars after 1953, were converted into guarded prison complexes at the end of the 1980s, whereby the monumental main buildings were treated with care. A new complex arose alongside the former First Foundation.

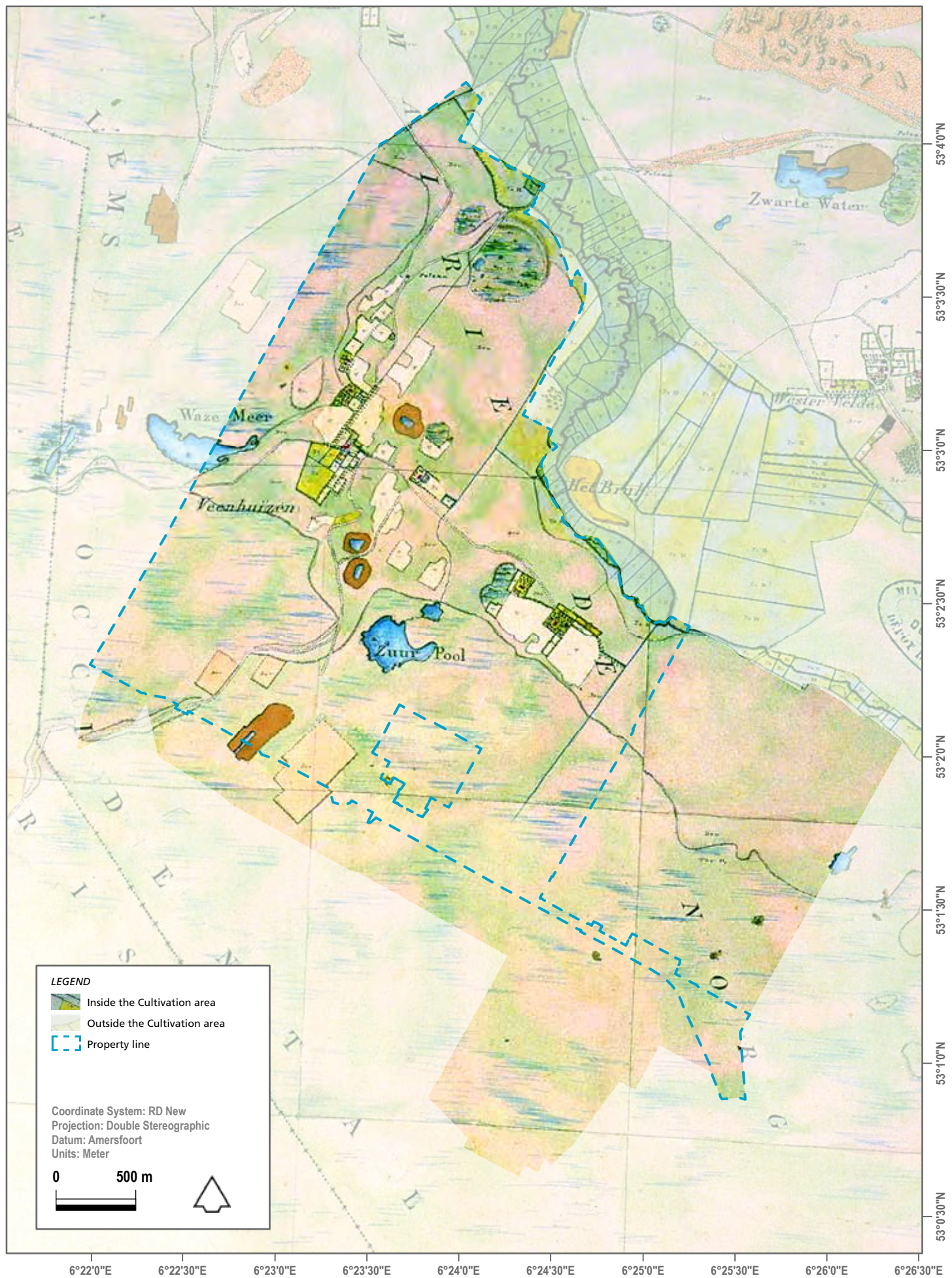
The arrival of the Ministry of Defence ammunition depot in the north-eastern corner of the area was also a change. In the 1990s, the depot function was considerably expanded.



## M2.23 DESCRIPTION: HISTORICAL DEVELOPMENT BEFORE 1823

### COMPONENT PART C: VEENHUIZEN

1:30.000

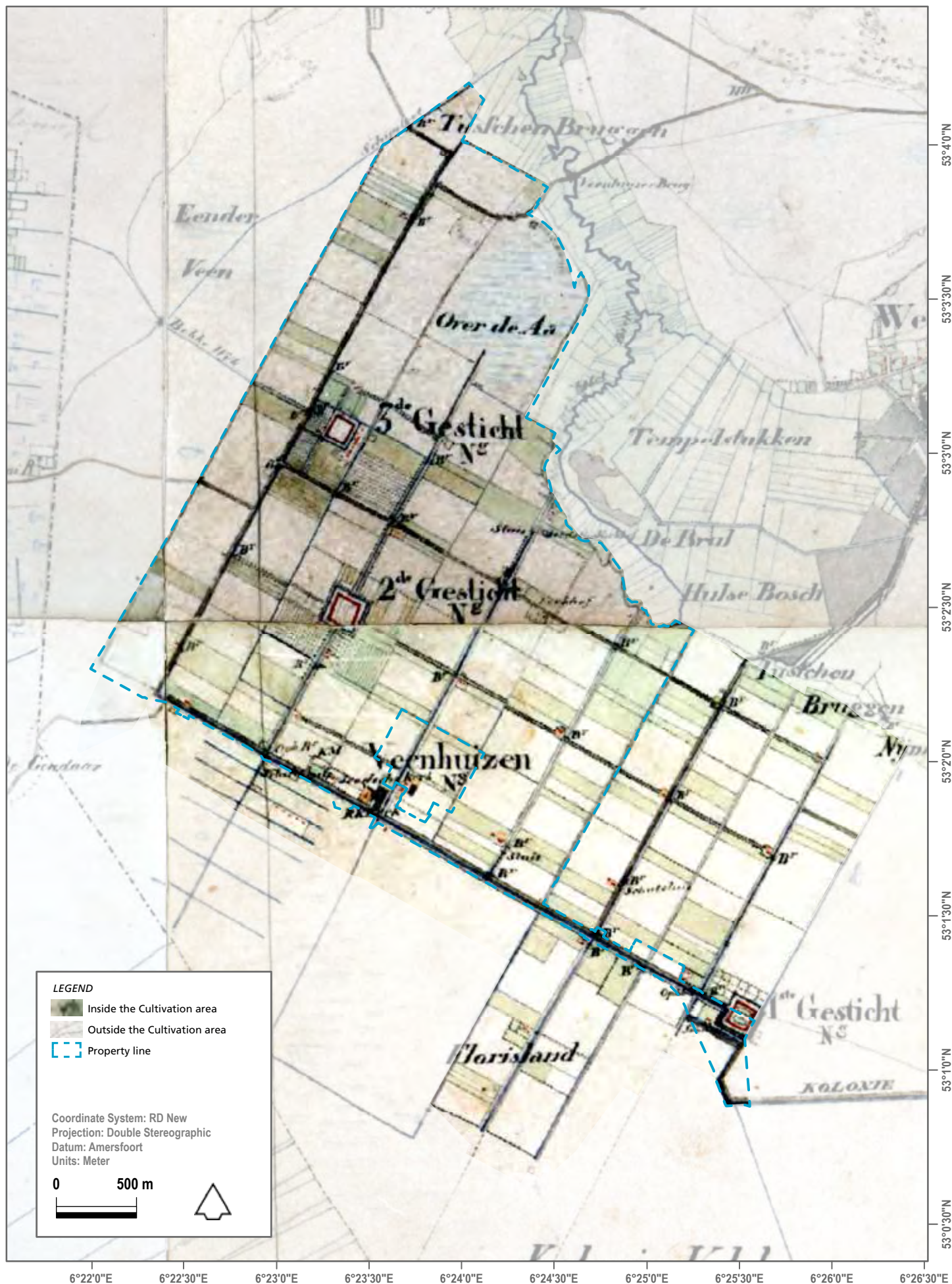




## M2.24 DESCRIPTION: HISTORICAL DEVELOPMENT 1824-1859

### COMPONENT PART C: VEENHUIZEN

1:30.000

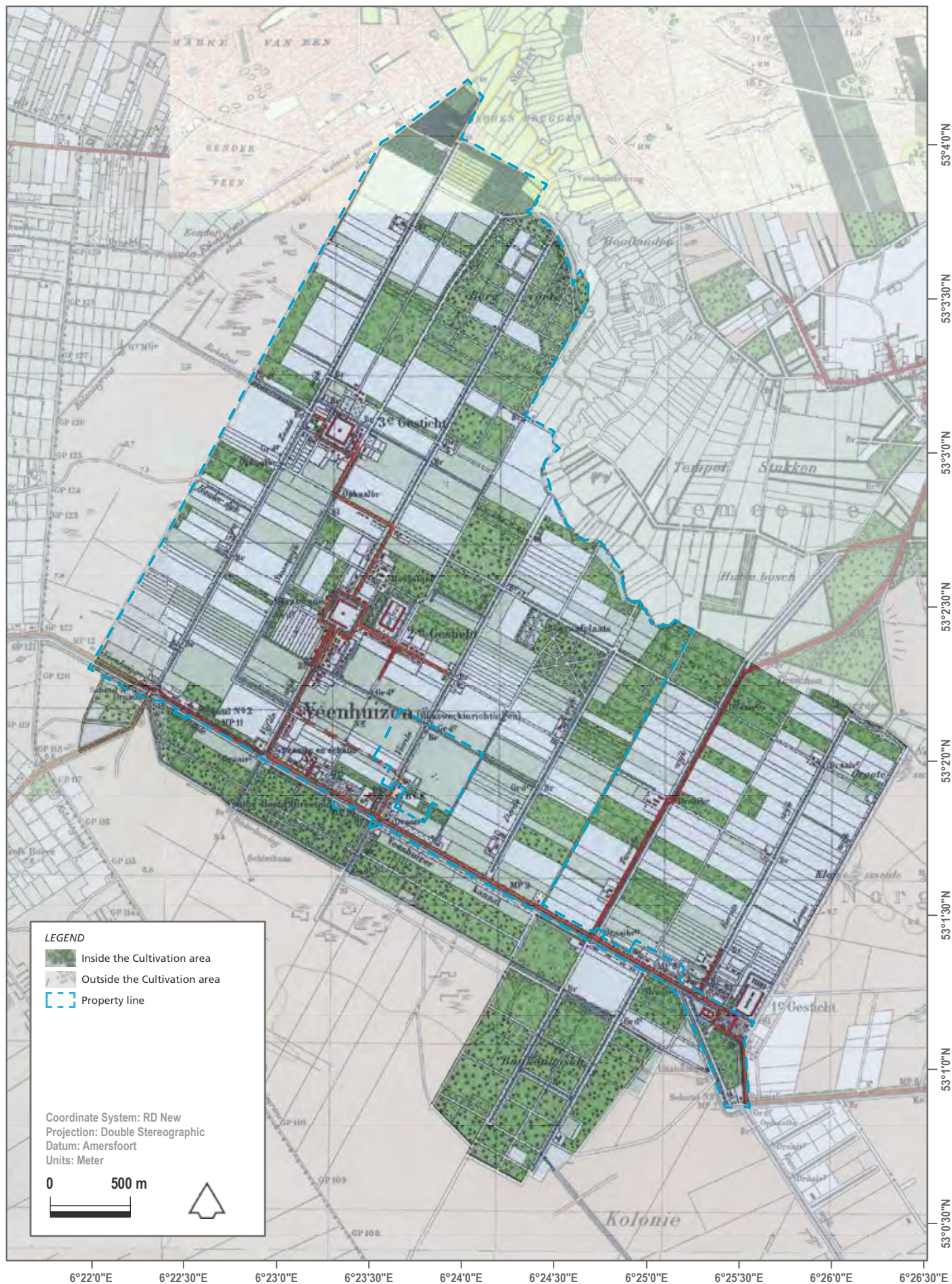




## M2.25 DESCRIPTION: HISTORICAL DEVELOPMENT 1860-1918

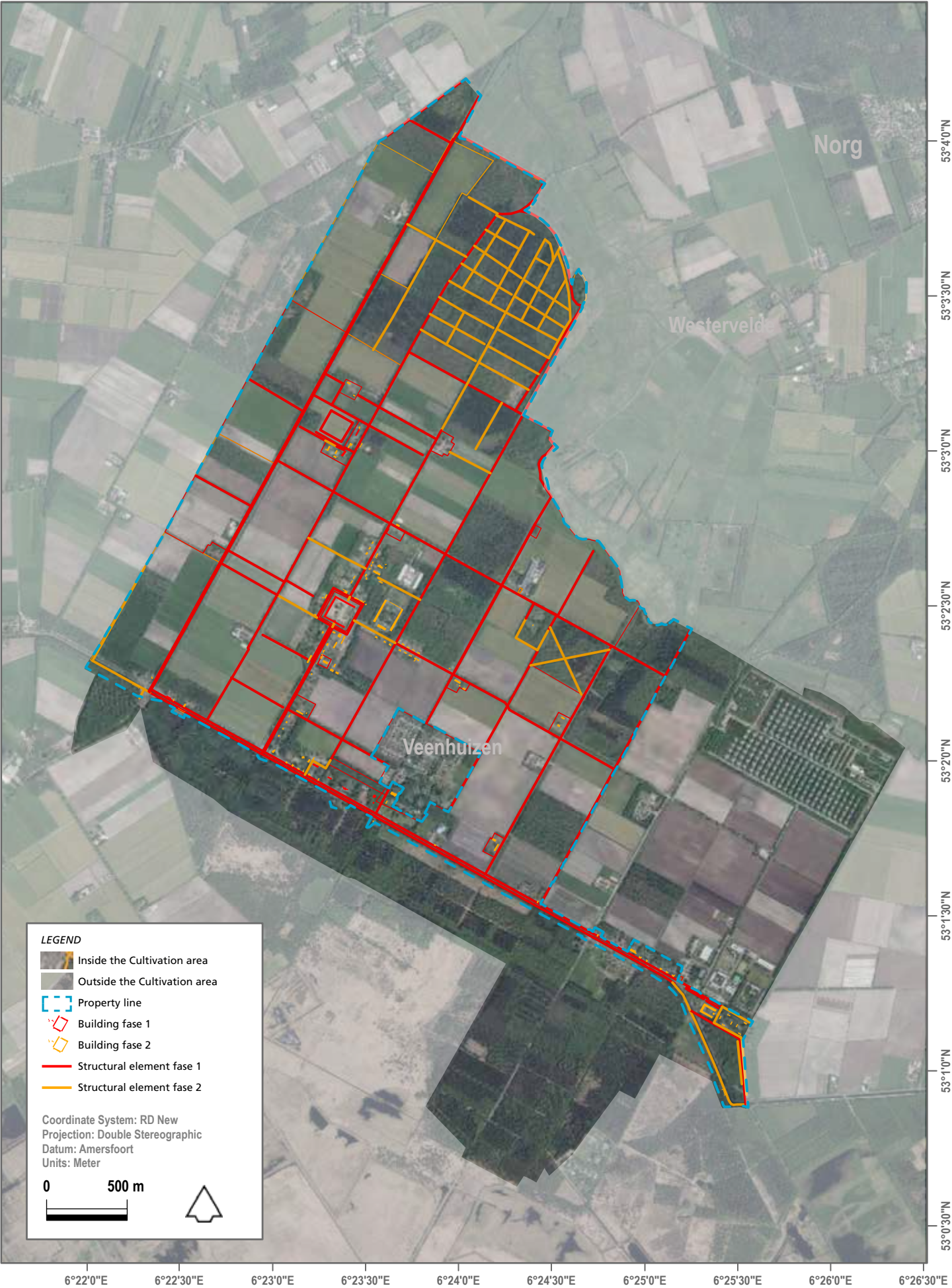
### COMPONENT PART C: VEENHUIZEN

1:30.000





M2.26 DESCRIPTION: HISTORICAL DEVELOPMENT ACTUAL SITUATION  
COMPONENT PART C: VEENHUIZEN  
1:30.000





## MERKSPLAS (COLONY VII)

### Milestones

1825	Start of an unfree Colony in the Southern part of the Kingdom
1830	Independence of Belgium
1842	Bankruptcy of Southern Society of Benevolence
1866	Act for the repression of begging and vagrancy
1870	Acquisition of Merksplas by the Belgian State, start of Building Programme
1891	Act Lejeune
1921	Prisoners with special needs sent to Merksplas Colony
1945	War damage
1947	First convicted criminals
1993	Abolition of Act Lejeune
2017	Opening of the Visitors' centre 'Colony 5-7'

### Evolution of the landscape

#### BEFORE

Around 1800, west of the village of Merksplas which was built on sandy soil, a large heathland area was situated: the Bolcksche Heide. For centuries this land had been used as common ground by the inhabitants of Merksplas, Rijkevorsel, Bolck and Wortel. They grazed sheep on the heath and extracted peat in the peaty areas. From deeper layers of the soil, clay was extracted for small-scale brick production. Several dirt roads traversed the area and linked the

surrounding villages and hamlets. Fens and ponds were scattered across the heath.

#### PHASE 1 — 1825-1859

#### CREATION OF LANDSCAPE LAYER β<sup>1</sup>

#### Creation of a new-large scale Colony landscape with an institution and large collective farms

The unfree Merksplas Colony (Colony VII) was to become the last one to be founded by the Society of Benevolence. For the same reasons as in Wortel, part of the Bolkse Heide was judged to be the best option. In 1823 the first lands were purchased, and in the two subsequent years the first buildings were realised. Here again, experiences gained in the other unfree Colonies were taken into account.

The 1820s central institution here was built according to the same plan as the institution in Ommerschans, and was set around a courtyard with two-storey pavilions in the eastern and western ranges. All its main facilities were accommodated inside: a school, an infirmary, staff housing, a spinning hall and a weaving mill. This was based on the experience at the central institution at Ommerschans.

The institution was fitted in an orthogonal grid of avenues dominated by two major avenues running the entire length of the property from north to south. A central avenue led to the cemetery to the north, where some early lime trees remain. There were outer avenues and cross avenues, also with trees, where some lines of oak trees survive, the overall pattern being similar to Wortel. Four large farms were positioned close to the institution and just outside the two main avenues. Sheepfolds were distributed further out. The layout had to accommodate public rights of way across the earlier heath, and these were tidied up into a slanting avenue, today's Steenweg op Rijkevorsel.

In 1842 the Colonies in Belgium went bankrupt and the Society of Benevolence for the Southern Netherlands was dissolved. In 1846 Prince Frederick,

the main creditor, purchased the property, and in 1862 sold it to four private owners. For a long time the buildings remained empty.

## PHASE 2 — 1860-1918

### ADDITION OF LANDSCAPE LAYER $\beta^2$

#### Addition of staff housing, institution buildings and production buildings within the existing landscape grid

Following the Act for the repression of begging and vagrancy (1866) the Colony of Merksplas was acquired by the Belgian State and made a new start in 1870 as 'State Agricultural Colony of Benevolence'. In order to accommodate enormous extra numbers of professional beggars and vagrants, an extensive building programme was initiated. As opposed to the first institution, the Colony became restricted to adult males and would no longer admit women, children or young people.

Under the direction of Victor Besme, the architect and urban planner who had also been responsible for the major renovation of the city of Brussels, Merksplas experienced a substantial increase in scale and grew into a monumental ensemble.

The initial pattern was accentuated and the hierarchical structure of the area was emphasised. The former plot layout was preserved.

Victor Besme created functional clusters (working, sleeping, attending church) alongside the existing axes.

The old central institution around the courtyard was given an upper storey; four symmetrically arranged dormitory blocks were built to the west of it, and in 1899 a huge 'chapel' was built beyond these. To the east, the two-storey pavilion was removed and a hospital was built. Extensive workshops were added on the north-east corner to offer additional work, commissioned by external companies. In 1907 there were eleven of these, and by 1910 as many as fifteen. To facilitate this industry, the local railway

↓  
Activity on the central axis in Merksplas-Colony, between the construction of the sleeping pavilions and the construction of the Chapel, 1878-1897 (V.B.F.)

↓  
Contrary to Christian custom, the main entrance of the chapel in Merksplas is on the east side, to allow the vagrants to go straight from the central institution to mass. (K.L.)



track (a narrow-gauge railway) was extended to the workhouses.

Over 80 semi-detached staff houses were added, many along the public road. They reflected the hierarchical structure of the Colony – the houses differed in size, details and surrounding garden according to the grade of the staff member living there.





↑  
Activity on the central square  
of the Large Farm of Merksplas  
(K.L.)

The new provision for agriculture and horticulture was an enormous and very sophisticated model farm on the site of the former north west farm (the others had been removed). This model farm no doubt absorbed much labour, but important in this connection was the excavation around 1894 of a 6.5 metres wide moat, intended to surround the entire property but left incomplete on the southern side, where there were wetlands. The grid of avenues remained and was replanted with trees, many of them American oaks, now over a century old. Changes in the last hundred years have mainly consisted of more buildings attached to the institution and security measures.

On the basis of Lejeune's 1891 Act – which made a distinction between professional beggars and those who had become beggars through bad luck or old age – Merksplas was referred to as 'Beggars' House' for professional beggars. Merksplas gradually became more important as a closed institution; the number of inmates increased from 800 in 1879 to 5,291 in 1911.

### PHASE 3 — 1918 – NOW

#### Change of scope, partly evolution into prison and privatisation

During both the First and the Second World War, the institution was partially empty. First it was used by the German occupiers, and later by the Allied Forces, as a shelter and as a prison for prisoners-of-war or political prisoners. After the First World War, a much smaller number of vagrants ended up in the Colonies, as a result of improved social legislation and the need for reconstruction workers. This led to stretches of temporary (partial) lack of occupancy and function changes.

During the inter-war period, special treatments were introduced for specific groups housed in Merksplas: a section was set up for epileptics and one for the "mentally weak", as well as a sanatorium for sufferers from tuberculosis. Each time this would lead to adjustments and reconstruction, but largely within the existing buildings. The setting up of the anthropological service, which provided guidance to the prisoners on a more individual basis, fitted into that policy.

After the Second World War, when Merksplas Colony was gradually transformed into a penal institution, renovation and modification works were carried out to modernise the main buildings, in compliance with the developments in legal standards for detention centres. The territory and some parts of the buildings continued to function as an agricultural colony.

For security reasons, the original pitched roofs with dormers were replaced by flat roofs. A library was set up, sports fields were added, as well as recreation areas and a cinema for the prisoners. At the site of the chicory roastery, the Institute for Penitentiary Staff, a training institute for prison guards, arose.

In 1991, due to the lack of tuberculosis patients, the sanatorium was demolished.

After 1993 the central institution was transformed into a high security prison with a secure, fenced perimeter, and it underwent subsequent changes. Furthermore, several buildings were demolished. The four sleeping pavilions were adjusted and modernised to become a reception centre for illegal immigrants. The façades, for example, were repainted in a salmon pink colour, with the exception of the chapel-oriented one, and the interior was modified. A new porter's lodge (1998) interrupts the visual radius between prison and chapel.

The State planned to auction off the rest of the territory, which had become obsolete, but this initiative was cancelled after major local protests.

In 1999 the whole Merksplas Colony area was listed as cultural heritage landscape.

Merksplas gradually became the shared property of the municipality of Merksplas, the Flemish Land Agency (VLM), the Agency for Nature and Forest (ANB), the Buildings Authority of the Federal Government (Regie der Gebouwen) and the Regional Water Company – all public bodies. Kempens Landschap, a landscape foundation established at the initiative of the province of Antwerp, coordinates the management accordingly.

In 2012 Kempens Landschap Foundation obtained a 30-million-euro subsidy (rising to 42 million euros) from the Flemish government to restore and repurpose the model farm, the chapel and other buildings not encompassed within the prison security fence. A 10-year masterplan was developed, and in 2019 the complex of farm buildings is being restored and will eventually be used as a hotel next to the restored Colony church, which is in use as an event venue.

Meanwhile a makeover of the institution is just beginning. The State is now in the process of reorganising the prison and has begun the process of stripping back some of the aesthetically less pleasing elements in order to convert the institution to suit alternative institutional purposes.



↑  
In the Colony of Merksplas a multi-annual project has been set up for the restoration, adaptive re-use and landscape rehabilitation of the Large Farm (S.)

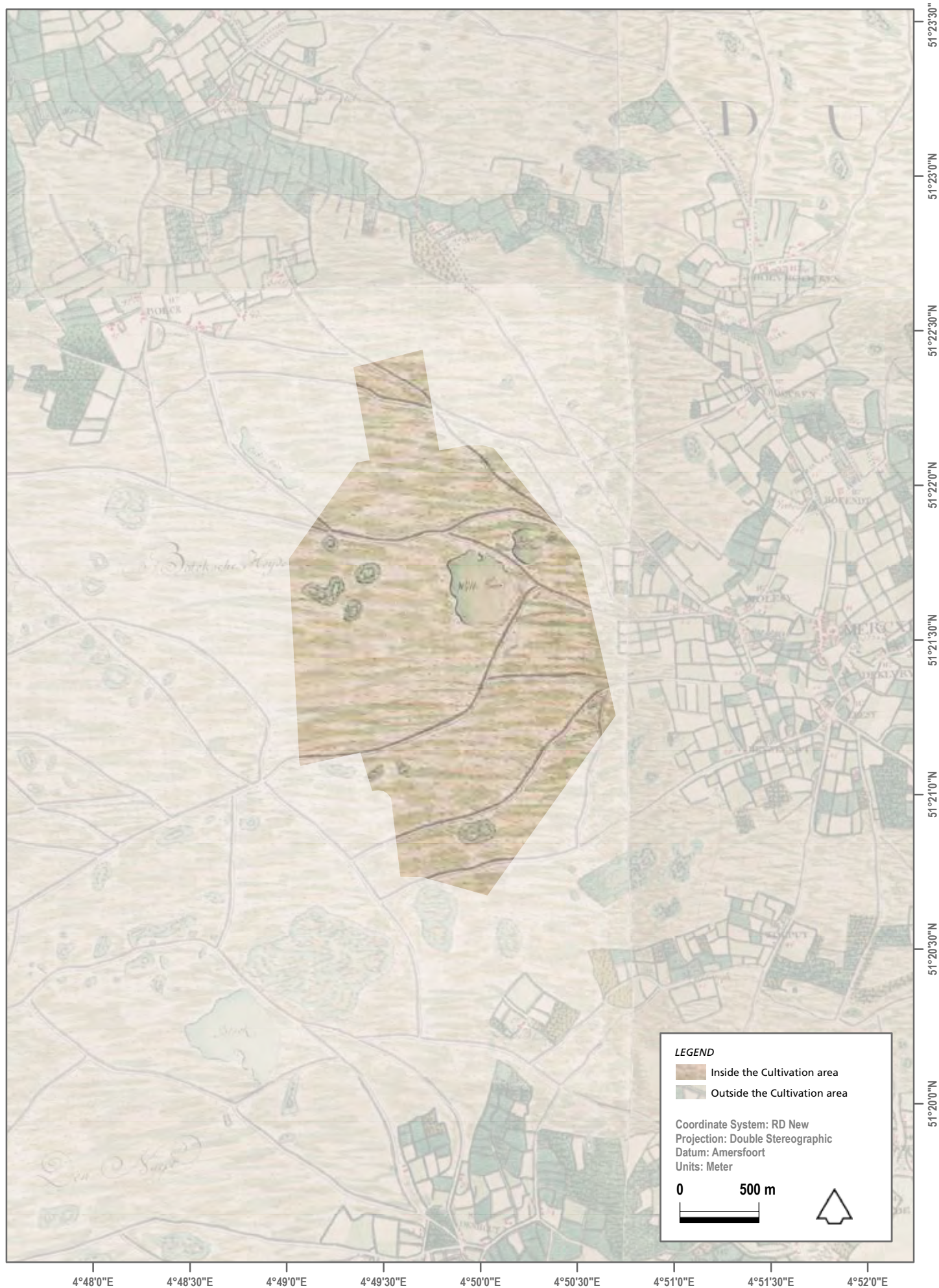
⬆  
On this aerial photograph, the contours and the orthogonal pattern in the landscape are clearly visible (L.V.)



## M2.27 DESCRIPTION: HISTORICAL DEVELOPMENT BEFORE 1825

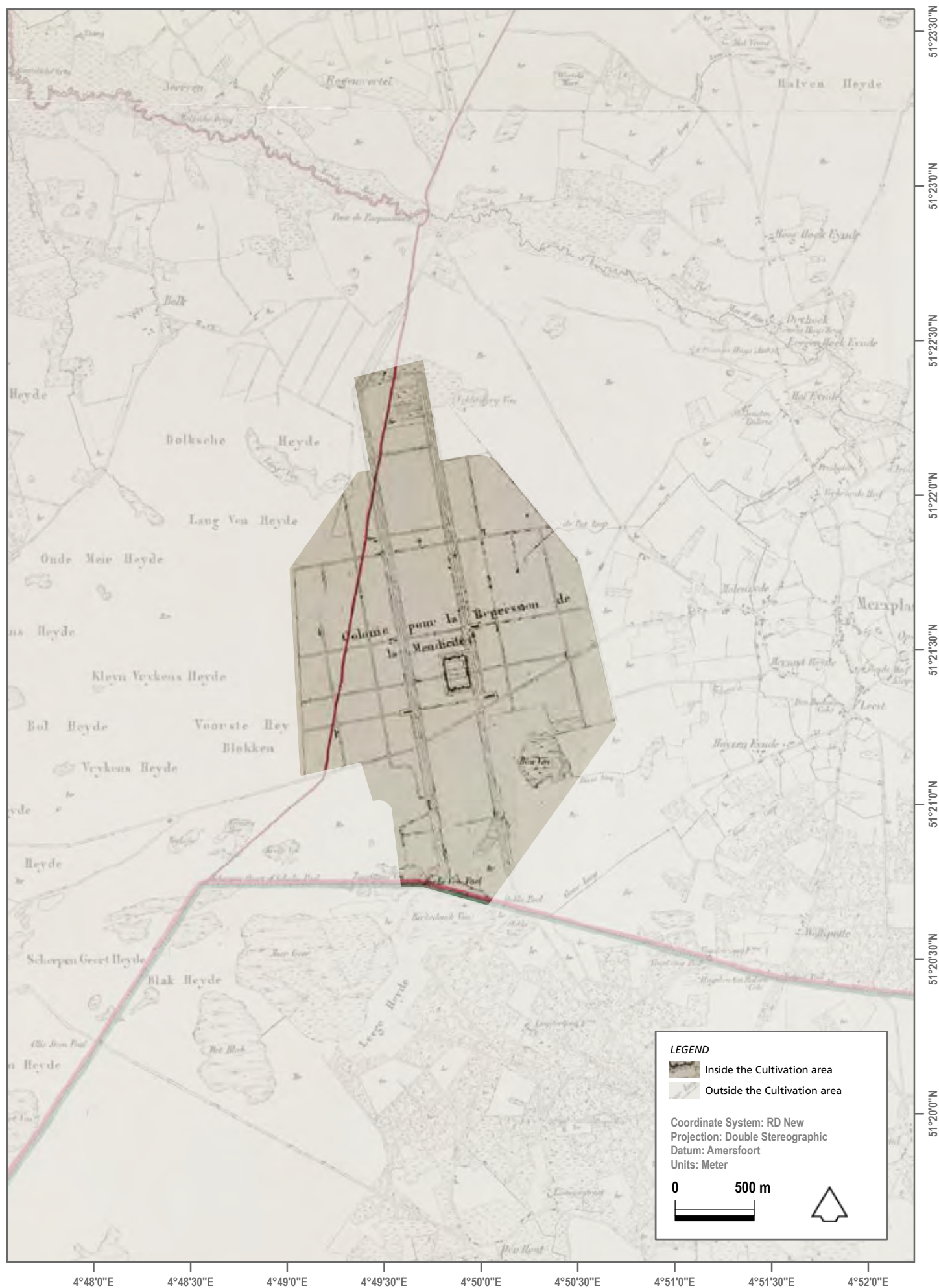
### COLONY VII: MERKSPLAS

1:30.000





1:30.000

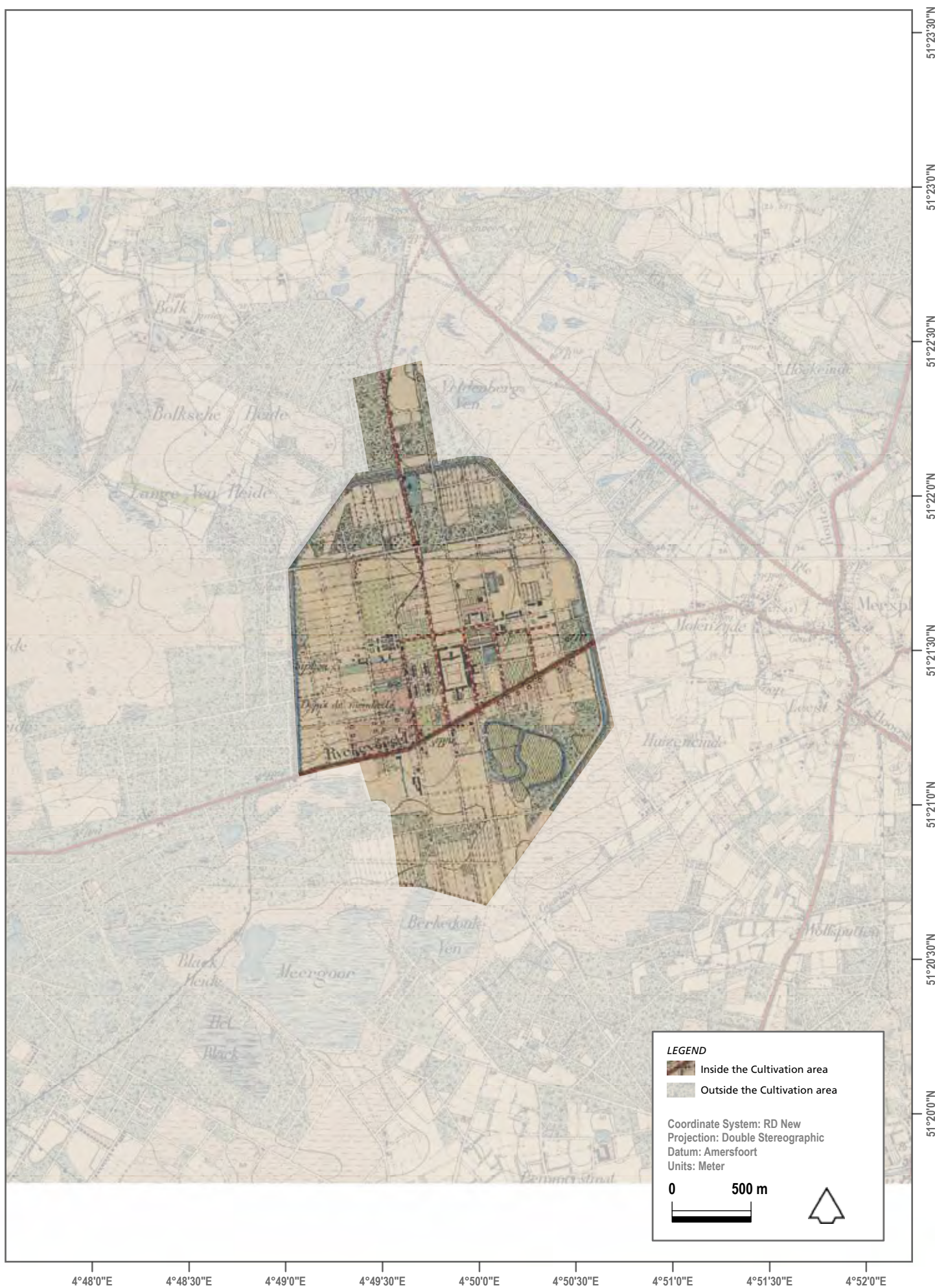




## M2.29 DESCRIPTION: HISTORICAL DEVELOPMENT 1860-1918

### COLONY VII: MERKSPLAS

1:30.000





M2.30 DESCRIPTION: HISTORICAL DEVELOPMENT ACTUAL SITUATION  
COLONY VII: MERKSPLAS  
1:30.000





## 8 PEOPLE'S STORIES

Colony life had strict rules and lacked individual freedom. This meant, for example, that one could not just choose to leave the Colony. For most of the colonists, agricultural work was new and hard.

Return to ordinary society at one's own request was only possible once the colonist had paid off his or her debt; in such cases, official dismissal was granted. Consequently, not every colonist spent the same amount of time in the Colonies. Some colonists returned to ordinary society fairly quickly. The training received in the Colonies made it easier to find work outside the Colonies. Others remained in one of the Colonies until they died.

41-year-old **Cornelius Vanschepdael** and his 35-year-old wife wished to be admitted to the free agricultural Colony of Wortel, together with their two seven-year-old children. Because of their illiteracy, they had an emotional letter drawn up to the Permanent Committee of the Society of Benevolence. Vanschepdael begged the Permanent Committee to rescue him and his

family from their needy situation and to admit them to the free agricultural Colony of Wortel. The name Cornelius Vanschepdael was not found in the population registers of the free agricultural Colony. The family had not been admitted. — Wortel Colony

**Jan Berends** was 47 years old when he, as a former policeman, was sent to Frederiksoord by the Assen subcommittee. In 1820 and 1821 he received copper medals for services rendered. In 1825 he resigned from the Colony because he had found work in society. — Frederiksoord

**Julien Dierick** (27/02/1930, Tienen), was 18 years old when he was admitted to Merksplas. He had become involved with the wrong friends and had been arrested on account of his licentious behaviour. His father came to visit him every Sunday and his parents applied to let him live with them again. — Merksplas Colony

**Petronella de Zwak** (5/03/1837), was born as a colonist's daughter in Willemsoord. On 1 August 1857 she is allowed to leave the Colony for three months. On the day of departure, she gets married and as a result is forthwith formally dismissed from the Colony, because on account of entering into a marital commitment she is presumed to be able to take care of herself and her family. — Willemsoord

Some colonists were real 'Colony hoppers'. Due to circumstances, they moved from one Colony to another. The reason for this could have been that they had refused to cooperate, resulting in them being sent from a free Colony to an unfree Colony. This happened to several of the first colonists, who moved from Frederiksoord to Ommerschans, and in a later period from Merksplas to Veenhuizen.

Colonists could distinguish themselves by making a 'career' within the Colonies as a supervisor or a free farmer. The Society of Benevolence offered colonists the opportunity to move up as a free colonist

↓  
Henry en Griet van Riesen in front of one of the large farms in the free Colonies, early 20th century (G.A.S.)



and become a tenant or free farmer in Ommerschans or Veenhuizen. A few succeeded. Up until 1859, 44 families had been transferred from Veenhuizen to the free Colonies.

As a 30-year-old, **Klaas Visser** was sent to Frederiksoord by the Grootebroek subcommittee. Almost immediately he was appointed as an assistant supervisor, but subsequently he had to resign and apply for an extra welfare allowance of 2 guilders per week on account of the large size of his household. In 1828, he wrote a brochure in defence of the Society and eventually, by then father of twelve children, he became a labourer in Veenhuizen until the day he died in 1863. – Frederiksoord – Veenhuizen

The **Van Essen** family, originally from Bolsward, was sent to the Colony during the initial period. The parents continued to live in Wilhelminaoord until they died. Two daughters married other colonists' children, so that they could continue to live in the Colony. One son joined the army, one became a deserter and the last one died in the Colony. – Veenhuizen – Wilhelminaoord

**Antonie Gerards** was born in Roermond and was a former confectionery shop assistant. In 1818, as a 45-year-old, he was sent to Frederiksoord by the Rotterdam subcommittee. In 1819, his son Jan became an assistant teacher. He himself in 1820 received a copper medal and in 1821 a silver medal for services rendered. In 1822 he became a free farmer in Ommerschans, where he remained until his death. – Frederiksoord – Ommerschans

Information on every colonist in the Colonies of Benevolence was kept in the archives. This concerned name, age, profession or otherwise, marital status, names of parents and children and their professions, and all kinds of comments about their lives in the Colony.

**Tableau de la population des colonies néerlandaises depuis l'origine jusqu'en 1848.**

ANNÉES.	COLONS LIBRES.	RÉPRESSIONS à Ommerschans.	GRANDS FERMIERS.	OUVRIERS.	VÉTÉRANS.	ORPHELINS, ENFANTS TROUVÉS ET ABANDONNÉS.	MENDIANTS.	TOTAL.
1819	346	.	.	.	.	.	.	346
1820	1600	.	.	.	.	.	.	1600
1821	2100	.	.	.	.	.	.	2100
1822	2100	.	.	.	.	.	.	2100
1823	2295	.	.	.	.	475	1053	3823
1824	2800	.	.	.	.	900	1100	4800
1825	3227	.	.	.	.	2174	1377	6778
1826	2126	106	166	658	231	2233	1581	7101
1827	1831	93	201	603	233	2059	1763	6783
1828	1858	92	183	355	473	2059	1763	6783
1829	2023	106	168	316	554	2340	1942	7451
1830	1946	84	171	358	533	2288	2111	7491
1831	2065	103	160	355	467	2297	2406	7853
1832	2112	90	165	405	452	2293	2242	7759
1833	2169	87	153	442	459	2477	2070	7857
1834	2179	80	141	470	464	2496	2100	7930
1835	2195	78	146	484	475	2386	2141	7905
1836	2185	75	150	498	490	2303	2200	7901
1837	2056	81	143	502	555	2268	2376	7981
1838	1930	91	150	515	541	2113	2406	7746
1839	2436	114	151	454	651	1811	2788	8405
1840	2477	99	172	454	651	1827	3205	8885
1841	2438	116	173	432	642	1839	3822	9462
1842	2495	129	176	499	606	1720	4788	10413
1843	2522	100	152	512	647	1614	4733	10280
1844	2497	97	171	534	632	1501	3682	9114
1845	2521	90	171	558	650	1385	4226	9601
1846	2476	138	171	580	647	1387	5171	10570
1847	2534	144	172	615	652	1428	5577	11122
1848	2559	131	195	612	663	1441	5496	11097
	66100	2324	3801	11211	12368	49114	74119	219037
Colons entretenus par la Société. . . . .								66,100
Colons entretenus par l'État. . . . .								152,937
Total. . . . .								219,037

↑  
G. De Lurieu & H. Romand,  
Etudes sur les colonies  
agricoles, Paris, 1851, p. 405



Large numbers of people inhabited the Colonies of Benevolence. The table on the previous page, taken from the 1851 publication by De Lurieu and Romand, gives an indication of the number of colonists that stayed in the Colonies of Benevolence in the early years. It also demonstrates that the free Colonies (colons entretenus par la Société) and the unfree Colonies (colons entretenus par l'Etat) were regarded as one model by contemporaries.

From 1850 onwards, we so far only have indicative numbers. In the free Colonies of Frederiksoord, Wilhelminaoord and Willemsoord, the numbers of residents – approx. 2,500 – remained fairly constant until the beginning of the 20th century. By mid-19th century, Ommerschans was inhabited by about 2,000 colonists. In Veenhuizen, the picture is somewhat different. Around the middle of the 19th century, there was a constant number of about 6,000 colonists (6,421 in 1849). From 1869 onwards, orphans and women were no longer admitted to Veenhuizen, and the population consisted mainly of vagrants and beggars. This had an impact on the population number: in 1902 there were 3,826 colonists. From 1953 onwards, no more colonists were admitted and the last vagrant was dismissed in 1973.

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The different archives of the Colonies of Benevolence are open to the main public. People can search through a handy tool for their ancestors, for example in the Archives of Drenthe (D.A.)



Initially Wortel accommodated 127 colonists and Merksplas 490. The agricultural colonies peaked in 1910, with a total of around 6,000 colonists in both Colonies. By the time the law on vagrancy in Belgium was abolished in 1993, 250 colonists remained in Wortel Colony and 400 in Merksplas Colony. Although the Colonies were formally dissolved at that time, the remaining colonists could choose to leave or stay in the prison as a free person.

The extensive source material relating to the history of the Colonies of Benevolence consists mainly of archive documents of the various administrators of the Colonies: the Society of Benevolence and the respective national governments. It is kept in the Drenthe Archive in Assen (Netherlands), the National Archives in Brussels (Belgium) and the State Archives in Beveren (Belgium). In addition, the National Archive in The Hague (Netherlands) keeps records of the Departments and the personal archive of Johannes van den Bosch.

The major part of the archives of the Society of Benevolence and the State Labour Institutes has also been made digitally available by the Drenthe Archive. The personal files of colonists, which contain a great deal of correspondence of the colonists themselves, can be researched by personal name on [www.allekolonisten.nl](http://www.allekolonisten.nl). In Flanders there is now a project so that in the future people can search the personal files of colonists.

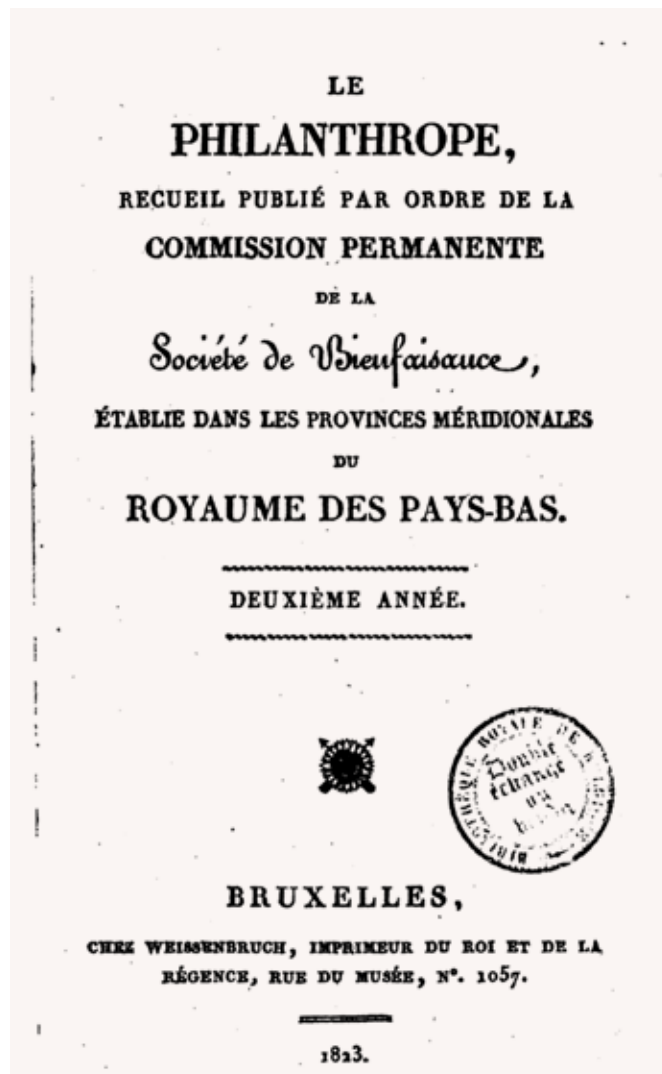
## 9 INTERNATIONAL INFLUENCE AND LEGACY

Because of the perceived position of domestic colonies between poverty alleviation and prisons, the example of the Colonies of Benevolence frequently came up for review when legislation on poverty reduction or penal policy would be revised, often after economic or food crises (top down), but also from the bottom up (utopian social activism of individual citizens).

The reasons for the enthusiasm of contemporaries were easy to understand: the concept united a number of themes that had already been a focus of international attention before the publication of the plan by Johannes van den Bosch. The increase of agricultural land and self-sufficiency, poverty reduction, the makeability of man, the social role of the bourgeois elites and the State: all these were hot topics at that time, not only in the Netherlands but throughout the Western world. It was also an era of great upheavals: politically (the rise of the nation states), socially (the ideas of the Enlightenment), socio-economically (the Industrial Revolution), and demographically (the large population increase). The supply of food at reasonable prices was a major problem, and the growing number of paupers fuelled the bourgeoisie's fear of social unrest. There was a diligent search for possible solutions, of which this was one.

### A well-oiled communication machine

The Society left nothing to chance in terms of networking and promotion. It benefited from the royal support of King William I and Prince Frederick, had contacts with people and organisations all over the world, and itself contributed significantly to the development and the practical application of its ideas, through the publication of the magazine *De Star*. This magazine was aimed primarily at providing information about the initiative and ensuring the continued commitment of their direct support base:



the citizens who participated financially, and the municipalities.

The Belgian, French language counterpart *Le Philanthrope* (*The Philanthropist*) was an even more powerful lever for the international image, if only because of the language. In 1821, Johannes van den Bosch's own discourse was also published in the French language. A further initiative of the Southern Society was the appointment of a select group of international honorary members.

↑  
Cover of the magazine  
"Le Philanthrope" 1823



## Study tours and travelogues

Immediately after the implementation of the concept of the Colonies they became the object of study visits by a host of domestic and foreign interested parties, who subsequently published reports on the subject. This led to discussions in international journals, rather like comparative studies, through which the authors often advocated a similar development in their own country, frequently accompanied by concrete concepts adapted to local needs and legal context.

*'... The book in its present form is sent forth as the advocate of a practical experiment in Home Colonization, which has already received the support of many earnest friends.'*<sup>46</sup>

*'La Hollande, plus libre dans sa politique intérieure, a donné un grand exemple don't l'Europe est appelée à profiter. Parmi les états que leur situation semble devoir exciter à imiter les institutions des Pays-Bas, et qui présentent les conditions les plus favorables pour obtenir les mêmes succès, la France est placée au premier rang. En effet, la France est essentiellement agricole. La population de quelques-unes de ses provinces est atteinte de paupérisme. ... Les avantages de ce système, qui embrasse toutes les classes souffrantes de la population, ne sont pas moins importants pour l'état et pour la société en général.'*<sup>47</sup>

*('Holland, with its more liberal domestic policy, has given a great example which Europe can benefit from. Among the states that might emulate the institutions of the Netherlands and that have the most favourable conditions to achieve similar success, France is prominent. Indeed, France is a largely agricultural nation. The population of some of its provinces is pauperised. ... The advantages of this system, which covers all the suffering classes of the population, are equally important for the state and for society in general.')*

*'At a time when so many good and industrious families are driven from England to seek subsistence by emigration to a foreign clime, it is surely a subject of the highest interest to the English country gentleman, and the philanthropist in general, to know, that the waste lands and poor soil of his own country may be made capable of supporting not only such, but by good management, even the idle and vagrant, the offscourings, as it were, of society. It is on this account, and with the idea that a visit to Frederiksoord will prove gratifying to many English travellers, that a route, in other respects uninteresting, is here introduced'*<sup>48</sup>

The international visitors had come to visit the Colonies with a deliberate view to their own specific disciplines: as philanthropists, scientists, officials, politicians... A number of visitors were sent by their own governments, in anticipation of forthcoming reform programmes.

Samuel von Gruner, for example, had in 1821 been commissioned by the Bavarian association of agricultural economy to undertake a study tour in the Low Countries. His actual subject was the organisation of agriculture and the techniques used, but he considered the Colonies sufficiently special to devote a chapter to the project.<sup>49</sup> A member of the Highland Society, of whom no further mention is made, also came to visit, primarily to study aspects of agricultural economy but, inspired by his journey, wrote a complete book about the Colonies.<sup>50</sup>

## Inspiration for the Anglo-Saxon world

In the United Kingdom, the Colonies of Benevolence were studied extensively in the run-up to the review of the English poor laws (UK) in 1834, at the orders of parliament but also on the initiative of individual parliamentarians or reformers. However, domestic colonies were not introduced as a policy solution, because Britain opted for a different, tougher approach.

*‘Our aim is to establish in them a discipline so strict and repulsive that it acts as a terror to the poor and prevents them from entering’.*

*‘This policy was meant to convince the needy to accept any job at any place at any pay.’*

There were several experiments by early utopian socialist reformers at approximately the same time as the emergence of the Colonies of Benevolence. These initiatives should be regarded as reactions against the background of overseas colonialism, which was often used in England as a release valve for solving social problems.

Specifically in Great Britain, the idea of ‘assisted emigration’<sup>52</sup> was at the heart of the debate when the Colonies of Benevolence were created. It involved sending poor people as settlers to overseas colonies, with the cost of transport paid by the government or the landlord, but sometimes also by their parish. The actual implementation of assisted emigration did not start before 1833 and the integration in the New Poor Law of 1834, and it concerned only a minority of the poor. Most of them emigrated at their own expense.

In 1840, together with W. Galpin and F. Bate, Robert Owen founded the Home Colonization Society, which engaged in fundraising and published material to convince parties of the usefulness of this type of colony. The model he published for this purpose in 1841 was based on segregation and agricultural labour, as well as on voluntary entry of the idle poor. However, he assumed a system of collective ownership of the members. Owen had many supporters, who assisted him either financially or morally – but the plan was never implemented.<sup>53</sup>

Finally, at the end of the 19th/beginning of the 20th century, several agricultural colonies were established specifically for the unemployed by socially critical organisations.

Some of these were of Protestant origin. They were permeated by a Christian revival mentality that was in fact pan-European and called for a fight against ‘anti-Christian’ socialism and the restoration of Christian values. Agricultural colonies were one of the initiatives they included in this context. William Booth, founder of the Salvation Army, was one of their most famous defenders.<sup>54</sup> He proposed closed home colonies to reform people through labour, similar to earlier examples. The agricultural colony of Hadleigh was founded by him, to offer employment to the unemployed.

There were also more socialism-inspired champions, such as Charles Booth, James Mavor and others. The latter advocated a voluntary, open system, as introduced in Germany at the end of the 1860s (Arbeiterkolonien) – they considered this to be a healthy method of assistance (open-air, with a fixed rhythm) and favoured a non-religious initiative. They also felt that it should primarily be a temporary ‘training facility’, with no emphasis on generating revenue for the government.<sup>55</sup>

Harold E. Moore had advised on the establishment of the colonies of the Salvation Army. The experiences he had gained in that connection – for instance in Frederiksoord – he incorporated in the book *Back to the land*.<sup>56</sup> For social reformers, that book in turn led to experiments such as the Popular Union Colony in the United Kingdom (1904-1912): an agricultural colony linked to a workhouse.

The dissemination of the home colony concept did not remain limited to the European continent. In his report on the 1905 International Prison Congress in Budapest, addressed to the governor of Illinois in the U.S., Charles Richmond Henderson included recommendations of a British expert committee, with the advice to establish colonies along the lines of Merksplas.

*‘The committee recommends a system of penal labor colonies similar to that of the Belgian colonies as a new method of dealing with the*



vagrants in England. In the penal labor colony (1) the workman out of employment is treated as a patient and with care, and not as a criminal with imprisonment. His downward career is arrested before his technical skill is lost; (2) the whole vagrant class is subjected to the steadying influence of regular life and regular work for long periods of time, and, while the colony may be unable to re-establish him in independent life, yet his life will be made pleasant and he will be prevented from recruiting the criminal class; (3) the cost of maintaining a vagrant is less than in prison, for in the colony he is self-supporting. As he must be taken care of, the committee recommends a more economical as well as a more corrective method.<sup>57</sup>

### France

In the 1830s the initiative received lots of attention in France. The reason for this was a series of essays and monographs by French writers on the subject of poverty reduction and the role of agricultural colonies in this respect incorporating a comprehensive analysis of the Society of Benevolence and its Colonies.

*‘Lorsque la publication du mémoire de M. le général Van den Bosch, sur la colonie agricole de Frederik’s-Oord eut fait connaître à l’Europe l’existence et les succès de cette patriotique et philanthropique institution, plusieurs écrivains s’empressèrent de la proposer pour modèle à la France. [...] Successivement MM. Deby, de Ferussac, Léopold de Bellaing, de Marivault, Eugène de Monglave, Bidaut et de Rayneville, appelèrent l’attention publique sur les établissements agricoles de bienfaisance des Pays-Bas.’<sup>58</sup>*

*‘When the publication of the discourse by General Van den Bosch on the agricultural colony of Frederiksoord had informed Europe of the existence and success of this patriotic and*

*philanthropic institution, several writers hastened to propose a model for France. [...] Successively MM. Deby, de Ferussac, Leopold de Bellaing, de Marivault, Eugène de Monglave, Bidaut et de Rayneville called public attention to the agricultural benevolence establishments in the Netherlands.’*

There were other authors apart from the names mentioned above: Alban de Villeneuve-Bargemont was known for his role in the first social legislation of France, and Joseph-Marie de Gérando was Secretary General at the French Ministry of the Interior for seventeen years.

However, tone and content of the publications were subject to change. From almost blind admiration for the ambitious plan, the high level of dynamism and the commitment of the members, the emphasis shifted to a more critical assessment of the project, based on its actual merits: the financial issues, the lack of freedom of the colonists, the living conditions in the unfree Colonies. The Society’s solution was not rejected, but there were calls for adaptation of the concept to eliminate the weaknesses from the system.

In France and Belgium, the home colonies which were effectively realised fitted in with the desired reform of penal institutions for young people and ex-prisoners. A. de Toqueville drew attention to them in the report he wrote together with Gustave de Beaumont in 1831, which included a description of the Colonies of Benevolence in the appendix.<sup>59</sup> He saw them as a milder form of imprisonment, which moreover promised a positive power of reform. This was in line with a general social trend of resistance to imprisoning young people together with adult offenders, which was considered to be more likely to have a negative impact than result in improvement.

De Tocqueville was one of the directors of the youth institution Mettray (1839) – a domestic colony for young convicts. It was a private institution, founded by A. Demetz, who was highly religious, through his

organisation La Société Paternelle pour l'éducation morale et professionnelle des jeunes. Demetz was familiar with the example of the Colonies of Benevolence, but had also visited the institution Rauhes Haus and was charmed by the family atmosphere of the latter.

The founder of the Rauhes Haus in Hamburg, Johann Hinrich Wichern, emerged from the Protestant movement 'Innere Mission' which had Theodor Fliedner as one of its founders. In 1831, Fliedner published an account of his journey to the Netherlands and Great Britain, in which he reported critically on the subject of the Colonies, but at the same time certainly considered them suitable for emulation.

*'Die vorstehende Kritik der Kolonien beurkundet wohl deutlich genug, welchen hohen Werth ich diesen Anstalten beilege, und für Wünschenswerth ich es halte, dass jede Staat ähnliche Kolonien, mit Vermeidung ihrer Mängel anlegen, und dadurch seinen Armen und Bettlern ein Dauerndes, selbsterworbenes Brod mit Beförderung ihres Seelenwohls verschaffen möge. Auch unser Preussen hat noch unangebauten Haiden genug in Westphalen, Niederrhein, Pommern und andern Provinzen, um solche Kolonien anzulegen, und seine Bettler- und Landarmen Häuser sind vielfach noch so kostspielig (...) dass sehr Vieles von jenen Anstalten Niederlands mit grossem Nutzen nachgeahmt werden könnte.'*<sup>60</sup>

*'The foregoing review of the Colonies probably makes clear the great value I attribute to these institutions, and that I would wish that every state would create similar colonies, avoiding their shortcomings, and so provide their poor and beggars with constant and, self-earned food, at the same time stimulating the welfare of their soul. Our Prussia has also enough uncultivated heaths in Westphalia, Lower Rhine, Pomerania and other provinces to create such colonies, while its beggars institutions and poor houses are*

*often still very expensive (...) that emulating the Dutch institutions to an extent could bring great benefits.'*

In a sense, Mettray was a modified unfree Colony. Young people lived in smaller groups, in a setting that was meant to evoke a family context (with guards). Life was strictly regulated and collective. The residents wore a uniform. They were trained in a craft or received horticultural training and worked on the land. There was a strong emphasis on moral education through religion and compulsory silence during work. They stayed there until they reached the age of majority.

The uniform buildings were placed around a square with a central church. As in later horticultural schools, there was a park-like educational garden surrounded by fields – not laid out according to a systematic pattern. Mettray still exists and is now a care facility for young people.

Mettray was widely emulated throughout France and greater Europe – similar colonies were established by various private organisations as well as by urban or provincial governments. In France, the law of 1850 on the education and guidance of young prisoners tried to generalise the use of privately-run agricultural colonies such as Mettray, despite the negative advice of two of the inspectors of the Ministry of Justice.

Their judgement concerned the high price and poor results in transforming youngsters into farmers. In addition, the department of Justice preferred more repressive State-run institutions for reasons of asserting control.

In 1850, 16 colonies were in operation, but none were supported in the same way by the Administration. By 1897, most had disappeared due to lack of money.

In Belgium, the Ruiselede colony was built in 1851 as a reform school for young people – mainly imprisoned on charges of vagrancy. The institution



was established following a report by E. Ducpétiaux to the Minister of Justice,<sup>61</sup> mapping the phenomenon of agricultural colonies in detail, including the failure of the Colonies of Benevolence in Wortel and Merksplas, which Ducpétiaux had officially followed until 1842.

Ruiselede was started as a state institution for boys (and is still a closed institution for young people). The institution consists of a symmetrical building complex, with a large farm and associated arable and horticultural land, and a church. Like Mettray, Ruiselede is characterised by smaller groups.

### Germany

The German Arbeiterkolonien of the end of the 19th century were a social employment programme offering temporary agricultural work, inspired by the Protestant revival concept. Pastor Friedrich von Bodelschwingh, founder of the institutions in Bielefeld, was at the basis of the entire series of 25 colonies, which were operational throughout Germany by 1893. He drew inspiration from Merksplas Colony at the end of the 1870s.

### Large differences

Domestic colonies presented a very wide variety in characteristics and served different purposes and target groups, but all shared the ambition of transformation through agricultural labour.<sup>62</sup>

However, they differentiated in:

- their scope of transformation of people versus transformation of a societal system (radically challenging/reforming system versus acting as guardian of social order)
- the way they promoted collective or private property
- their voluntary versus involuntary character
- religious versus non-religious aim
- their funding: private/ public-private / governmental
- the use of the landscaped environment as part of their approach versus didactic value of 'farm labour in itself'
- the degree to which education was integrated at the core of their concept
- the scale of their operations: from very small (a house with a garden) up to the scale of the Colonies of Benevolence











# JUSTIFICATION FOR INSCRIPTION





The typical orthogonal landscape pattern, the Colony of Wortel (L.V.)

### 3.1.a BRIEF SYNTHESIS

The Colonies of Benevolence, an Enlightenment experiment in social reform, demonstrated an innovative, highly influential model of pauper relief and of settler colonialism – the agricultural domestic Colony.

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

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

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

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



←  
Staff houses in front of  
the Second Institution in  
Veenhuizen (J.v.L.)



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

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

The proposed World Heritage property consists of a transnational series of 4 former Colonies of Benevolence in three component parts: Frederiksoord-Wilhelminaoord, Wortel and Veenhuizen. These are the Colonies where the original cultural landscape has been preserved and can be understood best.

All component parts consist of a combination of relict landscape layers which together illustrate the flourishing period of the Colony model.

Component part A presents former free Colonies (Frederiksoord, Wilhelminaoord), component part B a hybrid Colony (Wortel, free evolved into unfree) and component part C an unfree Colony (Veenhuizen). The characteristic layouts associated with the 'free' or 'unfree' status as presented by relict landscape layers are clearly recognisable in all areas.

The attributes of the Colonies of Benevolence conveying their Outstanding Universal Value are:

- The basic typology:  
The characteristic landscape typologies of the Colonies of Benevolence in their flourishing period – with representative relict landscape layers illustrating the functional and spatial coherence.
- The orthogonal grid:  
All individual elements of the orthogonal grid: planted roads, waterways, the measurement system applied and the place of the buildings in the grid.

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

## BASIC PRINCIPLES

### → THE COLONIES OF BENEVOLENCE INTRODUCED THE INNOVATIVE MODEL OF DOMESTIC COLONIES AS A MEANS TO COMBAT POVERTY

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

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

The Colonies of Benevolence were "early" in the sense that they were an innovative attempt at correcting the negative effects of the free market economy on employment, and in their ambition to release people from poverty through this method. The initiative anticipated social employment as developed in the course of the 20th century by states and social organisations.

As long as the alternative of a distributive social security system was not in place, all Colonies were places where the homeless and unemployed poor could find shelter and a job. From the very beginning, the system of the Colonies of Benevolence was adaptive to the societal environment in legal, scientific, economic and religious terms.



↖  
Arrival of the De Rijk family in  
Frederiksoord in 1909 (M.v.W)

←  
The De Rijk family one year later,  
with cow and sheep (M.v.W)



### → AN IDEAL OF PRODUCTIVE CITIZENS AND PRODUCTIVE LAND

The Colonies of Benevolence took their ideas on citizenship and state economy from Enlightened philosophers and economists such as Thomas Malthus and Adam Smith. Their starting point was a societal ideal of productive citizens and productive land. They demonstrated a typical 19th century 'civilisation' effort, which put into practice the enlightened ideas of 'transformable' man and land.

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

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

### → PLACES MEANT TO PROVIDE FOOD AND WORK FOR THE COLONISTS THEMSELVES.

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

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



→ Colony couple posing at their Colony house carrying agricultural equipment (M.v.W.)

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

#### → OPERATION AT A NATIONAL SCALE

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

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

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

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

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

#### → INTERNATIONAL INFLUENCE

Considering the enormous scale of the initiative (80 km<sup>2</sup> and seven Colonies), adaptability in the series (different target groups, two basic layouttypes with their adaptations) and role as precursor, the Colonies of Benevolence present an archetype of a domestic agricultural colony for a social goal of 'improvement'.

As long as the alternative of a distributive social security system was not in place, all Colonies provided shelter and work for the homeless and unemployed. The timespan that each Colony of Benevolence functioned as a domestic agricultural colony varies from 100 to almost 175 years.

At least until 1918 the Colonies were regarded as a powerful method to combat poverty. For a period of 100 years they were studied and copied in worldwide initiatives for target groups to be 'disciplined' or 'transformed'. Only after the introduction of social security laws – mainly after 1918 – did the system gradually lose its societal and political relevance.

#### → THEY WERE PANOPTIC DISCIPLINARY SETTLEMENTS

The whole project was premised on supervision, discipline and, if necessary, punishment, in order to assist the colonists in their moral reformation, and so that they could 'free' themselves to re-join society.

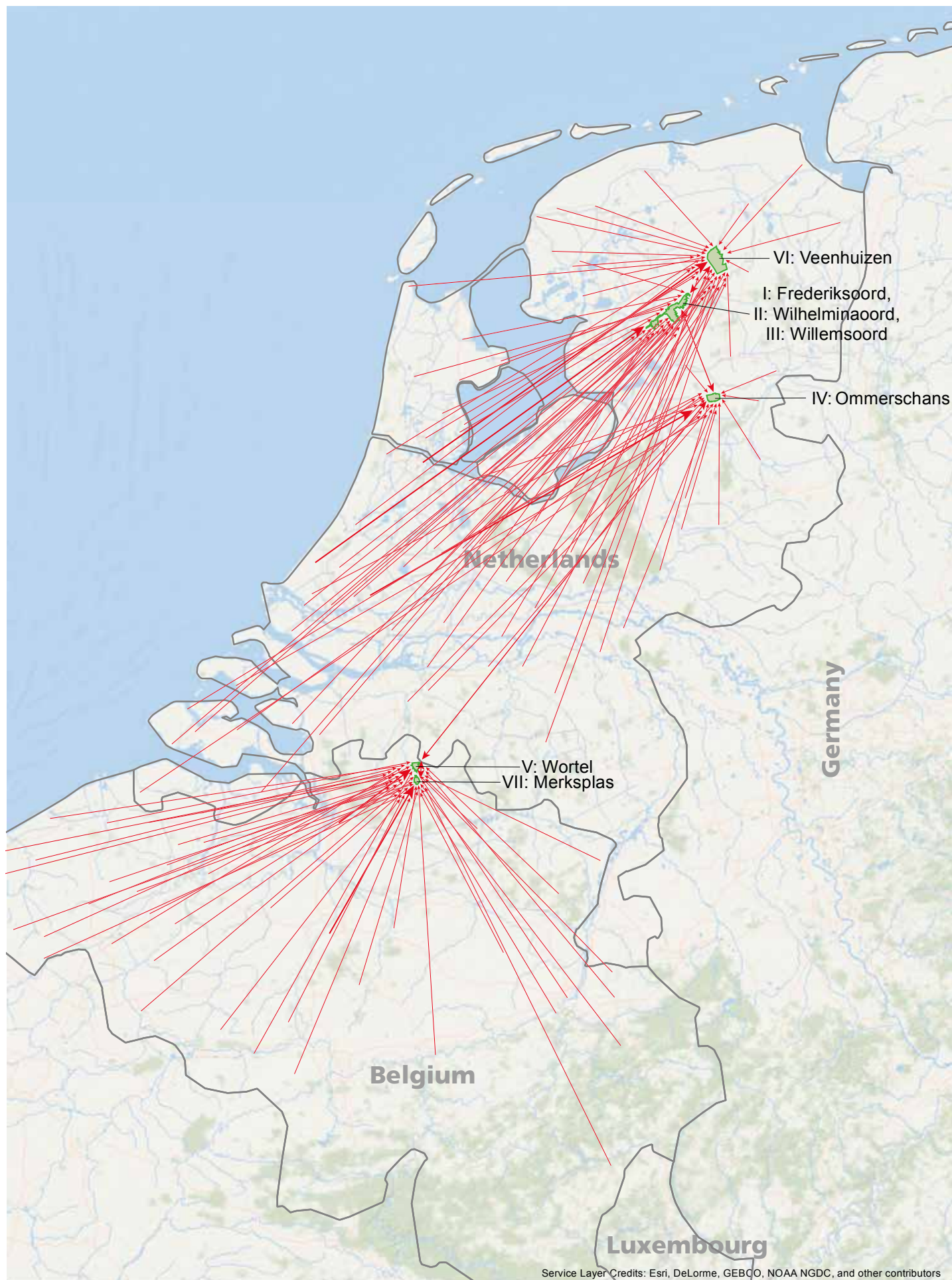
The notion that the colonists were capable of doing so, if given guidance, training and incentive, may have been true for some, but in practice there was considerable variety amongst the colonists (unemployed families, orphans, criminalised vagrants), bringing a wider set of problems, such as alcoholism, physical disability, mental depression, psychiatric conditions and irredeemable stubbornness. Consequently, supervision and segregation in a closed agricultural environment had to cover such eventualities.

Deliberately cultivated as 'islands' in remote domestic heath and peatland areas, the Colonies in their functional and spatial organisation implemented



**OPERATION AT A NATIONAL SCALE. PLACES OF ORIGIN OF THE COLONISTS.**

Local subcommittees sent colonists to the different Colonies of Benevolence and also from one Colony to the other.



the blueprint of a panoptic institution for the poor, as described by J. Bentham in his concept for the National Charity Company.

The specific landscape organisation aimed to reinforce both the disciplinary regime and economic health of the Colonies. It was a well-thought-out landscape, with a strictly hierarchical structure and dimensioning, which was to create regularity and order. The standardisation of buildings and the carefully considered placement of buildings and planting were the result of rational planning and functional, economic thinking. The whole arrangement was to enhance the transformation of people who were meant to become ‘industrious’ and ‘rational’.

The resulting landscape patterns reflect the original character of the different types of Colonies and their subsequent evolution, and illustrate the extent, the ambition and the evolution of this social experiment.

The variations in the type of settlement over the two phases of colonisation reflect the degree of supervision and discipline required for the intended target population – families or groups of individuals.

The Colonies of Benevolence were adaptive from the very beginning and reacted to various factors which forced the system to change: financial problems, poor soil, economic crises which increased the influx of poor people. The system was adapted to the societal – legal, scientific, economic and religious – environment, whilst continuing to function as agricultural colonies for different types of poor (homeless – unemployed).



Colony houses –  
Van Naamen van Eemneslaan in  
Frederiksoord (K.v.W.)





↓  
Cadastral map of the Colonies  
of Wortel and Merksplas and  
surroundings, 1855 (NGI-  
Brussels)

→  
Map with the properties of the  
Society of Benevolence around  
1850 (M.v.W.)











## THE COLONIES OF BENEVOLENCE; THE CONTRIBUTION OF EACH COLONY IN THE SERIES

COMPONENT PARTS OF THE NOMINATED SERIES	COMPONENT PART A Typology of a free Colony		
	Landscape layers $\alpha^1$ – $\alpha^2$		
HISTORICAL SERIES OF COLONIES CREATED BY THE SOCIETY OF BENEVOLENCE	Colony I Frederiksoord 1818-1820	Colony II Wilhelminaoord 1821-1823	Colony III Willemsoord 1820-1822
BEFORE	WASTELANDS		
SOIL	sand	sand	sand
PRE-EXISTING INFRASTRUCTURE	Manor of Estate Westerbeek and roads	Roads	
FLOURISHING PERIOD	AGRICULTURAL HOME COLONIES FOR POVERTY RELIEF		
1818-1859 – PHASE 1 START OF CULTIVATION	Relic landscapelay $\alpha^1$	Relic landscapelay $\alpha^1$	Relic landscapelay $\alpha^1$
GRID	family farms on plots of appr. 2,4 ha alongside planted avenues	family farms on plots of appr. 2,8 ha alongside planted avenues	family farms on plots of appr. 3 ha alongside planted avenues - diamond shaped crossroads
PRESERVED REPRESENTATIVE BUILDINGS	Colony houses	Colony houses	
	House Westerbeek	Church	Jewish cemetery
		Primary School	
1860-1918 – PHASE 2 INCREASE IN SCALE	Relic landscapelay $\alpha^2$	Relic landscapelay $\alpha^2$	Relic landscapelay $\alpha^2$
GRID	additional avenues added	additional avenues added	
PRESERVED REPRESENTATIVE BUILDINGS	Horticultural and Forestry School	Rustoord I & II	
	Farm King Willem III	Farm Princess Marianne	School. Large farm
AFTER	LIVING AGRICULTURAL LANDSCAPES		
PRESENT IDENTITY	Agricultural landscape with a village	Agricultural landscape with a village	Agricultural landscape with a village

Colony IV Ommerschans 1819	COMPONENT PART B Typology of a hybrid Colony	COMPONENT PART C Typology of an unfree Colony	Colony VII Merksplas 1825
	Landscapelayers $\alpha^1 - \beta^2$	Landscapelayers $\beta^1 - \beta^2$	
	Colony V Wortel 1822	Colony VI Veenhuizen 1823	
peat	sand	peat	sand
Remains of military fort		Farm	Road
Relic landscapelayer $\beta^1$	Relic landscapelayer $\alpha^1$	Relic landscapelayer $\beta^1$	Relic landscapelayer $\beta^1$
1 square Institution with large working farms - orthogonal grid	family farms on plots of appr. 3 ha alongside planted avenues – diamond shaped crossroads	3 square institutions with working farms – orthogonal landscape with planted avenues	1 square institution with 4 working farms
Former institution Cemetery		Churches and synagogue	
		Institutions	
Relic landscapelayer $\beta^2$	Relic landscapelayer $\beta^2$	Relic landscapelayer $\beta^2$	Relic landscapelayer $\beta^2$
	Enhancement of hierarchy of avenues	Enhancement of hierarchy of avenues, functional zoning	Enhancement of hierarchy of avenues, functional zoning
		New farms, Workshops, Series of staff houses	1 central farm Workshops, church
New institution Staff houses New farms	1 large farm, Institution with workshops, staff houses	Medical Infrastructure, New institutions	Series of staff houses Separate medical infrastructure
Agricultural landscape with an institution for custodial care	Agricultural landscape with a prison	Agricultural landscape with a prison	Agricultural landscape with a prison





Staff houses in Frederiksoord  
(K.v.W.)



Staff houses in Wortel (J.v.L.)



Staff house in Veenhuizen with  
the inscription 'Humaniteit'  
(Humanity) (J.v.L.)

# *Attributes*

COMPONENT PART A: FREDERIKSOORD-WILHELMINAORD

COMPONENT PART B: WORTEL

COMPONENT PART C: VEENHUIZEN



## COMPONENT PART A: FREDERIKSOORD-WILHELMINA OORD

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### BASIC TYPOLOGY FREE COLONY OF BENEVOLENCE

#### Landscape layers $\alpha^1$ and $\alpha^2$

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#### STRUCTURE

##### Avenues

- main avenues
- secondary avenues

##### Water structures:

- barge canal
- ditch

##### Measurement system applied:

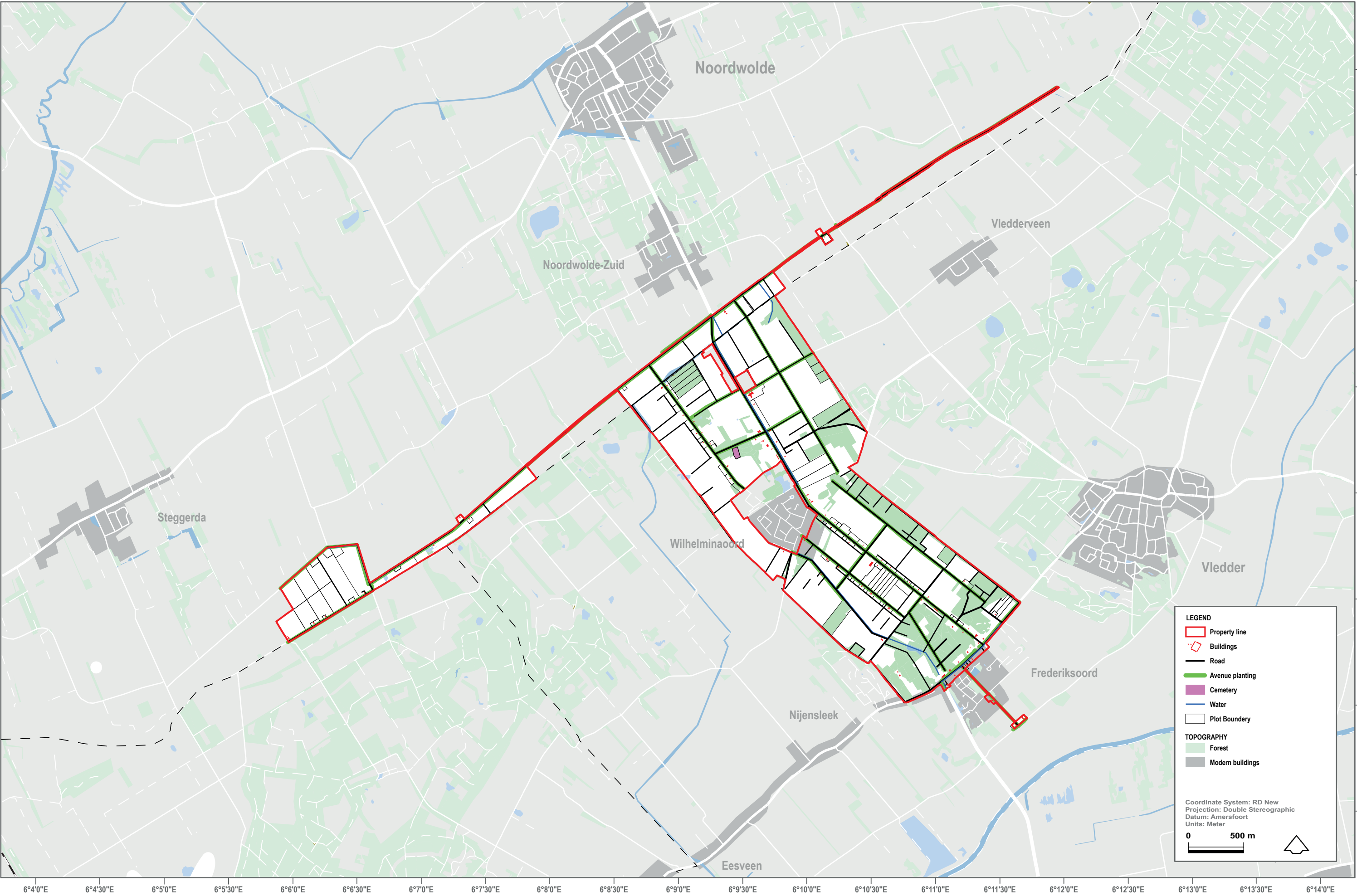
- Plots 2,4 hectares, later 2,8 hectares, increased to 50 hectares
- 

#### REPRESENTATIVE BUILDINGS AND PLANTING

- Colony houses
  - Staff houses
  - Workshops
  - Collective farms and freeholder farms
  - Buildings Society of Benevolence
  - Religious buildings
  - Homes for the elderly
  - Schools
  - Cemetery
-

COMPONENT PART A: FREDERIKSOORD-WILHELMINA OORD

M3.1 ATTRIBUTES: REPRESENTATIVE BUILDINGS AND PLANTING  
COMPONENT PART B: WORTEL  
1:30.000







Colony house in Frederiksoord (J.v.L.)



Aerial photograph of staff houses in Frederiksoord (M.D.)



Primary school in Wilhelminaoord (J.v.L.)



Farm Princess Marianne in Wilhelminaoord (A.B.)



Planted lanes in Wilhelminaoord (M.D.)



Colony house in Frederiksoord (A.B.)









## COMPONENT PART B: WORTEL

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### BASIC TYPOLOGY FREE COLONY OF BENEVOLENCE

Landscape layers  $\alpha^1$  and  $\beta^2$

---

#### STRUCTURE

##### Avenues

- main avenues
- secondary avenues
- crossroads

##### Water structures:

- canalised brooks and ditches

##### Measurement system applied:

- plots of appr. 3 ha

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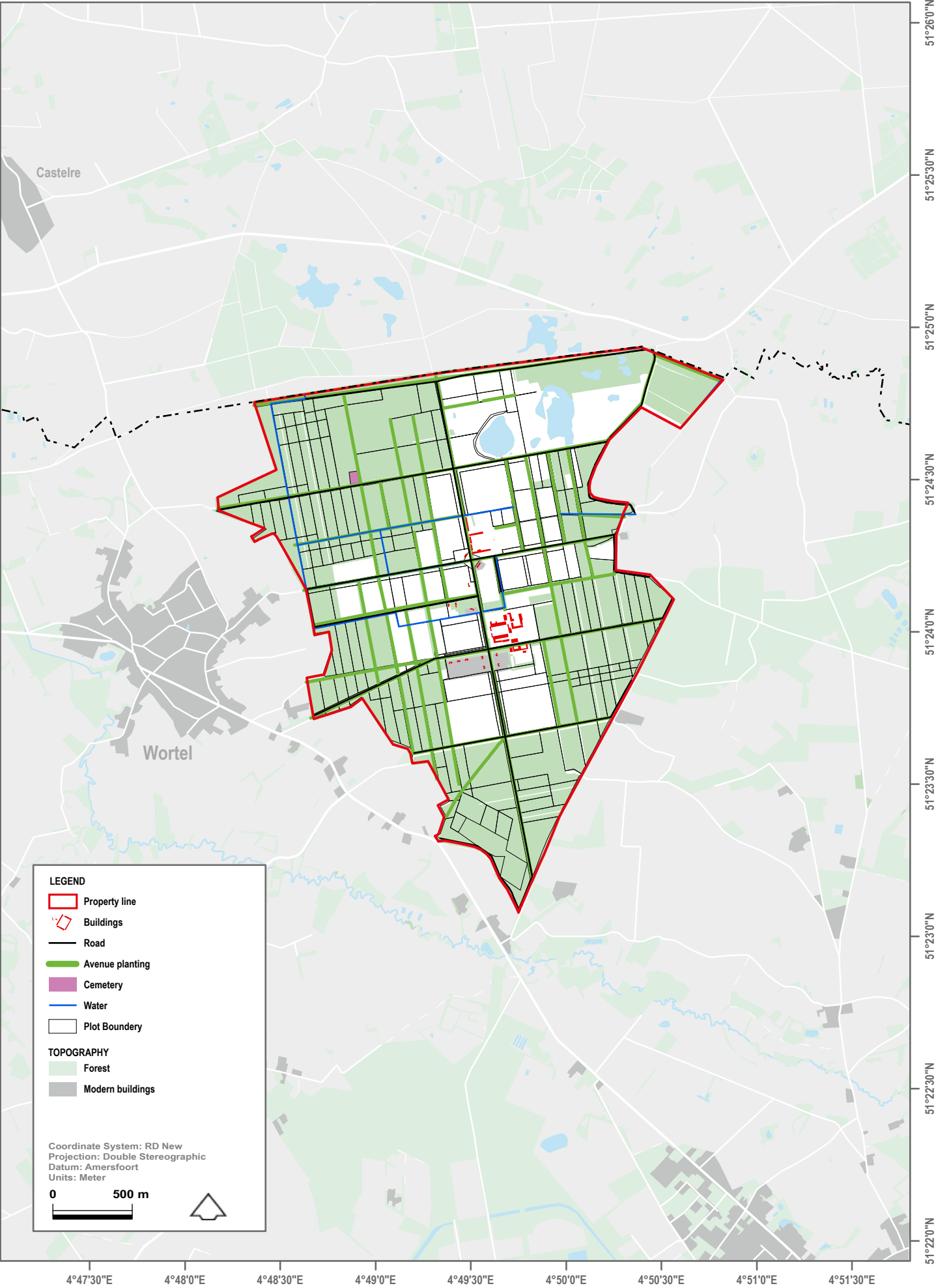
#### REPRESENTATIVE BUILDINGS AND PLANTING

- Staff houses
- State institution and workshops
- Farm
- Buildings at crossroads
- Cemetery

---

M3.2 ATTRIBUTES: REPRESENTATIVE BUILDINGS AND PLANTING  
COMPONENT PART B: WORTEL

1:30.000





↓  
The central crossroads in the Colony of Wortel dates from the period as free Colony (K.V.)

↓  
Straight planted lanes in the Colony of Wortel (W.V.)

↘  
Part of the farm in Wortel again accommodates agriculture in the form of an experience farm for children and young people (J.v.L.)





↓  
The central institution of the  
Colony of Wortel (K.V.)

⇓  
Staff houses in the Colony of  
Wortel (K.v.W.)

⌞  
Cemetery of Wortel (W.V.)





## COMPONENT C: VEENHUIZEN

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### BASIC TYPOLOGY FREE COLONY OF BENEVOLENCE

Landscape layers  $\beta^1$  and  $\beta^2$

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#### STRUCTURE

##### Avenues

- main avenues
- secondary avenues

##### Water structures:

- moats
- 'wijken' (canals)

##### Measurement system applied:

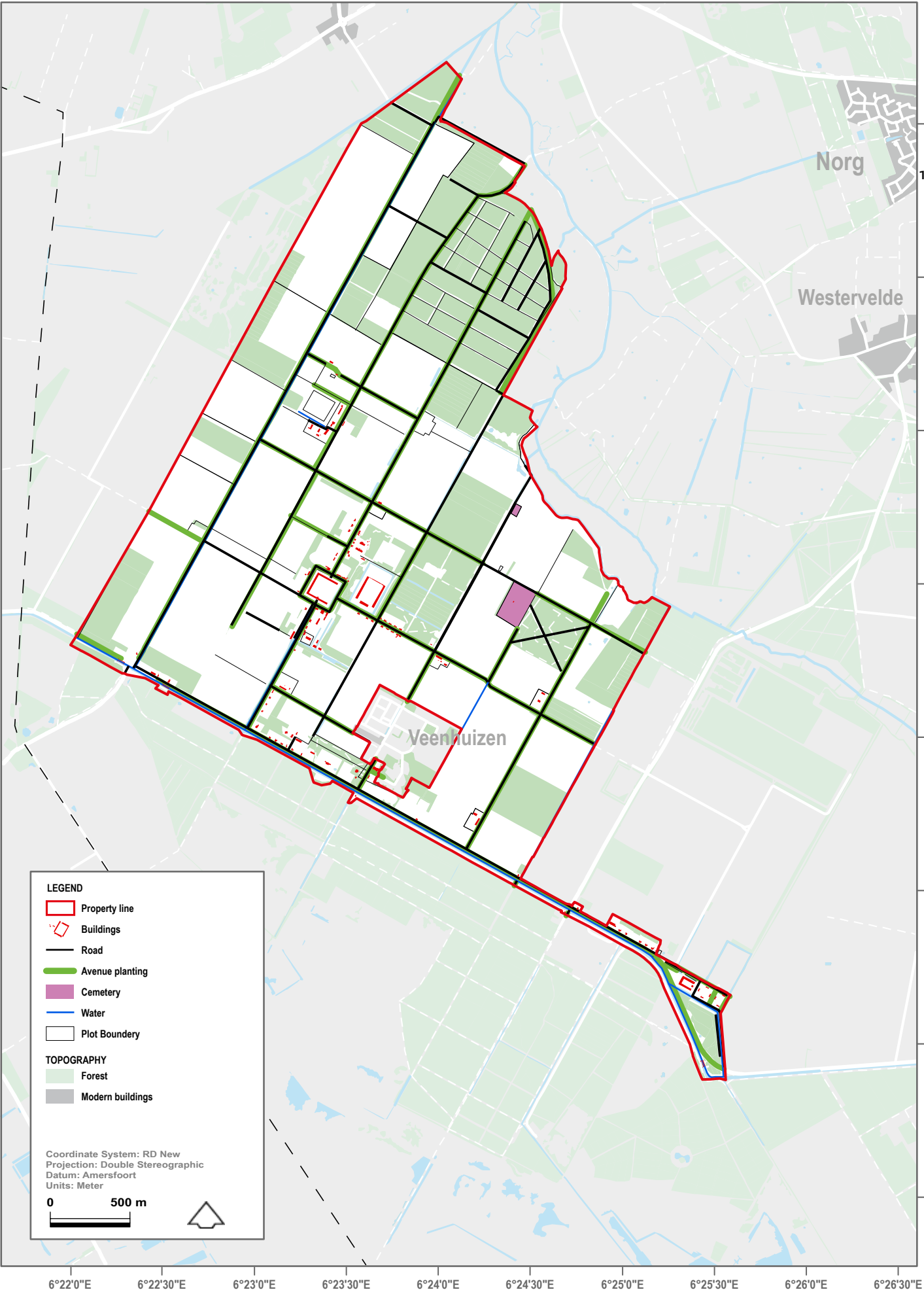
- 750, 375 and 25 metres
- 

#### REPRESENTATIVE BUILDINGS AND PLANTING

- Institutions
  - Staff housing
  - Workshops
  - Religious buildings
  - Farms
  - Central facilities
  - Cemeteries
  - Locks
  - Schools
-

**M3.3 ATTRIBUTES: REPRESENTATIVE BUILDINGS AND PLANTING**  
**COMPONENT PART C: VEENHUIZEN**

1:30.000







↙  
Former doctor's house  
('Toewijding' – Dedication),  
pharmacy ('Bitter en  
Zoet' – Bitter and Sweet)  
and pharmacist's house  
('Plichtgevoel' – Sense of Duty)  
(J.v.L.)

↙  
Farm Veenhuizen (J.v.L.)

↓  
The second Institution in  
Veenhuizen (J.v.L.)







The contours of the Third  
Institution in Veenhuizen (G.N.)



Staff house in Veenhuizen  
(J.v.L.)



Dutch Reformed Koepelkerk  
(church) (J.v.L.)





↓  
Van Limburg Stirumlaan in  
Frederiksoord (J.v.L.)



↓  
Parallel planted lanes in the  
Colony of Wortel (J.v.L.)



### 3.1.b CRITERIA UNDER WHICH INSCRIPTION IS PROPOSED (AND JUSTIFICATION FOR INSCRIPTION UNDER THESE CRITERIA)

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

#### Criterion (ii)

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

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

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



#### Criterion (iv)

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

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

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

↑  
Hospitalcomplex in Veenhuizen  
(K.v.W.)





Avenue in Wortel (J.v.L.)



Landscape in Wortel (J.v.L.)

The Colonies of Benevolence are an outstanding example of a landscape design that represents an agricultural home colony with a social aim. The landscape patterns reflect the original character of the different types of Colonies and their subsequent evolution, and illustrate the extent, the ambition and the evolution of this social experiment in its flourishing period (1818-1918).



### 3.1.c STATEMENT OF INTEGRITY

All the Colonies of Benevolence suffered a decline in the mid-19th century (due to financial problems). From the mid-20th century, following the development of alternative national relief systems, the Colonies of Benevolence gradually became obsolete. The Colonies, which were run by the State by that time, were partly redeveloped into penitentiary facilities.

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

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

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

Each component part has a distinctive character, derived from its particular topography and history and reflected in the varied distribution and character of the attributes, which include:

- a functional unit based on the target group (family or individual) and the organisation of work: a family farm or an institution with working farms
- an orthogonal system of straight roads and waterways connecting functional elements
- planting reinforcing structure and hierarchy
- sizing of individual agricultural parcels that reflects work organisation
- elements related to permanent supervision and control
- common facilities such as religious buildings, cemeteries, workshops, schools, medical infrastructure

Furthermore, the property reflects:

- Integrity of location and setting: the property is located within the area cultivated during the flourishing period, in remote rural areas with a mainly agricultural function. Adjacent to Veenhuizen and Wortel are ancient heath and peat landscapes which show the initial conditions of the land of the Colonies of Benevolence, before the reclamation.
- Integrity of use, as agricultural and care landscapes. The functions of agriculture, care and training have remained present and remain recognisable, in addition to the penal function, which was added at a later stage. The role of 'landscape of memory' was recently added, and is visible in routes, museums and visitor's centres, and small-scale tourist facilities.
- Integrity of historical knowledge as a result of extensive archiving, including iconographic material, and research. The historical sources in respect of the Colonies of Benevolence are extremely substantial with regard to size as well as content. They stem from the Society of Benevolence itself and from those who wrote about the Society of Benevolence. The archives



of the Society include highly detailed reports and stories about the origin and the development of the Colonies. Individual data and reports concerning the colonists are linked to specific locations in the Colonies. The archives are digitally accessible and partially made available through digital maps of the area (GIS). Online as well as by means of publications, exhibitions and events (for example Colony Days), the knowledge regarding the Society of Benevolence and the colonists is communicated to a wide audience.

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

Risks affecting the sites include the impact of climate change and economic pressures on agriculture. The latter include risks of merging of plots, different crops, increase in the scale of the buildings, larger fields, wider roads, installations for the generation of sustainable energy.

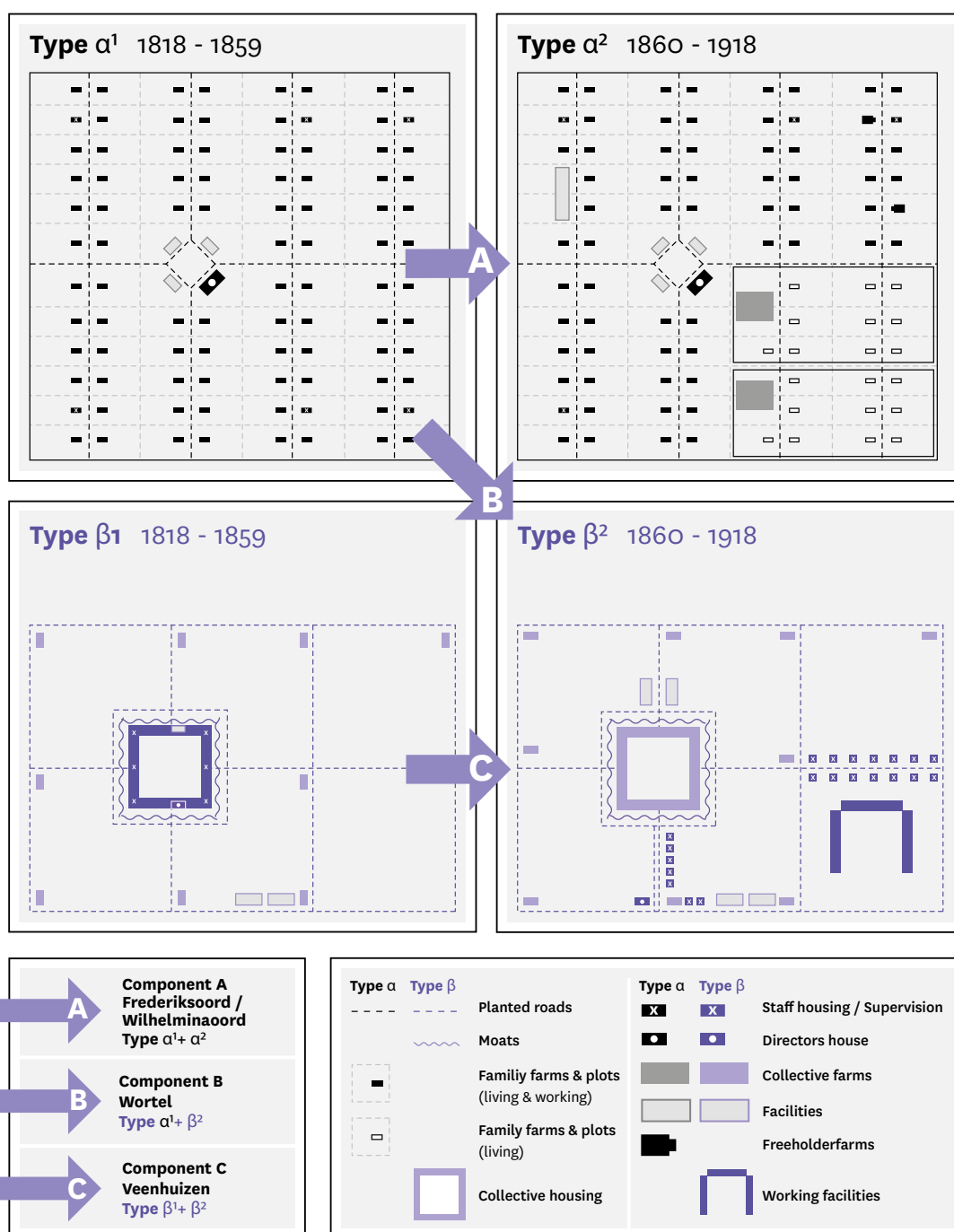
These risks are managed through established systems of land management overseen by the assigned Site holders and Colony management.

There is no pressure of urbanisation due to the remote positioning in mainly agricultural zones.

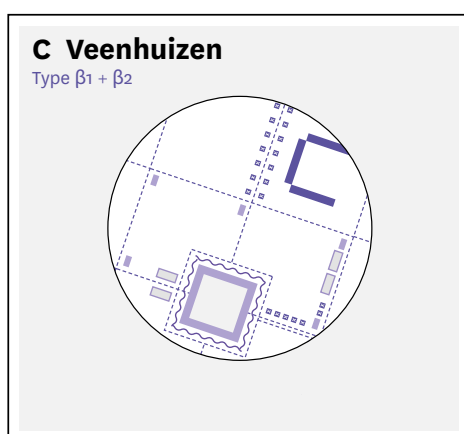
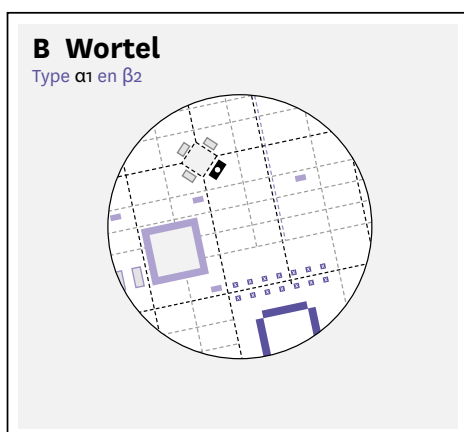
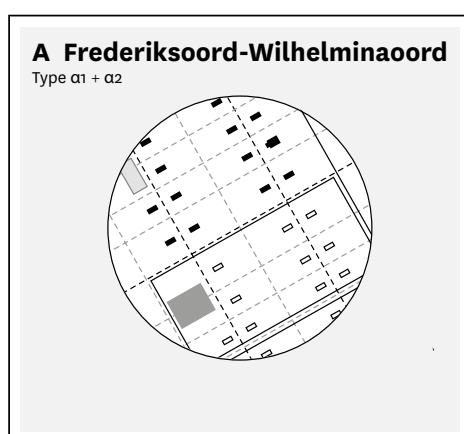
↑  
The protestant church with rectory in Wilhelminaoord is a protected villagescape (A.B.)



COLONIES OF BENEVOLENCE 1818-1918 – Schematic representation



Schematic representation per component part





### 3.1.d STATEMENT OF AUTHENTICITY

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

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

The series as a whole provides an accurate picture of the social experiment of the Society of Benevolence and of its distinctive landscape patterns in their flourishing period. The authenticity of the proposed series of Colonies of Benevolence is reflected in the following (mutually reinforcing) aspects:



The planting of the lanes is the most significant feature which accentuates the hierarchy in the landscape, Wortel (J.v.L.)



### Form and design

#### Authenticity of the landscape layout

Extensive cartographic research has shown that the current structure of the landscapes of the component parts represents the structure as laid out during the foundation of the Colonies of Benevolence. Changes within the main structure that did occur are, for example, the filling in of a number of waterways, the addition of annexes to farmyards, and the occasional addition or demolition of buildings within the building structure. The historical cadastral maps are very accurate and are detailed in respect of road and water patterns, landscape parcellation and plot boundaries. Despite minor changes, historical research (series of consecutive maps, historical descriptions, drawings and photographs) confirms that the structure of the landscape in the selected Colonies has remained virtually unchanged.

**Authenticity of the structure of planting and trees.** There are no planted avenues from the foundation period preserved as a whole, in their structure and original planting, as trees were replaced from the 19th century onwards. The most coherent system of avenues subsists in Wortel, where some of the trees date back to 1870 – 1890. Ancient trees and planting structures dating back to the foundation period have been identified via botanical and historical landscape research. Apart from solitary trees deliberately planted next to important buildings, the planting of the avenues is the most significant feature to accentuate the hierarchy in the landscape.

**Authenticity of buildings (design and architecture).** The Colonies of Benevolence initially did not have their own particular construction style or distinctive architecture. The Society of Benevolence worked with local contractors for the realisation of series of mostly standardised buildings. These had to be functional and cheap, easy to build and easy to duplicate. Therefore, the structural and architectural design from the first phase conforms to regional building traditions and local materials,

as can be seen from the use of bricks, roof tiles and timber. However, the subsequent phases (in the unfree Colonies) contain clearly recognisable architectural ‘families’, which explicitly define the ambition of these relaunched Colonies. The major transformations undergone by the State institutions were carried out under the instructions of the Chief Government Architect – Victor Besme (1834-1904) in the case of Wortel, and Johan Frederik Metzelaar (1818-1897) and his son Willem Cornelis Metzelaar (1849-1918) in Veenhuizen. The careful placement of the added buildings within the existing grid enriched the structure with new urbanisation principles (such as the accentuation of axes and the clustering of buildings in functional zones).

### Materials and substance

**Authenticity of buildings.** Heritage organisations in the Netherlands and Belgium have inventoried and valued the historic buildings. The most dominant buildings date back to the foundation phase and the phase of State institutions, and were built for use by the Colonies of Benevolence.

### Location and settings

**Authenticity of the spatial structure.** The property and clusters of buildings are all situated at their original location within the agricultural cultivated area. On account of their distinctive layout, the Colonies of Benevolence contrast sharply with the surrounding landscape and are recognisable as ‘island landscapes’ in several places, as was the case 200 years ago.

### Use and function

**Authenticity of functions.** The current use of the Colonies is still mainly agricultural. There is continued use of the houses for living purposes. Larger buildings have been adapted to functions which relate to care, or penal institutions. The latter are logical continuations of the previous function as agricultural home colonies to combat poverty, the main difference being that the essential link between the institute and the agricultural landscape has been lost. Other new uses relate mainly to the presentation of the heritage values (such as museums or interpretation centres) or to small initiatives in social economy.

### Spirit and feeling

**Authenticity of ambitions.** The Colonies of Benevolence are landscapes of unfulfilled ambitions. They originated from an almost limitless belief in the makeability of man and the landscape. The adage ‘man shapes the land and the land shapes man’ clearly summarises the dual objective of the experiment.

↓  
Staff house with the inscription  
‘Orde en Tucht’ (Order and  
Discipline) in Veenhuizen (J.v.L.)







Visitors and descendants of colonists can relive the history of the Colonies in the landscape and by a visit to the museums and visitors' centres (J.v.L.)

The multiple sense of place gradually acquired by the Colonies is the direct result of the way in which the ambitions were translated into land use, agricultural production, building programmes, education and disciplining. The schools and small Colony houses in Frederiksoord, the moralising inscriptions on the houses in Veenhuizen, and the impressive rhythm of the avenues in Wortel provide an insight into the ambitious side of the experiment, while the institutions and cemeteries with anonymous graves tell a story of failure and profound human suffering. For a large proportion of colonists, a new life lived in freedom and without poverty did not

become a reality, despite the opportunities offered by the Society of Benevolence.

Visitors and descendants of colonists can retrace this story, not only in the landscape but also in the substantial archives of the Society of Benevolence. The property is located within a large cultivated agricultural area realised in the flourishing period, and still gives a good idea of the enormous scale of the experiment. The contrast between the original landscape and the cultivated cultural landscape of the property can particularly be experienced in peat areas and creek valleys surrounding the property in several places.



### 3.1.e PROTECTION AND MANAGEMENT REQUIREMENTS

#### Protection of the Colonies of Benevolence

Nationally, the landscapes of the Colonies of Benevolence in the Netherlands are protected by the new Environment and Planning Act, and the settlements are recognised as ‘protected villagescape’: Veenhuizen since 2008 and Frederiksoord-Wilhelminaord since 2009. In Belgium (Flanders) Wortel Colony is recognised as ‘protected cultural heritage landscape’ (1999). In other words, the Colonies of Benevolence are listed at the highest possible heritage level. In the event of (spatial) developments, careful quality assessment takes place. In the Netherlands, villagescapes are spatially protected by the municipalities in their zoning plans. In protected cultural heritage landscapes in Belgium, owners and administrators are under the obligation to keep the landscape in good condition by carrying out maintenance and preservation works. The Flemish Region issues binding advice with regard to heritage in protected areas.

In both countries, representative buildings have been granted monument status or are protected within the structure by the designations as protected villagescape or protected landscape.

#### Management of the Colonies of Benevolence

Since the beginning of the 21st century, both in Belgium and the Netherlands and based on a long-term vision, large-scale investments have been made in the preservation and rehabilitation of the structure of the landscape and the buildings of the Colonies. In this context, much attention has been paid to sustainable exploitation and local activities, in accordance with the cultural heritage essence of the areas.

The Management Plan for the Colonies of Benevolence consists of a main section for the overarching level of the serial, transnational World Heritage site, and subsections for all the contiguous or adjacent Colonies. The Management Plan is an instrument for the preservation of the Outstanding Universal Value (OUV) for both the series and the individual Colonies, including:

- The protection, preservation, sustainable maintenance and operation of the World Heritage site
- The appropriate incorporation of new developments
- The propagation of the value of the World Heritage site to society, linked to the universal and timeless theme of poverty reduction and the idea of the makeability of man and landscape
- The management of the prospective World Heritage site involves owners, users and scientists in the development and implementation of site management and the safeguarding of the quality of the heritage
- The management is in contact with all the stakeholders and secures their permanent involvement and the use of their particular expertise with regard to the management and maintenance of the quality of the heritage

The Colonies of Benevolence administer collective coordination and direction in the management of the total of the four Colonies in three component parts. This is reflected in the organisation as follows:

- A transnational steering group has been established with the Site holders.
- The province of Drenthe (the Netherlands) and Kempens Landschap (on behalf of the Province of Antwerp, Belgium) act as co-Site holders.
- In consultation with Kempens Landschap, the province of Drenthe will assume general control in matters transcending the two countries.
- The parties represented in the steering group have allocated appropriate resources for the purpose of site management.



- The Site holders are responsible for the management of the World Heritage site as a whole. The Site holders organise the activities for the maintenance and improvement of the quality of the World Heritage site, and are also responsible for communication, coordination, monitoring and periodic reports.
- An Advisory Committee for Science, Education and Quality provides advice.
- An 'Inter Governmental Committee' (IGC) will be established to deal with issues on a bi-state level. This IGC consists of a representative from each of the State Parties and a representative of the Site holders of each state.

On the scale of the Colony, the organisation is as follows:

- Each component part has a dedicated manager, responsible for the preservation and management of the property, as well as for managing the effects that may arise from a larger area of influence.
- In the Dutch Colonies stakeholder groups are created for periodic consultation. Within these groups, agreements consolidate each party's involvement in the protection of the OUV,



Until the present day agriculture has a key role in the Colonies, Wortel (J.v.L.)



- the implementation of management measures, the contribution to education and presentation.
- In Belgium, this stakeholder group – the Technical Coordination Committee (TCC), with Kempens Landschap as chairman – has been in existence for a long time. All relevant decisions are taken by the TCC. For individual inhabitants and local residents, supplementary informational evenings are organised.

### Long-term expectations and management

The main challenge for the Colonies of Benevolence is to preserve the quality of life in the areas and to incorporate new economic activities. The Colonies are not situated in crowded urban areas. Therefore, development pressure in respect of housing, industry, agriculture and infrastructure is low and small-scale.

The main challenges for the management are changing land use which influences the structure of the landscape, the use of buildings by the Judiciary, and the search for new economic resources and appropriate rehabilitation of buildings. Agricultural businesses evolve, and current agricultural use represents an important force in management and conservation. Because of the changes in the penitentiary use – new safety regulations or partial closure of premises – the use by the Judiciary has a large impact on Wortel and Veenhuizen. The Management Plan includes measures to control developments and safeguard the preservation of the OUV, including permit procedures, research and inspections, restoration programmes, landscape management plans or water management actions.

Climate change is not yet a factor at local/ regional level. At local level, both dehydration and waterlogging occur as a result of climate change, but these aspects are not a direct threat because of the proper control of available water resources by managing authorities. Another potential threat, particularly for nature and plantings in the area, is



The Theatre production 'Het Pauperparadijs' (The Pauper Paradise) in Veenhuizen was a great success. (R.B.)

the increase in the average temperature and the shifts in the character of the seasons. In the long term, this could lead to a gradual change in species and vegetation, which cannot be controlled.

None of the four Colonies of Benevolence is located in a high-risk area for floods or earthquakes. Just like everywhere else, strong winds, thunderstorms and hail can cause damage to plantings and buildings. Whenever applicable, appropriate measures will be taken to repair damages. Tree diseases too are a potential threat to the vegetation and the planting. Appropriate monitoring will indicate if intervention will be necessary.

The landscape of the Colonies is attractive for recreation and cultural tourism. The current size of the visitor flow ranges from several thousands to 250,000 visitors per year per Colony. Recognition as World Heritage site is expected to cause a slight increase in the number of visitors. Together with stakeholders such as the visitors' centres, the Colony management will ensure appropriate hospitality and provide interpretation. The existing recreational infrastructure, e.g. hiking, horse riding and cycling routes, is adequate for a larger number of visitors. In and around the Colonies, varied accommodation is available, such as campsites, hotels, bed and breakfasts and group accommodations.

### Deployment of the State in respect of long-term management and protection

In the Netherlands, the OUV of the Colonies of Benevolence is safeguarded through national policies, and in Belgium (Flanders) through regional policies. Laws and regulations are covered by two systems

- the system of spatial planning
- the system of the (immovable) heritage policy.

In addition, the natural values are protected through supplementary regimes, including European legislation such as Natura 2000

The long-term strategy for all the Colonies is focused on the preservation of the attributes and



The open character of the Colonies has remained preserved through collaboration with the agriculture sector, Veenhuizen (J.v.L.)





the reinforcement of the OUV. The main aim is to preserve the quality of life in the territories and the search for and incorporation of new economic incentives, whilst using the cultural values of the territories as guiding principles and as a resource for sustainable development. This aim will be pursued by all the parties in the steering group.

In case of unexpected large-scale developments in or around the nominated World Heritage Site, which might have an impact on the OUV of the site, an Environmental Impact Assessment, Heritage Impact Assessment and/or strategic Environmental Assessments will be carried out supervised by the steering group.

This will serve as a pre-requisite to stimulate developments with a positive impact, or in case of a possible negative impact thoroughly assesses development alternatives and mitigation measures.

#### THE NETHERLANDS

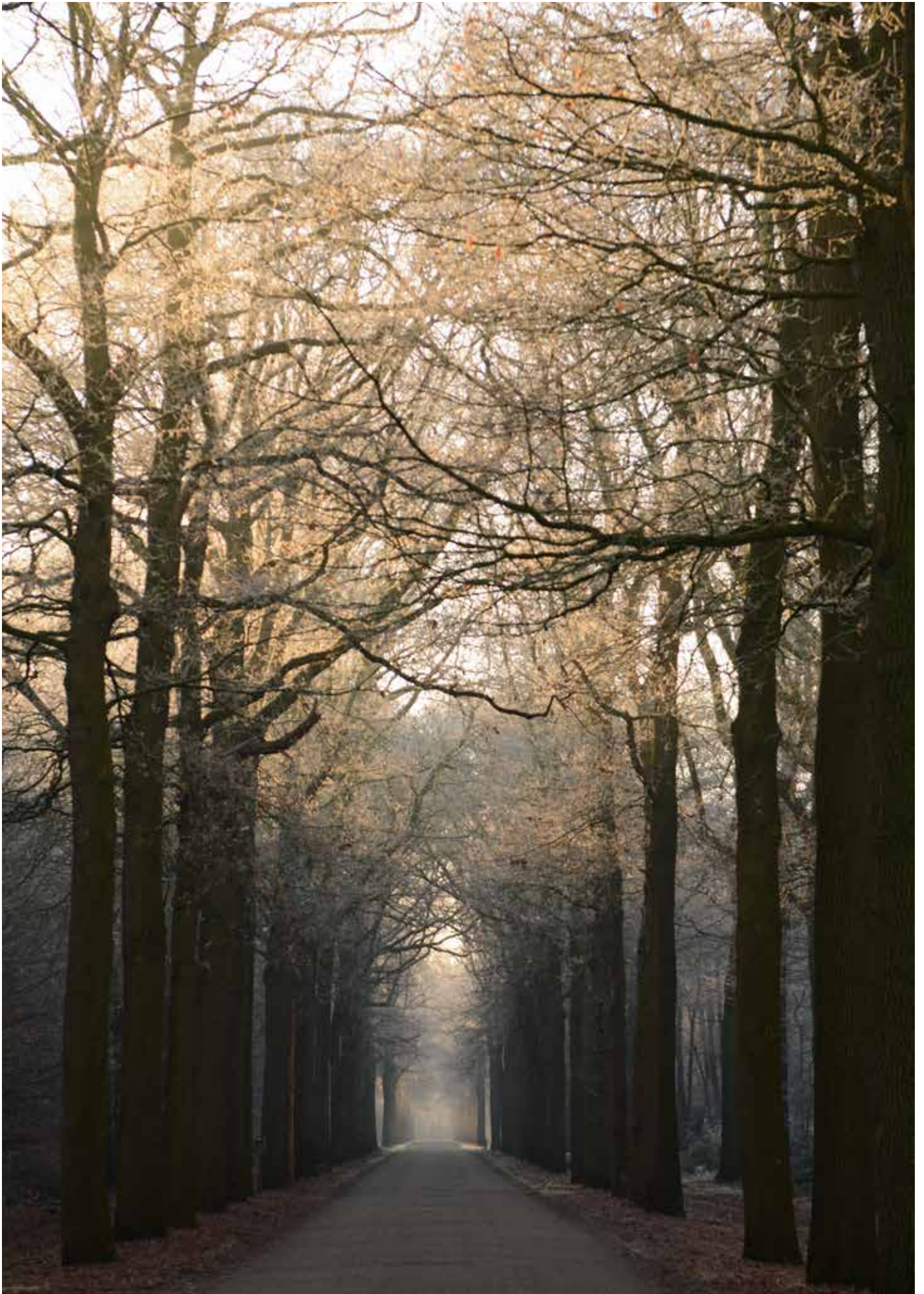
The protection of World Heritage sites in the Netherlands is implemented on the basis of two laws: the Heritage Act and the Spatial Planning Act. The Heritage Act (2016) focuses on the preservation, the protection and the restoration of the built objects (national monuments) and archaeological sites. The spatial protection of heritage values is regulated by the new Environment and Planning Act, which provides more instruments for the overall protection of heritage values and for the integral assessment of developments, and contains generic rules regarding the safeguarding of the qualities of World Heritage and the possibility of issuing instructions. This will allow for more coherence in the planning regimes of the Colonies of Benevolence.

The attributes, and thus the OUV of the Colonies of Benevolence as a whole, are at present appropriately protected at local, regional and national level through the employment of a variety of instruments.

#### BELGIUM

In Belgium, the Flemish Region is responsible for heritage protection. In the Flemish ministerial decrees concerning the listing as protected landscape, the spatial structures as well as the heritage values and the overall coherence of the Colonies are safeguarded. The protection is integrated in the implementation plans of provinces and municipalities. The listing as protected landscape has been incorporated in all spatial policy frameworks and management plans.

In 1999 Wortel Colony was recognised as protected cultural heritage landscape. The protection is currently covered by the Flemish Decree concerning the immovable heritage ('het Onroerenderfgoeddecreet') of 12 July 2013. In a decision of 16 May 2014 ('het Onroerenderfgoedbesluit'), the Flemish government set out the details of the implementation.





## 3.2 COMPARATIVE ANALYSIS

### Introduction

The basis for this comparative analysis is the Statement of Outstanding Universal Value, which seeks to demonstrate that the Colonies of Benevolence stand out as institutions for poverty alleviation:

- as pioneers introducing the domestic colony model (based upon the core notion of ‘development through productive labour’ and the combination of social engineering and settler colonisation);
- in the influence they exerted on various forms of custodial care practised in Europe
- in the way this panoptic disciplinary system for pauper settlers created specific landscape patterns;

The question to be answered in the analysis is whether there are other comparable institutions for poverty alleviation with a planned agricultural landscape integrated in the core of their business model, which have a distinctive functional layout and have influenced their field of action in a decisive way.

### 3.2.1 THE BASIS FOR A LONGLIST OF POSSIBLE COMPARATORS

On the basis of mainly historical source material, a longlist of possible comparators was created comprising a large group of individual or series of sites that comply with one of three chosen anchor points. The longlist can be found in the Annexes.

#### 3.2.1.1 The reference framework in the fields of combined social control and poverty relief in the 18th and 19th centuries

As explained in chapter 2, existing schemes for poverty reduction, in 1818, when the Colonies of Benevolence were initiated, the basic reference framework for poverty relief consisted of:

- **Indoor relief**, which was assistance given inside an institution such as a workhouse or a poorhouse. Basic schemes were:  
 Poorhouses (*hospitaux généraux*) for the infirm.  
 These were basically small or large houses or institutions providing lodging, food and care for the impotent poor;  
 Almshouses (*maisons-dieu*) for the elderly (‘impotent poor’). These refer to a series of small individual houses at the disposal of the elderly poor. As a system, these date back to the Middle Ages;  
 Workhouses (*dépôts de mendicité*) for the ‘idle poor’. These were closed institutions where able-bodied poor were given assistance and put to work. The focus was mainly on trades or industrial work.
- **Outdoor relief**, which referred to assistance (in cash, in kind or medical care) provided outside an institution – e.g. in the homes of the poor. The first ‘patronage’ organisations, i.e. guidance provided to the poor by socially committed citizens, existed in Hamburg and also in Glasgow (Thomas Chalmers, as of 1815).

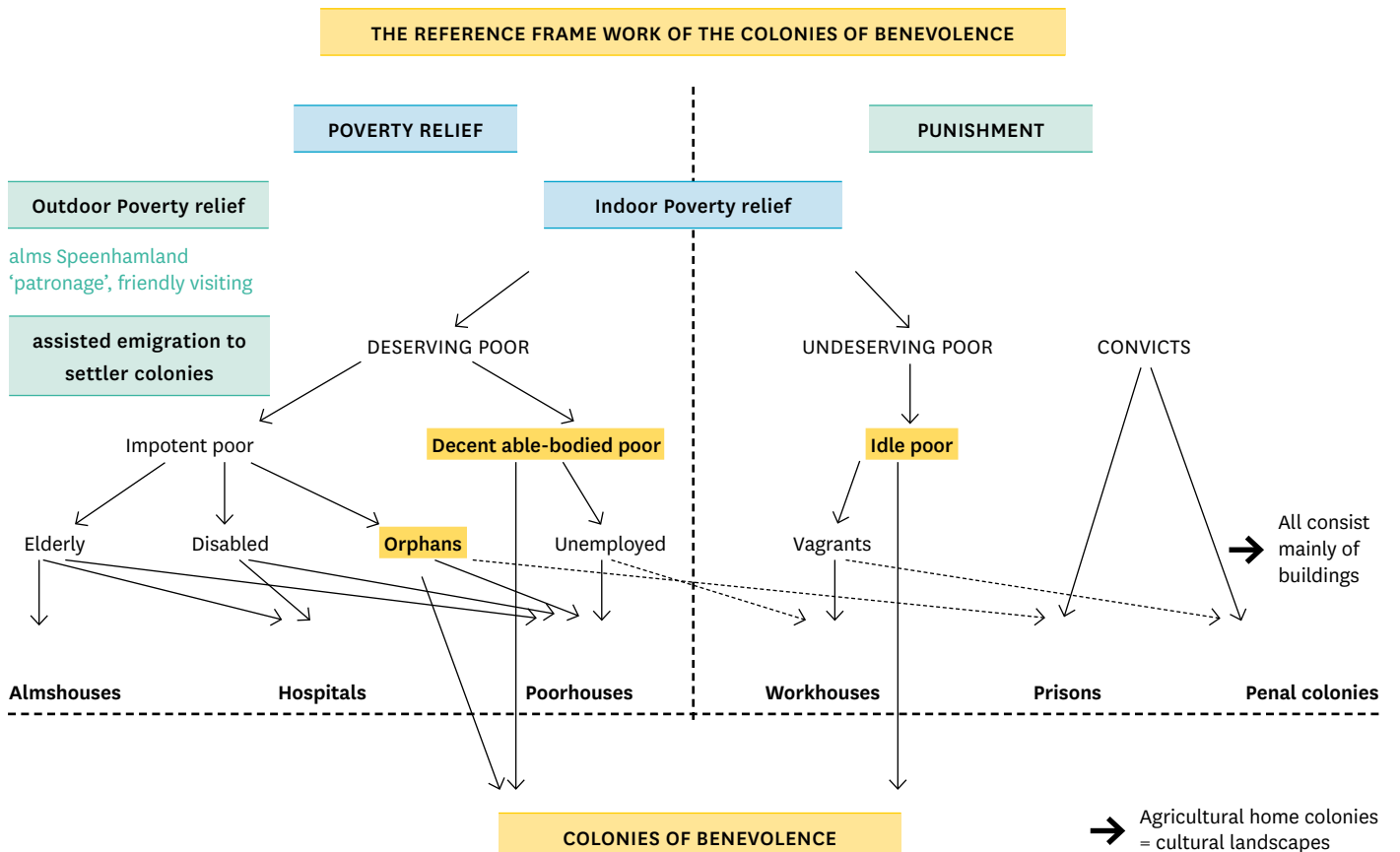
**Transportation and ‘assisted emigration’: sending the poor to overseas colonies.** Sending convicts to overseas penal colonies for punishment was common practice in Great Britain and France. The system addressed convicted criminals in the first place, but poor people could also be sent to overseas colonies, as vagrancy and begging had been criminalised. For this reason, penal colonies are added to the longlist.

Specifically in Great Britain, the idea of ‘assisted emigration’<sup>1</sup> was at the heart of the debate when the Colonies of Benevolence were initiated. It involved sending poor people as settlers to overseas colonies, with the cost of transport paid by the government or the landlord, but sometimes also by their parish.

The actual implementation of this solution did not start before 1833 and the integration in the New Poor Law of 1834, and it concerned only a minority of the poor. Most of the poor who emigrated did so at their own expense, with the help of family or relatives. Assisted emigration can be considered as a type of outdoor poverty relief practice – and is not added to the longlist.

Three categories of sites from the reference framework have been added to the longlist because of their focus on labour:

- Workhouses
- Dépôts de mendicité
- Penal colonies (transportation)





### 3.2.1.2 Social experiments inspired by the Enlightenment

As discussed in chapter 2. History, the disruptive effects of the agricultural and industrial revolutions and new ideas and insights of enlightened philosophers created a context for social experiments which focused on new models for the organisation of society, and on the improvement of living conditions of the working poor. The longlist contains examples of these, namely:

- Socialist utopian settlements, focusing on the creation of a new society model
- Workers settlements, focusing on the improvement of the living conditions of working poor
- Allotments
- Small Holdings Schemes
- Garden cities

### 3.2.1.3 Planned agricultural settlements

A very large number of possible comparators consists of planned settlements in an agricultural environment. As illustrated in chapter 2. History, numerous reclamations and agricultural settlements did not develop organically, but were the result of planned efforts to transform an area into agricultural land. Their creators used all their expertise and knowledge to achieve this in the most efficient way. The possible comparators are clustered in the following categories:

- Historical polders as a result of land reclamation
- Idealised semi-planned agricultural landscapes
- Settler colonies
  - Plantations
  - Planned settlements of farms
  - Religious settlements
- Agricultural home colonies
  - For children
  - For juvenile offenders
  - For the unemployed

## 3.2.2 TOWARDS A SHORTLIST: DISCUSSION AND COMPARISON OF THE CATEGORIES AND SITES ON THE LONGLIST

In order to select the most relevant categories for the shortlist for final comparison, we analysed which sites reflected the main characteristics as defined in the Statement of Outstanding Universal Value.

We checked whether a category:

- Presents a system of **social engineering** in which people were reformed by labour (development perspective) (linked with criterion ii);
- Represents a **nationwide initiative** (linked with criterion ii);
- Represents a deliberate **landscape design** (linked with criterion iv);
- Represents a **settlement with a social aim** (linked with criterion iv).

To be included in the shortlist, a site or category has to meet at least three of the above- mentioned conditions.

### 3.2.2.1 Indoor institutions in the same era

#### Workhouses

The UK, and also countries within the historical influence of British Law, such as Canada and Ireland, have seen the widespread development of workhouses. These were gradually introduced as early as the 17th century, after the Act for the Relief of the Poor had been passed in 1601.

While the national level was responsible for the legal framework, the creation and management of the workhouses was the responsibility of parishes (in the context of the Old Poor Law) and unions of parishes (in the New Poor Law). Workhouses were funded



←  
A bird's eye view of the  
Kempthorne's model 'square'  
workhouse plan (UK)

from the local poor rates. People entered voluntarily, but were submitted to strict behavioural rules and a restricted diet.

Initially, workhouses were largely non-residential workshops, but they subsequently evolved into institutions for indoor relief, where people were locked up. So, the poverty relief establishments varied considerably, both over time and between different parishes or unions.

After the thorough legal reform which led to the New Poor Laws in the UK in 1834, the system of workhouses became mandatory as the only possible form of relief. The regime was deliberately harsh: the workhouse was to be a deterrent, and relief was only available to those who were desperate enough to accept this regime.

The kind of work demanded from the paupers reflected this. Able-bodied females were primarily occupied with domestic tasks. Occupations for men favoured by the Poor Law Commissioners included stone breaking, oakum picking, pumping water and

milling corn. The focus was on unproductive labour tasks. From 1840 onwards, many workhouses turned parts of their grounds into gardens for growing vegetables for their own consumption as a way to reduce costs. By the end of the 19th century, making use of paupers' own skills and trades – something which had initially been discouraged by the central authorities – became more widely practised.<sup>2</sup>

In the era prior to 1834, a lot of workhouses were established in existing buildings that had been adapted for the purpose. Subsequently, there was an enormous increase in purpose-built premises – from ordinary local houses to H<sup>3</sup> or U<sup>4</sup> – shaped buildings that were three stories high.

The 19th century also saw significant developments in workhouse design, such as the 'supervisory hub', a central vantage point. Another development was the increasingly strict separation of different classes of inmate, not just male from female, but also of the aged and infirm from the able-bodied poor.<sup>5</sup>



Following the 1834 Poor Law Amendment Act, each new Poor Law Union had to provide a common union workhouse. By 1839, half of the Unions had chosen to construct a new building. In 1835-1836, the Poor Law Commissioners published a number of model workhouse plans. The most influential design was the cruciform or square layout.<sup>6</sup> Another model was the Y-plan with three wings radiating, and a hexagonal shape.<sup>7</sup> The 'courtyard' is a plan with buildings around a large quadrangle and the courtyard divided by a wall into male and female sections,<sup>8</sup> with some resemblance to the central building(s) of the unfree Colonies.

From 1870 onwards, in an attempt to improve sanitary conditions, the trend was towards housing inmates of a particular category in separate blocks or pavilions, and providing additional medical facilities or hospital accommodation.<sup>9</sup> This trend can also be observed in the unfree Colonies of the Colonies of Benevolence.

It is evident that the practice of sending poor people to workhouses to employ them (in exchange for relief) was a long-standing and widespread tradition in the Anglo-Saxon world, based upon a national legal framework. In that sense, the workhouses are comparable to the Colonies of Benevolence.

Workhouses were closed institutions for indoor relief. However, they were not intended as separate self-supporting settlements as were the Colonies of Benevolence – they were created in existing cities and villages. Their operational radius was local: the extent of a parish or a union of parishes.

The emphasis in the workhouses was on social control: they lacked the aim of reform, as their deliberately 'deterrent' effects show, especially after the introduction of the New Poor Laws. In some minor cases, the poor received limited professional training. However, this was not general practice or an essential part of the concept of these institutions. The poor were involved in domestic work or unproductive labour.

It is also clear that workhouses were not cultural landscapes. As the architectural schemes show, most workhouses were just buildings or walled in sets of buildings, without a functional link with the surroundings. A lot of workhouses did have a garden to keep costs as low as possible, and some even had agricultural land. However, these were optional extras to reduce the cost of food – not an essential part of the business model or an instrument for improvement.

#### Workhouses:

- ✗ Do not present a system of social engineering in which people were reformed by labour;
- ✓ Do represent a nationwide initiative;
- ✗ Do not represent a deliberate landscape design;
- ✗ Do not represent settlements with a social aim.

### 'Dépôts de mendicité' (France)

In France, 'dépôts de mendicité' ('vagrants' institutions') were created following the new law of 1767, as a solution for the large number of vagrants. Vagrants were locked up and put to work in these institutions, which were very often located in 'hôpitaux généraux', already existing poorhouses, or prisons.

After the French revolution, during the period of Napoleon I, provincial dépôts de mendicité were established throughout France – including the newly annexed territories (such as today's Netherlands and Belgium). In France, most of these dépôts de mendicité continued to function until the end of the 19th century.

These institutions were an instrument for social control and their first aim was to socially segregate the idle poor (beggars and vagrants). They were very similar to workhouses and had the same aim, i.e. to prevent people from demanding relief, but they operated in a larger geographic radius. They were buildings or ensembles of buildings, not complete settlements.

#### Dépôts de mendicité:

- ✗ Do not present a system of social engineering in which people were reformed by labour;
- ✓ Do represent a nationwide initiative;
- ✗ Do not represent a deliberate landscape design;
- ✗ Do not represent settlements with a social aim.



←  
Hôpital Royal de Bicêtre, Paris;  
panoramic view with gardens (F)



### Penal colonies

‘Penal colony’ is the most commonly used designation for overseas convict sites, meaning a settlement in a remote, overseas location, for the purpose of exiling prisoners and socially segregating them. British, French and other colonial empires frequently deployed North America, Australia and other far away parts of the world as penal colonies to varying degrees, often under the guise of indentured servitude or similar arrangements. The series of Australian Convict Sites is inscribed on the World Heritage List as the most representative and best-preserved set of such penal colonies.

The main aim was to transport convicted criminals to these colonies. But in practice, others who were considered to be a public nuisance or were regarded as ‘undesirable elements’ (such as poor people and beggars) were also shipped there.

The Australian Convict Sites, like the Colonies of Benevolence, were embedded in a national legal system and were organised at national State level. There are similarities in terms of numbers of people involved and scale, as well as the long lifespan. Between 1840 and 1858 alone, 60,000 men, women and children were accommodated in the Colonies of

Benevolence in the Netherlands (Drenthe Archive, 2008). Between 1788 and 1868, approximately 166,000 convicts were transported to Australia.

Convicts carried out all kinds of forced labour, such as infrastructure works. Only a number of Convict Sites focused on agriculture, of which Brickendon (1824-1994) and Woolmers Estate (1820-1850s) are part of the World Heritage site Australian Convict Sites. These were estates owned by the Archer family, who employed convicts in agriculture.

As shown in the analysis of de Tocqueville,<sup>10</sup> contemporaries saw penal colonies as different from the Colonies of Benevolence – in respect of purpose, methods, costs and effectiveness. In essence, the Convict Sites were penitentiary institutions for punishing and transporting offenders, mostly without any possibility of return. The cost of transport and maintenance of the sites was high, due to the distances and characteristics of the territory.

Even at that time, there was discussion on the effects of the penal colonies on reducing crime rates – as the rates did not drop, the deterrent effects of the penal colonies were put in doubt. The lack of any educational method or moral assistance was also considered a weak point, as the convict himself was not guided towards improvement – and problems would accumulate within the Convict Site itself.<sup>11</sup>

However, the Convict Sites share important characteristics with the Colonies of Benevolence, e.g. the systematic societal segregation, the imposed labour, the scale of the sites and number of people involved, and the role of the State in the system.

#### Penal colonies:

- ✗ Do not present a system of social engineering in which people were reformed by labour;
- ✓ Do represent a nationwide initiative;
- ✗ Do not represent a deliberate landscape design;
- ✗ Do not represent settlements with a social aim.

↓  
Brickendon, part of World  
Heritage Site of the Australian  
Convict Sites (AUS)



### 3.2.2.2 SOCIAL EXPERIMENTS INSPIRED BY THE ENLIGHTENMENT

#### *Socialist utopian settlements*

At the end of the 18th century and in the first half of the 19th century, utopian socialist reformers such as Claude Henri de Rouvroy 'comte de Saint-Simon', Charles Fourier, Étienne Cabet and Robert Owen aspired to a more 'rational society', based upon the principles which guided the French revolution.

Their followers created a large number of utopian communities to put into practice their high secular moral ideals. Hundreds of such communities were developed, mostly in the USA in the 19th century. However, very few lasted or left behind substantial heritage. These settlements experimented extensively with different models of government, labour and wealth. We have included these in the longlist.

We have also looked in more detail at three utopian communities with a substantial preserved heritage, namely New Harmony (Indiana, USA), Fairhope (Alabama, USA) and Arden (Delaware, USA). These utopian settlements were all created as self-supportive communities with high-level facilities. The goal of these socialist communities was to create better living conditions for all, including the poor. They encompassed all aspects of their inhabitants' lives. Moreover, Arden and Fairhope both introduced a closed financial system to guarantee an income for all members of their community. New Harmony focused on good education for all and the creation of specific educational institutes.

In all these aspects, these utopian communities were comparable to the free Colonies of Benevolence. However, they were substantially different in their scope to completely reform society and in their management system which fostered equality. Even if they included large agricultural operations, these were not at the basis of their plan. Moreover, they did not present a deliberate landscape design. Robert Owen envisioned a rational layout for the utopian community which he intended to start in the USA,

but it was never implemented. New Harmony is created around an orthogonal grid, but without the specific design or planning ideas as proposed by Owen in his plans – due to the fact that the realised community was started in a redevelopment of an earlier Pietist settler town, which had been sold to Owen.

These utopian socialist communities:

- ✗ Do not present a system of social engineering in which people were reformed by labour;
- ✗ Do not represent a nationwide initiative;
- ✗ Do not represent a deliberate landscape design;
- ✓ Do represent settlements with a social aim.

↓  
Topographic map of New Harmony (USA), 1901, Socialist utopian settlement of R. Owen





### Workers settlements

There are numerous planned settlements which focused on the betterment of living conditions for the workforce, and which were initiated by enlightened entrepreneurs. Between the second half of the 18th century and the first half of the 19th century, several new planning and design models found their way through Europe and the Americas. World Heritage sites such as New Lanark (UK), Le Grand Hornu (Belgium), Crespi d'Adda (Italy), Saltaire (UK) and the Familistère in Guise (France) demonstrate how varied and rich these types of settlement can be – both in their concept and their careful layout, instrumental in the realisation of a healthier environment for workers.

Utopian initiatives from enlightened entrepreneurs are comparable to the Colonies of Benevolence in their efforts to improve the living conditions of the workers' families, and indirectly increase revenues. Also, in their overall concept, which encompassed the entire life of the inhabitants (work as well as leisure time), one can consider them similar. In all these settlements the improvement of the living conditions of the workforce was an essential element. However, it is clear that their related businesses, even if they

demonstrated highly social actions, were not created to solve the pauper problem. Their real 'raison d'être' was in the products they manufactured, and the social infrastructure was a way to attract and retain a good workforce.

There are similarities with the second phase developments of the Colonies of Benevolence, overseen by the State architects, in the creation of zones, the accentuation of important axes, the focus on hierarchy and the will to create an overall architectural coherence. Some of these settlements provided gardens too – for food as an addition to workers' salaries (in the sense of later community gardens).

However, industrial workers settlements were completely different in terms of scale, societal ambitions and embedment in the legal system of the State. It is also evident that they cannot be considered as 'home colonies', as they are industrial sites and lack the focus on agriculture and use of the landscape as an instrument in the anticipated transformation of the poor.

#### These workers settlements:

- ✗ Do not present a system of social engineering in which people were reformed by labour;
- ✗ Do not represent a nationwide initiative;
- ✓ Do sometimes represent a deliberate landscape design;
- ✓ Do represent settlements with a social aim.

↓  
Le Grand Hornu, part of  
World Heritage Site of Major  
Mining Sites of Wallonia (B)  
and example of a workers'  
settlement



### Allotments

Allotments, in the sense of ‘community gardens’, are comparable to the Colonies of Benevolence in their aim to make the urban poor self-supporting. A parallel can also be seen in the focus on growing food for their own consumption and the beneficial effects of gardening and being outdoors.

However, allotments are to some extent systems of outdoor relief: they provide help in the proximity of people’s urban homes. Furthermore, they are presumed to supplement a wage earned in another job: allotment users are not intended to become farmers.

Finally, the size and function of these ‘garden settlements’ is completely different from the settlements of the Colonies of Benevolence. They are created as an extension to urban life, not as a settlement to live and work in.

#### Allotments:

- ✗ Do not present a system of social engineering in which people were reformed by labour;
- ✗ Do not represent a nationwide initiative;
- ✗ Do not represent a deliberate landscape design;
- ✗ Do not represent settlements with a social aim.



### Small holdings schemes

During the last quarter of the 19th century, authors who followed the ideological ‘Back to the land’ movement (such as Harold Moore)<sup>12</sup> placed the (free) Colonies of Benevolence within the same framework as State-ruled initiatives for small holdings & allotments.

In their practice of creating access to agricultural land and improving poor soil, the Colonies of Benevolence and small holdings schemes found common ground. But the small holdings schemes focused on agricultural plots (small holdings), not on the creation of complete settlements with facilities. Also, colonists in the Colonies of Benevolence were not free to choose how to develop their agricultural business: they were controlled and guided in every aspect of their work and even some aspects of their private life. Furthermore, the colonists were tenants, not owners or co-owners.

↙ Allotments in Glasgow (UK) – University of Glasgow Archive Services

↓ Plan of Greenhill Farm drawn up by the Board of Agriculture in 1912 as part of the Land Settlement Schemes (UK)







↑  
Welwyn Garden City – Institute  
of Historic building conservation  
(UK)

The small holdings schemes lack the disciplining system and social control aspect which is characteristic for the Colonies of Benevolence.

Small holdings schemes:

- ✗ Do not present a system of social engineering in which people were reformed by labour;
- ✗ Do not represent a nationwide initiative;
- ✗ Do not represent a deliberate landscape design;
- ✗ Do not represent settlements with a social aim.

### Garden cities

This type of settlement was first conceived by Ebenezer Howard as a solution to the related problems of rural depopulation and the runaway growth of towns and cities at the end of the 19th century.

Howard's idea was the creation of a series of small, planned cities that would combine the amenities of urban life with ready access to nature, typical of rural environments. The accommodation of residents, industry and agriculture were combined within the town, and the natural rise in land values had to be used for the town's own general welfare. The garden city would be privately owned by a small group of individuals; in retaining ownership, they would retain control of land use. Revenue, to pay off the mortgage and to fund city services, was to be raised solely by rents.

Two garden cities correspond entirely to this scheme. Welwyn Garden City was created in 1889, Letchworth in 1904. Afterwards, the model of the garden city was re-interpreted numerous times, but mostly without the implementation of the social and organisational aspects which were essential to the initial concept.

In focusing on the beneficial effects of a well-structured living-space with plenty of green areas, the garden cities are comparable to the Colonies of Benevolence to a certain extent. However, the focus of the initiative is on urban design and an ownership model, not on farming plots.

Furthermore, there are large differences in target groups and organisational structure, while systematic disciplining is completely absent.

Garden cities:

- ✗ Do not present a system of social engineering in which people were reformed by labour;
- ✗ Do not represent a nationwide initiative;
- ✓ Do represent a deliberate landscape design;
- ✓ Do represent settlements with a social aim.

### 3.2.2.3 Planned agricultural settlements

#### *Historical polders as a result of land reclamation*

The project of the Colonies of Benevolence focused on the transformation of poor soil. It is clear that this project is part of a long-standing tradition of land reclamation and water management in the Low Countries. Cultivation resulted in a landscape pattern of plots often of the same size and divided by straight lines, effective and efficient for agricultural production. This also accounts for the numerous polders, such as De Beemster. *There were two main reasons for creating De Beemster: to control recurrent flooding and reclaim new agricultural land, and to find a safe way to invest funds. It has preserved intact its regular landscape of fields, roads, canals, dykes and settlements, laid out in accordance with the principles of classical and Renaissance planning.*<sup>13</sup>

De Beemster is exceptional with its rational geometric layout, designed as an architectural landscape.

It shares an efficient layout and some basic design principles such as an orthogonal landscape pattern (often also applicable to other polders in the 17th-19th centuries) with the Colonies of Benevolence. However, in their essence the Colonies of Benevolence are not polders. The whole process of land reclamation of the Colonies of Benevolence is not about land reclaimed from the sea or lakes, protected and drained marshes or protected flood plains, but about the transformation of naturally poor peat and heathland into fertile land, which was suitable for more intensive and more productive farming. In that sense, the Colonies of Benevolence do not compare to polders such as De Beemster (the Netherlands) and Grand Pré (Canada).

The above- mentioned polders:

- ✗ Do not present a system of social engineering in which people were reformed by labour;
- ✗ Do not represent a nationwide initiative;
- ✓ Do represent a deliberate landscape design;
- ✗ Do not represent settlements with a social aim.



#### *Idealised semi-planned agricultural landscapes*

A lot of agricultural landscapes on the World Heritage List are not designed, but shaped by repeated agricultural practices and traditions. Listed cultural landscapes include serial nominations of specific monoculture-type agricultural landscapes such as vineyards, pastoral landscapes and rice terraces, which differ considerably from the mixed farming landscape in the Colonies of Benevolence (characteristically linking arable farming, horticulture, forestry and cattle breeding).

Two specific landscapes on the World Heritage List do deserve a closer look, because they combine organically evolved landscapes with arrangements to enhance the aesthetic qualities of the production landscape, resulting in idealised semi-planned agricultural landscapes.

The first is Val d'Orcia (Italy). It is a systematic, functional agricultural landscape with mixed enterprises, dating from the 14th and 15th centuries. The landscape is the result of spatial planning and a

↑  
Design map of de Beemster  
Polder, World Heritage Site  
(NL) – National library the  
Netherlands





↑  
Val d'Orcia, World Heritage Site (I)

↑  
The Lake District, World Heritage Site (UK)

competent agricultural organisation, commissioned by wealthy merchants from Siena, the owners of the territory. They meant to create a landscape that was efficient and productive, and at the same time visually appealing. It was an economic venture that reflected an ideal of good governance.

#### Val d'Orcia:

- ✗ Does not present a system of social engineering in which people were reformed by labour;
- ✗ Does not represent a nationwide initiative;
- ✓ Does represent a deliberate landscape design;
- ✗ Does not represent a settlement with a social aim.

The Lake District Landscape (UK), recently inscribed on the World Heritage List, is a pastoral landscape, the natural beauty of which has been enhanced by the insertion of highly aesthetically designed estates with

a focus on picturesque landscape. Its long-standing shared vision on landscape qualities and specific long-term landscape management system protect the scenery.

In the attention paid to the effects of beautiful landscapes on human wellbeing, the Lake District Landscape and the Colonies of Benevolence find common ground.

#### The Lake District Landscape

- ✗ Does not present a system of social engineering in which people were reformed by labour;
- ✗ Does not represent a nationwide initiative;
- ✓ Does represent a deliberate landscape design;
- ✗ Does not represent a settlement with a social aim.

#### Settler colonies

Settler colonisation is basically as old as farming itself: the answer to an increase in the demand for food (e.g. caused by an increase in population) is usually geographical expansion of farmland and/or intensification of present modes of production, combined with migration of farmers. Colonisation overwrites existing land use with new arrangements and thus has an impact on nature and communities making use of the area before the colonisation.

As from the 15th century, with the European Age of Discovery, the geographical exploration of the world led to increasing colonisation initiatives, not primarily to enhance food production as such, but to extract and trade all kinds of commodities. The Netherlands had built up extensive experience in overseas trade with the West India Company and the East India Company.

In the era of the Colonies of Benevolence, overseas colonisation had not only become a method to increase imperial power and profitable trade, but also a way to canalise 'excess population'. Religious groups that were persecuted in Europe, regarded overseas colonisation as an opportunity to create a new environment in accordance with their beliefs.

From a moral and a philosophical perspective, colonisation was considered ‘justified’, as it transformed so-called ‘wastelands’ into agricultural land and ‘idle people’ into a productive workforce.

So-called ‘plantations’ – overseas settlements of people of European origin – were to be found all over the world. Plantations developed as an integral part of the world economy created by the expansion of Europe after the 15th century. In general, wherever new settlements were to be established, their layouts were given careful thought.

Historically, the word ‘plantation’ was used for settlements of farms as well as for commercial monocrop estates. In modern academic literature, the word ‘plantation’ has a more precise significance, which we adopt here to enable appropriate comparison in the way the colonisation settlements were arranged in the landscape.

Generally, a plantation refers to an agricultural enterprise in which a number of workers of a subordinate class work together to produce a crop for another person, to be sold in a market, usually an international one. Plantations are distinctly and historically to be distinguished from farms. A farm is a settlement for which a family supplies most of the labour, with little help from the outside, and where goods are produced for subsistence and domestic consumption.<sup>14</sup>

It is clear that the Colonies of Benevolence inherited ideas, organisational models and planning practices of existing types of overseas settler colonisation. Johannes van den Bosch had extensive knowledge and personal experience of colonisation practices – with the East India Company, in colonial settlements of farms as well as plantations.

### Plantations

There are numerous plantations that have been nominated for inscription on the World Heritage List. Jefferson’s Monticello was inscribed on account of Jefferson’s unique architectural vision. Mount Vernon (Washington’s plantation), plantations of West-Curaçao, Groot Constantia and Vergelegen (plantations of Cape Town) and others are on the Tentative List. Most historical plantations dispose of a mansion environment for the owners, productive areas with functional buildings adapted to the specific crop, and housing facilities for the workforce.

Plantations have at least six defining characteristics: (1) forced labour, whether in the form of outright slavery or, after the abolition of slavery, in a contract system; (2) populations composed largely of immigrants; (3) large-scale and capital-intensive organisation; (4) management that assumed many of the functions of the State, including legal and punitive roles; (5) profits that depended on developed systems of transportation as materials flowed in and out of plantations; (6) political and economic control residing in far-away societies.<sup>15</sup> To this list of social characteristics, we must also add ecological relationships, namely agricultural production focused

↓  
The Jefferson Monticello, World  
Heritage Site (USA)





on one or at most a few crops for export. This system of production is called monocropping, but plantations can be distinguished from other systems of monocrop farming by the social relations present on the plantation.<sup>16</sup>

These characteristics reflect the manner in which agricultural activities are organised to facilitate production. The plantation not only provides a setting for these activities, but also an arrangement to facilitate carrying them out. This arrangement constitutes the form of the plantation settlement.<sup>17</sup>

Each specific crop necessitates different facilities in terms of production materials and natural conditions, storage, transportation, and sometimes also manufacturing before transport. These determine the arrangement of the plantation. However, as a standard, typical North American plantation settlements at the time of the Colonies of Benevolence constituted a nucleated village consisting of a cluster of service buildings and slave quarters, grouped compactly on roads arranged in a square or rectangle around or near the main house, surrounded by agricultural fields. As plantations are modelled on commodity production for external markets, access to a river or a major road was fundamental.

As described, plantations share a number of organisational characteristics and spatial arrangements with the Colonies of Benevolence, such as the hierarchical relations (which is clear

in the housing of colonists vs staff), the control of production factors and the clustering of work and living infrastructure within a large agricultural zone (as in the unfree Colonies with institutions and big farms).

However, the Colonies of Benevolence were intended for production for their own population rather than oriented towards monocrop surplus production for external markets. Moreover, plantations do not share the social aims of the Colonies of Benevolence and do not present a deliberate design instrumental for both the cultivation of the land and the transformation of the workforce.

#### Plantations:

- ✗ Do not present a system of social engineering in which people were reformed by labour;
- ✗ Do not represent a nationwide initiative;
- ✗ Do sometimes represent a deliberate landscape design;
- ✗ Do not represent settlements with a social aim.

#### *Colonial settlements of farms (also 'plantation' or 'Colony')*

In the majority of cases, the layout was rationally considered in relation to the aims of the new settlement. When the local population might be hostile, defensible settlements were required, providing compact arrangements within stockades or fortifications (such as in Plymouth colony).

As described in History, at the time that the Society of Benevolence started to implement its plan for home colonies, numerous examples of historic overseas settlements already existed, either organically grown or developed according to schemes. As Johannes van den Bosch had previously operated in an international context of overseas colonisation, he must have been familiar with examples in this connection. However, in his works he does not explicitly refer to such schemes.

↓  
Replica of Plymouth Plantation  
1627 (USA)



In the planned colonial settlements, the use of a grid of straight lanes and identical plots was common practice, and the Colonies of Benevolence are in keeping with this tradition. However, there is a clear distinction as regards the aims of the colonial settlements of the Colonies of Benevolence, as an instrument to combat poverty and transform paupers, in the totally controlled way they functioned and in the use of identical smallholder farms or institutions as a basic unit.

In the Colonies of Benevolence, the common orthogonal scheme was paired with standard houses, institutions and family farms. Moreover, the occupants of the plots were not 'ordinary' settlers who bought or rented the land, but they functioned within a closed system involving instructions and a hierarchy.

#### Colonial settlements of farms:

- ✗ Do not present a system of social engineering in which people were reformed by labour;
- ✓ Do sometimes represent a nationwide initiative;
- ✓ Do often represent a deliberate landscape design;
- ✗ Do not represent settlements with a social aim.

#### *Religious settlements*

Numerous contested and abused religious communities in Europe sought refuge in other regions. Colonisation was a technique they used to create a new environment, not hostile to their religious convictions. From the 18th century onwards, but particularly in the 19th century, a series of new agricultural communities emerged, mainly in the USA.<sup>18</sup>

These settlements of religious communities are in a certain sense comparable to the Colonies of Benevolence in their efforts to create a new and better environment for their members. Most of these communities were largely agrarian and some of them, such as the Hutterites communities, still are. It is evident that the settlements encompassed the entire life of the inhabitants (work as well as leisure time). A lot of them, especially the Shaker, Herrnhut and

Hutterites communities placed a very high value on work and an industrious life: hard work was part of their belief in redemption and a key to their values, together with religious instruction. However, it is clear that these settlements had a totally different scope: they were not created as an instrument for social control, or to solve a national pauper problem, but were missionary settlements and non-pluralist: members joined of their own free will, and accepted to conform to a specific religion.

As regards the physical aspect, as the settlements were newly created they mostly presented a regular, orthogonal structure without a specific footprint. They were ordinary villages.

#### Religious settlements:

- ✗ Do not present a system of social engineering in which people were reformed by labour;
- ✗ Do not represent a nationwide and national initiative;
- ✗ Do not represent a deliberate landscape design;
- ✗ Do not represent settlements with a social aim.

#### *Agricultural home or domestic colonies*

A whole series of historical sources underline the specific position of the typology of 'home' or 'domestic' colonies in politics and economics in the 19th and early 20th centuries. Contemporaries valued the combination of segregation and agricultural labour for a social purpose of 'improvement'.<sup>19</sup>

Segregation involved the separation of the colonists from civil society, particularly the city, to explicitly named colonies in rural areas. Segregation was considered necessary for colonists to extricate themselves from the downward spiral in their home environment. The rural setting was also necessary, as cities were considered a source of temptation and corruption, causing the poor and unemployed to fall into crime, immoral behaviour and/or vagrancy and alcoholism.

Domestic colonies required engagement in agrarian labour on uncultivated soil. There was an



economic argument in favour of such labour, since it created revenues by turning ‘wastelands’ into productive land, and also a moral argument on account of its therapeutic or redemptive qualities (juxtaposed against the corrupting influences of a rapidly industrialising and urbanising European society). Consequently, domestic colonialism was fundamentally anchored in the ethical and economic benefits of agrarian labour.

Improvement was another key element. As agrarian labour improved both the land and the people active on it, rather than simply punishing or containing them, progressive thinkers of the period defended the Colony model as opposed to punitive institutions (prisons, workhouses, indentured servitude, penal colonies).

In the process of building up our longlist of comparable initiatives, we looked at home colonies which were explicitly named ‘colonies’ at the time they were created or discussed. Amongst a multitude of historic sources (see literature nomination file), we used a selection of six main publications<sup>20</sup> to investigate how the authors positioned the home colonies as a relevant solution for different social issues, and how they were framed.

### *Agricultural home colonies for poor children*

#### **Switzerland, asiles agricoles or rural schools**

The farm school of Hofwyl was an estate where poor children and foundlings lived and studied. One of its students, Wehrli, popularised the concept of this type of rural boarding school. In 1849, 32 such schools existed. As a rule, they were small with approximately 30 students aged 10 to 18 in a family setting, lodging on a farm with 15 to 20 hectares of agricultural land. The children were educated by a teacher and his wife, in the manner of farmers. They received a general education and learned professional farmers’ skills. Initiators were cities or villages, or charities.

The school was financially supported by tuition fees, the revenue of the agricultural activity and the

initiator (benefactor). It was an autonomous network of small, locally initiated, independent, cheap but effective schools for deprived children. The common factor of the network were the teachers, who were all educated in the pedagogical philosophy of Pestalozzi.

These were not planned settlements – merely relatively small single farms with land. Apart from the central use of agricultural work for sustenance and training purposes there are, therefore, few similarities with the planned large settlements of the Colonies of Benevolence.

#### **Asiles agricoles:**

- ✓ Do present a system of social engineering in which people were reformed by labour;
- ✗ Do not represent a nationwide initiative;
- ✗ Do not represent a deliberate landscape design;
- ✗ Do not represent settlements with a social aim.

#### **France, ‘colonies agricoles pour enfants trouvés et orphelins pauvres’**

Between 1825 and 1850, 28 home colonies for abandoned children and orphans were created in France. In total, they had a capacity of 1500 children. Most of them were private institutions, some depended on a municipality.

Like their Swiss examples, these were not planned settlements, but merely smaller farms which were used for sustenance and training purposes. They functioned on a local basis, without a real system.

#### **Colonies agricoles pour enfants trouvés:**

- ✓ Do present a system of social engineering in which people were reformed by labour;
- ✗ Do not represent a nationwide initiative;
- ✗ Do not represent a deliberate landscape design;
- ✗ Do not represent settlements with a social aim.

### The Cottage Home system in the UK

This system stemmed from European experiments for juvenile offenders (see below) after 1865. British charities adapted it to effect poverty relief for poor children as a reaction to the conditions in workhouses, which were considered too harsh. However, they left out agriculture as a central element and only copied the typical combination of built elements, with a ‘village’ of small houses, often set around a green or along a street. As well as the houses and a school, larger cottage home sites could include for example training workshops, an infirmary, a chapel and a bakery.

#### The Cottage Home system:

- ✓ Does present a tradition of social engineering in which people were reformed by labour;
- ✗ Does not represent a nationwide initiative;
- ✗ Does not represent a deliberate landscape design;
- ✓ Does represent settlements with a social aim.

### Agricultural home colonies for young offenders

Up to the beginning of the 19th century, children and adolescents who had committed a crime were imprisoned together with adults.

Rauhe Haus (Hamburg, Germany, 1833) was an early example of a specific institution for young offenders,<sup>21</sup> with a focus on their rehabilitation and education. Rauhe Haus started off in an existing estate and created ‘family home-like units’ for these boys.

In France, no less than 16 similar ‘colonies de jeunes détenus’ were created between 1838 and 1849. Four of them were created by the government, the others by private institutions. In total, they had a capacity of 2.500 young offenders. By 1897, most of these colonies had already disappeared, through lack of money.

The institution that functioned as a model was Mettray. It was a private institution, founded by A. Demetz, a highly religious man, through his organisation *La Société Paternelle pour l'éducation morale et professionnelle des jeunes*. Demetz was familiar with the example of the Colonies of Benevolence,<sup>22</sup> but had also visited the institution Rauhe Haus and was attracted by the family atmosphere. The young people who ended up in Mettray had been sent there by a judge or placed there by their own family.

↓  
Map of the Colony of Mettray  
lith. Bénard et Cie (F)

↓  
Colony of Mettray central  
square (F)





Mettray was in a sense a modified unfree Colony. Young people lived in smaller groups, in a setting that was meant to evoke a family context (with guards). Life was strictly regulated and collective. The residents wore a uniform. They were trained to learn a craft or received horticultural training and worked on the land. There was a strong emphasis on moral education through religion and compulsory silence during work. They stayed there until they reached the age of majority.

The uniform buildings were placed around a square with a central church. As in later horticultural schools, there was a park-like educational garden surrounded by fields – not laid out according to a systematic pattern.

In Belgium, Ruiselede was created in 1849 as a State institution, with the same purpose of social control and improvement of young offenders. Mettray and Ruiselede were new home colonies, designed for this purpose, with extensive agricultural facilities and gardens. These institutions for boys provided them with lodging units and there was a central complex of agricultural buildings and workshops, for disciplining and training purposes. They combined social control and a goal of improvement similar to the unfree Colonies of Benevolence, but for just one specific target group.

Rauhe Haus, Mettray and Ruiselede are still in operation as institutions for youngsters.

#### Home colonies for young offenders:

- ✓ Do present a system of social engineering in which people were reformed by labour;
- ✓ Do sometimes represent a nationwide initiative;
- ✗ Do not represent a deliberate landscape design
- ✓ Do represent settlements with a social aim.

### *Agricultural home colonies for the unemployed*

‘Arbeiterkolonien’ were introduced in Germany by Friedrich von Bodelschwingh, the pastor of Wilhelmsdorf, part of Anstalt Bethel Bielefeld (1882), to offer new perspectives to unemployed men. Von Bodelschwingh regarded the agricultural colonies as an instrument for social work, inspired by protestant ‘internal missionary work’ (Innere Mission). His system was inspired by the Colony of Benevolence of Merksplas, and was copied throughout Germany by other protestants. The Hamburger Arbeiterkolonie Schäferhof (1891-present) and Arbeiterkolonie Lühlerheim (1886-present) are other examples from the same movement.

A number of English and Dutch colonies were created within the same protestant movement around 1900, e.g. in the UK in Lingfield (1897-1911), Laindon (1904-1912), the Salvation Army Hadleigh Colony (1899-today), and the Christian agricultural Colony Het Hoogeland in the Netherlands (1894 – today).

These colonies were private or even charitable initiatives, for a much smaller number of unemployed, but based on similar principles to those of the Colonies of Benevolence.

#### Home colonies for the unemployed:

- ✓ Do present a system of social engineering in which people were reformed by labour;
- ✓ Do represent a nationwide initiative;
- ✗ Do not represent a deliberate landscape design;
- ✓ Do represent settlements with a social aim.

### 3.2.3 SHORTLIST OF COMPARABLE SITES

As explained in the above analysis, the Colonies of Benevolence have certain characteristics in common with a whole series of potential comparators, both as regards concept and spatial organisation.

→ For further analysis, categories which demonstrate similarity in respect of at least three of the four main characteristics have been shortlisted.

	A SYSTEM OF SOCIAL ENGINEERING	NATIONWIDE INITIATIVE	DELIBERATE LANDSCAPE DESIGN	SETTLEMENT WITH A SOCIAL AIM
<b>Reference framework</b>				
Workhouses		✓		
Dépôts de mendicité		✓		
Penal colonies (transportation)		✓		
<b>Social experiments inspired by the Enlightenment</b>				
Socialist utopian settlements				✓
Workers settlements			✓	✓
Allotments				
Small Holding schemes				
Garden cities			✓	✓
<b>Planned agricultural settlements</b>				
Historic polders			✓	
Idealized semi-planned agricultural landscapes			✓	
Settler colonies				
<i>Plantations</i>				
<i>Planned settlements of farms</i>		✓	✓	
<i>Religious settlements</i>				
<b>Agricultural Home Colonies with a social aim</b>				
For children	✓			
For juvenile offenders	✓	✓		✓
For unemployed	✓	✓		✓



All comparable sites are agricultural home colonies.

### *Labour colonies for unemployed adults*

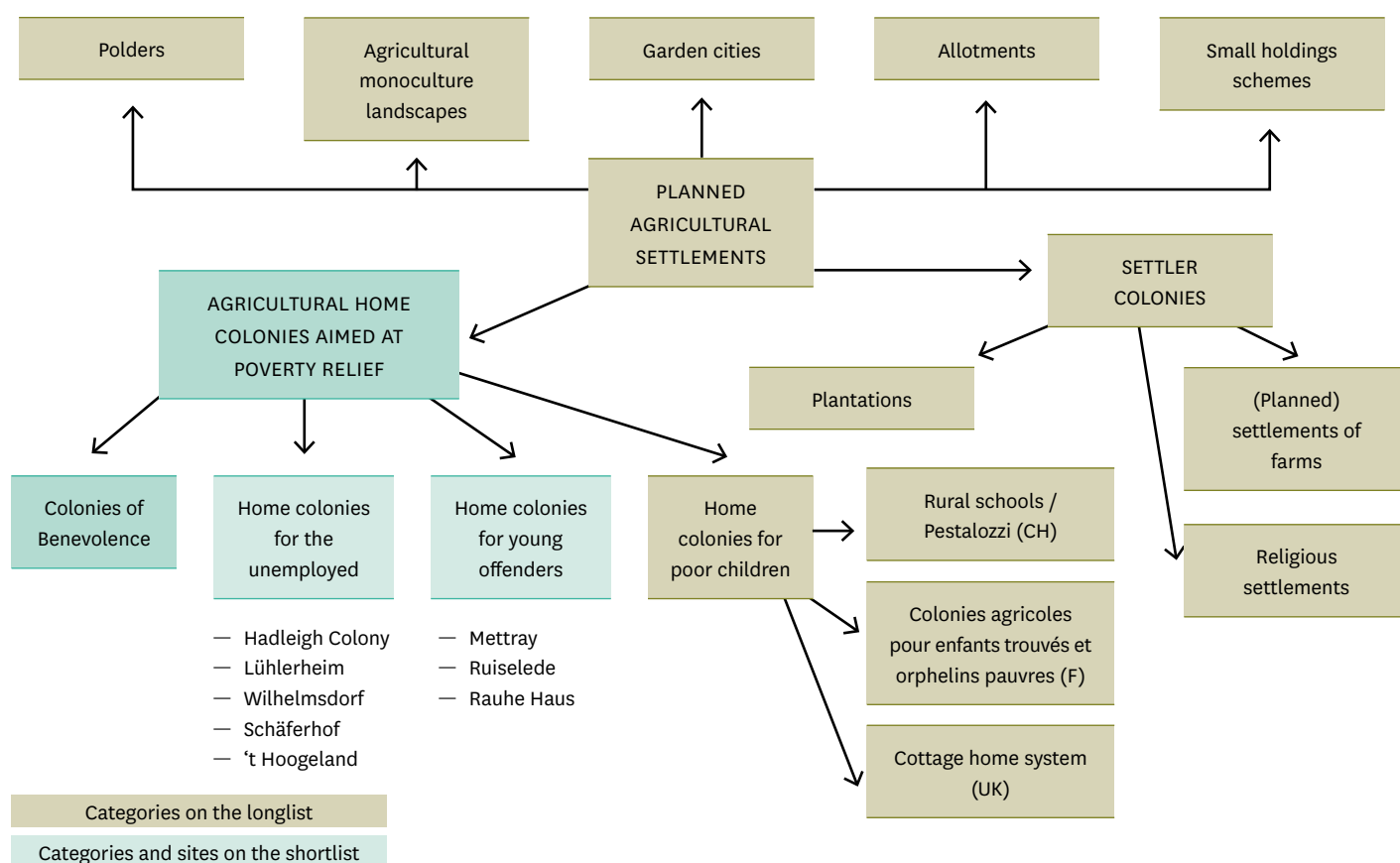
Germany: 'Arbeiterkolonien':  
 Wilhelmsdorf (part of Anstalt Bethel Bielefeld) (1882-1995),  
 Hamburger Arbeiterkolonie Schäferhof (1891-present);  
 Arbeiterkolonie Lühlerheim (1886-present);  
 United Kingdom:  
 Colonies of the Salvation Army – Hadleigh Colony (1899-present);  
 The Netherlands:  
 Christian agricultural Colony Het Hoogeland (1894-present);

### *Agricultural colonies for young offenders*

Germany:  
 Rauhe Haus, Horn (Hamburg) (1833-present);  
 France:  
 Agricultural Colony Mettray (1839-1937),  
 Belgium:  
 Ruiselede, (1849-present);

### 3.2.4. CRITERIA FOR COMPARISON

The criteria for comparison are intrinsically linked with the proposed Statement of Outstanding Universal Value.



## Criterion (ii)

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

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

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

The essential features to compare with for this criterion are:

- The operation radius: local/regional versus nationwide
- The legal position – embedded in national policy involved parties
- The purpose of creating self-supporting citizens
- Advanced social facilities
- Neutrality towards religion: places of worship for different religions
- Educational infrastructure
- The centralised organisation
- The duration of the functional continuity
- Historic influence as a longstanding model

## Criterion (iv)

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

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

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

The Colonies of Benevolence are an outstanding example of a landscape design that represents an agricultural home colony with a social aim. The landscape patterns reflect the original character of the different types of Colonies and their subsequent evolution, and illustrate the extent, the ambition and the evolution of this social experiment in its flourishing period (1818-1918).

These are the features to compare with:

- The transformation of land
- An instrumental, very strict orthogonal landscape and rational layout
- Different spatial solutions for different target groups (idle poor, deserving, impotent poor) and the organisational footprint in the landscape
- The scale of the initiative (spatial/number of inhabitants)
- The innovative agricultural infrastructure



### 3.2.5. COMPARISON

COMPARISON		CRITERION ii						
	Category	Operation radius: local/ regional/ national	Embedded in national policy (part of legal system)	Involved parties: private/ public/public-private	The purpose of creating self-supporting citizens	Presence of advanced social facilities	Educational infrastructure	Neutrality towards religion: places of worship for different beliefs
Colonies of Benevolence (1818-1918)	Agricultural home colonies	national	yes	public/private	yes	yes	yes	yes
Das Rauhe Haus (1833-present)	Agricultural home colonie for young offenders	regional	no	private	yes	yes	yes	
Mettray (1839-1937 / present)	Agricultural home colonie for young offenders	regional	yes	private	yes	yes	yes	
Ruiselede (1849-present)	Agricultural home colonie for young offenders	national	yes	public	yes	yes	yes	
Wilhelmsdorf – part of Anstalt Bethel Bielefeld (1882-1995/ present)	Agricultural home colonie for unemployed	regional	no	private	yes			
Arbeiterkolonie Lühlerheim (1886-present)	Agricultural home colonie for unemployed	regional	no	private	yes			
Hamburger Arbeiter Kolonie (Schäferhof) 1891- present	Agricultural home colonie for unemployed	regional	no	private	yes			
Het Hoogeland (part of Iriszorg) (1894-present)	Agricultural home colonie for unemployed	regional	no	private	yes			
Colonies Salvation Army- Hadleigh Farm (1891 - present)	Agricultural home colonie for unemployed	regional	no	private	yes			

			CRITERION iv					
Organisation: centralized or decentralized	Duration of functional continuity of the cultural landscape in poverty relief	Historic influence as a longstanding model	The trans- formation of land	Instrumental, very strict orthogonal landscape and rational layout	Different spatial solutions for different target groups	Size of area (large scale)	Outreach: numbers & segments of people involved (thousands, generations)	Innovative agricultural infrastructure
centralized	XX	yes	yes	Distinctive landscape pattern which reflects the organisation of the colony (free-unfree)	yes	XXX	XXX	yes
decentralized	XXX	yes			no	X	XX	
decentralized	XXX	yes	yes	Systematic lay- out buildings,n no specific lay-out of agricultural environment	no	X	XX	yes
decentralized	XXX		yes	Systematic lay- out buildings,n no specific lay-out of agricultural environment	no	X	XX	
decentralized	XX		yes		no	X	X	
decentralized	XX		yes		no	X	X	
decentralized	XX		yes		no	X	X	
decentralized	XX		yes		no	X	X	
decentralized	XX		yes		no	X	X	



### 3.2.6. CONCLUSIONS OF THE COMPARATIVE ANALYSIS

The Colonies of Benevolence can rightfully be considered the **first example in history of a coherent, large scale, long-standing system of agricultural domestic colonies with the social aim of poverty relief.**

The Colonies were an **international archetype**, a model for the further theoretical ideas about the typology of a home colony as a solution for custodial care, and for the concrete implementation of new colonies such as Mettray (France), Arbeiterkolonien (Germany), and Salvation Army Colonies (UK).

In their scope to offer **solutions for different types of poor**, the Colonies of Benevolence were visionary and unique. For the first time, not only impotent or idle poor were taken care of, but also decent poor in search of employment were offered a specific solution within a holistic approach.

The Colonies of Benevolence were also a **tipping point in poor relief** in history, in the way they were financed and managed (shift from private to public), in their nationwide reach and centralised organisation model, and in the way the home colonies model was adapted to different types of poor.

Compared to other systems which were used for social control, such as workhouses and penal colonies, the Colonies of Benevolence distinguish themselves by adding a **perspective of improvement and the systematic interaction with the agricultural environment** as a key element of the approach.

The instrumental use of a carefully designed agricultural landscape for the envisioned transformation of the poor, and the deliberate spatial translation of the functional concept, make the Colonies of Benevolence stand out from their comparators. The two specific landscape typologies with four relict landscape layers created over some 100 years of activity, present a unique functional panoptic landscape pattern and illustrate the dimensions of the initiative, which were extraordinary, as regards both time and space.

### 3.3 PROPOSED STATEMENT OF OUTSTANDING UNIVERSAL VALUE

#### BRIEF SYNTHESIS

The Colonies of Benevolence, an Enlightenment experiment in social reform, demonstrated an innovative, highly influential model of pauper relief and of settler colonialism – the agricultural domestic colony.

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

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

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

The Dutch model of ‘domestic colonies’ soon spread to most other European nations, but particularly to France and Germany, where it was adapted for use with other marginalised sectors of the population such as juvenile delinquents, psychiatric patients and the disabled. Consequently, the major social significance of the Colonies of Benevolence is to be found in their continuing impact on almost all forms of custodial care practised in Europe.

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

The proposed World Heritage property consists of a transnational series of 4 former Colonies of Benevolence in three component parts: Frederiksoord-Wilhelminaoord, Wortel and Veenhuizen. These are the Colonies where the original cultural landscape has been preserved and can be understood best.

All component parts consist of a combination of relict landscape layers which together illustrate the flourishing period of the Colony model.

Component part A presents former free Colonies (Frederiksoord, Wilhelminaoord), component part B a hybrid Colony (Wortel, free evolved into unfree) and component part C an unfree Colony (Veenhuizen). The characteristic layouts associated with the ‘free’ or ‘unfree’ status as presented by relict landscape layers are clearly recognisable in all areas.

The attributes of the Colonies of Benevolence conveying their Outstanding Universal Value are:

The basic typology:

The characteristic landscape typologies of the Colonies of Benevolence in their flourishing period – with representative relict landscape layers illustrating the functional and spatial coherence.

The orthogonal grid:

All individual elements of the orthogonal grid: planted roads, waterways, the measurement system applied and the place

of the buildings in the grid.  
Representative buildings and planting:  
Individual buildings, ensembles and planting which are representative of this panoptic model of an agricultural Colony.

## JUSTIFICATION FOR CRITERIA

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

### Criterion (ii)

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

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

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



#### Criterion (iv)

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

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

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

The Colonies of Benevolence are an outstanding example of a landscape design that represents an agricultural home colony with a social aim. The landscape patterns reflect the original character of the different types of Colonies and their subsequent evolution, and illustrate the extent, the ambition and the evolution of this social experiment in its flourishing period (1818-1918).

#### STATEMENT OF INTEGRITY

The proposed World Heritage property consists of a transnational series of four former Colonies of Benevolence in three component parts: Frederiksoord-Wilhelminaoord (and Vierdeparten), Veenhuizen, and Wortel. These are the Colonies where the original cultural landscape has been preserved and can best be understood.

All component parts consist of a combination of relict landscape layers which together illustrate the flourishing period of the Colony model.

Component part A presents former free Colonies (Frederiksoord, Wilhelminaoord), component part B a hybrid Colony (Wortel, free evolved into unfree) and component part C an unfree Colony (Veenhuizen). The characteristic layouts associated with the 'free' or 'unfree' status as presented by relict landscape layers are clearly recognisable in all areas.

Until today, the basic principles and the objective of the Colonies of Benevolence remain recognisable in the orthogonally structured landscape with avenues, meadows, fields and forests, and with the characteristic houses, farms, institutions, churches, schools and industrial buildings. Particularly the series as a whole is distinctive and unique. The pattern of the buildings is also still present. All the forms of cultivation and the spatial interpretation of the organisational models (free and unfree Colonies) are still there to be found as the Society of Benevolence originally conceived them. The boundaries, the structure and the layout of the landscape have remained preserved.

In the course of more than a century, the Colony landscape has been enriched. The current buildings were built partly by the Society of Benevolence, partly by the Belgian and Dutch governments (unfree Colonies). Through all the phases changes occurred, frequently related and sometimes not related to the spirit of the Colonies. Their visual integrity has in some respects suffered from the effects of privatisation and temporary neglect. Currently this is no longer the case.

Adequate adaptive re-use takes place in unoccupied buildings, the importance of the heritage is fully recognised by the government and the population, and there is no pressure of urbanisation in the surrounding areas.

### STATEMENT OF AUTHENTICITY

The distinctive structure of the cultural landscape, the existing buildings and the archaeological sites authentically and credibly tell the story of the Colonies of Benevolence, from their inception to the present day. The series as a whole provides an accurate picture of the significance of the social experiment initiated by the Society of Benevolence.

The use of the Colonies for agriculture and the social objectives formulated by the Society of Benevolence over two centuries were mainly continued and supplemented with new functions, which redefined the original social significance of the Colonies, in the spirit of the Colonies and adapted to changing times.

The connecting factor is not one single 'authentic' period, but the landscape structure which has developed in two determining phases: the first phase of the creation (1818-1859), the phase of the further evolution, the phase of state institutions and privatisation (1859-1918).

### PROTECTION AND MANAGEMENT REQUIREMENTS

Nationally, the Colonies of Benevolence are protected at the highest possible level: in the Netherlands mainly as 'protected villagescape' and in Belgium as 'protected cultural heritage landscape'. In both countries, representative buildings have been granted monument status or are protected within the structure.

Since the beginning of the 21st century, both in Belgium and in the Netherlands and based on a long-term vision, large-scale investments have been made in the preservation and rehabilitation of the structure of the landscape and the buildings. Since 2000, extensive restorations of structures and buildings have taken place. In this context, much attention is paid to sustainable exploitation and local activities, in accordance with the cultural heritage essence of the areas. The individual territories receive recognition at European level (Europa Nostra, Eden Award).

Management focuses on:

- protection, preservation, sustainable maintenance and operation;
- appropriate incorporation of new developments;
- dissemination of the value of the proposed World Heritage site to society, linked to the universal and timeless theme of poverty reduction and the issue of the makeability of man and landscape (Enlightenment).

The management of the prospective World Heritage site involves owners, users and scientists in the development and implementation of site management and the safeguarding of the quality of the heritage.

Common coordination and direction are exercised in the management of the total of the seven Colonies. The province of Drenthe (the Netherlands) and Kempens Landschap (on behalf of the Province of Antwerp, Belgium), act as Site holders, and operate under the direction of a transnational steering group.



4





# STATE OF CONSERVATION





# 4.a

## PRESENT STATE OF CONSERVATION

**Since the early 19th century, the Colonies of Benevolence have been areas with a special status on account of their function as agricultural colonies with a social aim. Since the late 20th century, the focus on their distinctive history and heritage value has grown explosively, resulting in their protection on a national scale.**

In the planning, which largely predates the World Heritage Nomination, the heritage values and the nature values of the landscapes have already been assessed. The cultural landscapes of the Colonies of Benevolence are in good condition and are well-maintained. At this time, none of the sites is at risk of environmental or natural disasters. There are no traces of damage caused by tourism. No large-scale industrial or infrastructural developments are planned.

The data on the state of conservation and the management of the sites are based on the information provided by the authorities involved.

To define the state of conservation of the cultural landscapes of the Colonies of Benevolence, the attributes expressing the OUV of the property are essential. Selected attributes date back to the phases in which the Colonies of Benevolence functioned

predominantly as agricultural home colonies for paupers (unemployed and homeless):

Colony phase I: cultivation and organisation by the Society of Benevolence (1818-1859) with integration of selected infrastructure (some roads and farms and Westerbeek estate)

Colony phase II: reinforcement of the model by the Society of Benevolence and the respective States (1860 – 1918)

The attributes of the Colonies of Benevolence are:

The characteristic typology: the characteristic landscape typologies  $\alpha$  and  $\beta$  of the Colonies of Benevolence in their flourishing period – with representative relict landscape layers illustrating the functional and spatial coherence.

The grid: all individual components of the orthogonal grids: planted roads, waterways, the measurement system applied and the place of the buildings in the grid.

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



↖  
 A characteristic avenue in the  
 Colony of Wortel (W.V.)

←  
 The oldest Colony house in  
 Frederiksoord dates from 1818  
 (J.v.L.)



## CHARACTERISTIC TYPOLOGIES

All component parts consist of a combination of landscape layers of the Colony phases I and II, which together illustrate the flourishing period of the Colony model.

There is

- a component part with free Colonies (Component part A, Frederiksoord, Wilhelminaoord) – representing both layers of typology  $\alpha$ .
- a component part with a hybrid Colony, where free evolved into unfree (Component part B, Wortel), representing layer  $\alpha^1$  together with layer  $\beta^2$ .
- a component part with an unfree Colony (Component part C, Veenhuizen) representing both layers of typology  $\beta$ .

The characteristic lay-outs associated with these typologies  $\alpha$  and  $\beta$  are in good condition.



The typical orthogonal landscape pattern, the Colony of Veenhuizen (M.D.)



## INDIVIDUAL COMPONENTS OF THE ORTHOGONAL GRIDS

### COMPONENT PART A: FREDERIKSOORD-WILHELMINAOORD

#### *The planted roads*

The original road structure is still present, even though the hierarchy of the roads in relation to each other has changed in the course of time, due to which some roads are paved while others are not. The presence of avenue planting has remained intact. The roundabout at the crossings of the Koningin Wilhelminalaan and the Vledderweg is a disturbing element within the rectangular lines.

#### *The water structure*

In this rather dry sandy area, the water structure consists of the Westerbeeksloot barge canal, the Nijensleker Schipsloot along Vierdeparten, and ditches. Work is being carried out to make the Westerbeeksloot barge canal (along which in the past all transport took place) more visible again. Ditch structures are largely intact.

#### *The plots*

In the free Colonies Frederiksoord, Wilhelminaoord and some parts of Vierdeparten, the original colonists' plots measuring approximately 2,5 hectares are mostly recognisable in the landscape. In the second phase, after 1864-1867, the Society of Benevolence increased the scale of farming operations by clustering smallholder plots into large farms of approximately 50 hectares each (and some plots allocated for new facilities and agricultural schools). However, this operation has not totally overwritten the existing plots. Consequently, the structure of both phases is still recognisable in the landscape. Most plots have kept their original agricultural function, with the exception of a parking lot along the Majoor van Swietenlaan which interrupts the agricultural context of the building pattern.



Within the smallholder plots, a fairly large number of Colony houses are situated at their original location. New farm buildings and barns, assuring agricultural use and identity, are larger in scale. Present-day Colony houses follow the original footprint and landscape pattern. Nevertheless, to this day most plots are used for agriculture.

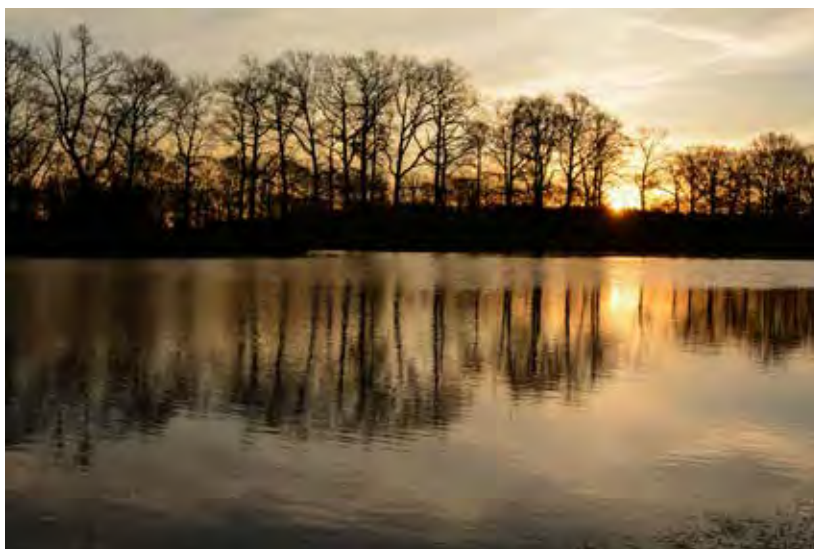
## COMPONENT PART B: WORTEL

### *The planted roads*

The planted road structure of Wortel, as arranged in phase I, has remained intact and has been reinforced by additional avenue planting in the second phase (doubling or tripling the avenue planting to create a hierarchy between the existing planted roads). The avenues are in excellent condition.

### *The water structure*

On the rather dry sandy soil of Wortel, scattered ditches and trenches are to be found around the plots. These have remained mostly intact, together with the main draining structure. Bootjesven, a former fen, was deepened by peat and clay extraction in the second phase.



### *The plots*

In Wortel, too, the agricultural plots of the first phase are clearly recognizable, in addition to larger plots as a result of clustering in the second phase. The diamond-shaped structure of the central crossroads, with the placement of buildings at an angle of 45°, has been preserved.

All smallholder farms themselves were demolished and replaced in the second phase by a large farm situated at the crossroads, together with a central institution and staff houses.

The Colony currently presents an intact grid of a free Colony together with buildings of an unfree Colony – resulting in its hybrid character.

Plots have retained their original function: agriculture in the central plots, surrounded by forest plots along the full length of the area boundary. The forest is iconic and in good condition.

↖  
Staff houses in Frederiksoord  
(J.v.L.)

↑  
'Bootjesven' in the Colony  
of Wortel (W.V.)





↗  
View in Wortel (J.v.L.)

→  
Staff houses in Veenhuizen  
(J.v.L.)

## COMPONENT PART C: VEENHUIZEN

### *The planted roads*

The organisational pattern of the roads as originally constructed has remained excellently preserved in Veenhuizen, with avenue planting fairly intact.

### *The water structure*

The organisational pattern of the landscape, which was originally laid out on peat soil with waterways containing locks (the Koloniewaart canal and 'wijken'), has remained excellently preserved in Veenhuizen.

### *The plots*

In Veenhuizen the large-scale plots have remained very well preserved and are still in use for agriculture. New farm buildings and barns, assuring agricultural use and identity, are larger in scale but acceptable, due to adequate landscaping. To accommodate present-day use of the institutes and re-use of nearby historical facilities, new buildings and parking lots are carefully integrated in line with the landscape pattern.

## REPRESENTATIVE BUILDINGS AND PLANTING

### BUILDINGS

Representative buildings from the two flourishing phases of the evolution of the Colonies of Benevolence have remained preserved. They are protected by designations as protected landscape (B), or by the monument status of the buildings (NL).

Due to organisational changes, and while adapting to new realities, certain buildings have disappeared and some have been replaced by buildings from a next phase. This is most dominantly reflected in the buildings dating from the second half of the 19th century, designed by father and son Metzelaar (Veenhuizen) and by Besme (Wortel). These designs were realised wholly or partly at the

expense of the institutions that were formerly located there.

Component part A: Frederiksoord and Wilhelminaoord, Vierdeparten

Most of the representative buildings are in good condition and situated within their historical context.

Component part B: Wortel

All the representative buildings date from the second phase. They have remained preserved and are in fairly good condition. The original farm in Wortel was partially destroyed and was rebuilt after the Second World War. The institution was extended with modern buildings at the rear.

Component part C: Veenhuizen

The buildings preserved in Veenhuizen are in good condition. Most date back to the second phase, but buildings of the first phase, like the iconic 'Second Institution' and the Koepelkerk (church building) are in good condition.

A few staff houses in the Oude Asserstraat are deteriorating due to vacancy.

### PLANTING

The representative planting consists of monumental avenue plantings, forests, special planting associated with the buildings, and also nature areas representative of the pre-colonial, still uncultivated, heaths and peatlands.

With regard to the representative planting in all the Colonies, rules apply for nature conservation and management. Insofar as possible, planting dating from the days of the Society of Benevolence and the subsequent periods is preserved or replanted, for example when the original tree dies. This particularly applies to the avenue plantings.



## PROTECTION GUIDING FOR CONSERVATION

Landscape protection and designation of a large number of buildings as monuments offer adequate guidance for conservation measures in the property. This protection is reflected in spatial plans and is a guiding principle when making spatial decisions, such as the granting of permits for renovation, rehabilitation, new construction, extension or demolition.

## RESTORATIONS

In all the Colonies, major restoration programmes have been carried out for buildings and characteristic elements of the grid. As the local contexts differ sometimes, the restoration approaches might differ accordingly. In cases of existing or impending vacancy, in both countries ways of appropriate rehabilitation are sought, in line with the historical functions (such as agriculture/agricultural innovation, (custodial) care, housing, education). A recent development is adaptive re-use for recreational functions and cultural tourism.

In Wilhelminaoord, the basket workshop has been restored and reconverted into adapted housing for people with autism.

In Frederiksoord, a special heritage scheme is also running, enhancing the character of the grid with modern energy-efficient Colony houses.

In Wortel, hedgerows have been planted and one of the houses at the crossroads has been restored to be used by the Widar organisation, which offers housing and employment for people with mental disorders.

In Veenhuizen, recent works have been the restoration of the Maallust complex [formerly a mill, currently an artisanal brewery and cheese factory], the reconversion of the hospital complex into a clinic for back pain treatment, hotel restaurant Bitter en Zoet, and the ongoing restoration of the spinning mill. Furthermore, water structures have also been restored.

## PLANNING OF MANAGEMENT AND MAINTENANCE

Management and maintenance based upon the OUV are carried out and organised in a variety of ways. In the Netherlands, they are organised via municipal zoning plans and/or environmental plans (10-year cycle), if necessary with the inclusion of the protected villagescapes and landscapes. The planning of management and maintenance takes place via the regular planning processes of municipal landscape plans and road management, and via the regulations

↓  
The basketry in Wilhelminaoord during the restoration (M.v.R.)

↘  
The basketry in Wilhelminaoord after the restoration (M.v.R.)



of the water authorities (water boards). In addition, management plans are written and implemented by owners, such as the Society of Benevolence, and administrators of nature reserves, such as Natuurmonumenten (Society for the Preservation of Nature). The Cultural Heritage Agency of the Ministry of Education, Culture and Science provides knowledge and expertise on a regular basis in preparing management and maintenance.

For the buildings designated as monuments, there are associated protection and licensing procedures, and they qualify for restoration and maintenance grants, as well as grants for adaptive re-use and advice from Monument Watch (an organisation dedicated to the conservation of historic buildings) and provincial heritage organisations.

In Flanders, management and maintenance are organised via the protection as cultural heritage landscape. The planning for Wortel of maintenance and management of planted roads, planting and water is organised via the Technical Coordination Committee. The owner carries an obligation in respect of the maintenance of monuments and buildings. For this purpose, owners can call on the expertise of the Flanders Heritage Agency, the periodic services of Monument Watch and financial support from the Flemish government. In many cases an owner or administrator will have to draw up a Management Plan prior to claiming financial support.

#### LONG-TERM GOALS PROTECTION AND REVALORISATION

The long-term strategy for all the Colonies is focused on the preservation of the attributes and the reinforcement of the OUV.

The main aim is to preserve the quality of life in the territories and the search for and incorporation of new economic incentives, whilst applying the cultural values of the territories as guiding principles and as a resource for sustainable development. This course is followed by all the parties in the steering group.

In all the Colonies, the focus is placed primarily on the adaptive re-use of unoccupied premises for new users, before proceeding to restoration. The adaptive re-use function should be in line with the landscape structures, the history of the Colonies and the OUV, for example agriculture/agricultural innovation, (custodian) care, housing, education or recreation. In the Netherlands, from the start of the Belvedere programme (late 20th century) work has been carried out on landscape restoration and rehabilitation, including the restoration of monuments in accordance with masterplans.

The main challenge has been encountered in Veenhuizen, where over the past 15 years, on the basis of a number of master plans, 60 million euros have been invested in the restoration of buildings and landscape, and adaptive re-use. At present, a programme called *Werken aan de toekomst van Veenhuizen (Working on the future of Veenhuizen)* is being implemented. In addition, investments have been made in the landscape and buildings in Frederiksoord-Wilhelminaord, and currently the area development programme *Vrije Kolonie (Free Colony)* is in progress.

In Flanders, the Management Plan of Wortel is based on an integrated approach to the preservation and restoration of the landscape and the buildings.

A common holistic approach to conservation practice (restoration of materials and fabrics, adaptive re-use, design principles for extensions and new buildings) will be pursued across the entire property.

The Colonies are presented by means of three visitors' centres following national standards located at Frederiksoord (Component part A), Merksplas (near Component part B) and Veenhuizen (Component part C).



## 4.b

# FACTORS AFFECTING THE PROPERTY

To this day, the Colonies are situated in relatively sparsely populated areas. The trends and developments that might affect the OUV and the spatial quality of the Colonies now or later do not have an urban character. Areas are challenged more by decreasing population or lack of economic activities



Even today, agriculture plays a major role in the Colonies. Frederiksoord (O.)



than by development pressures. For each development or trend deemed relevant, management tasks and measures to be taken have been specified.

*Housing preferences.* Originally, small Colony farms were designed as living and working spaces for families of six. Over time, housing standards have changed, and these Colony farms would these days be considered unfit to house such families. Houses have been modernised and frequently also enlarged to bring them in line with contemporary requirements. Furthermore, in phase 2 smallholder farms which had become obsolete were demolished and sometimes replaced by new farm buildings for colonists.

Combining sustainable development with the monumental status of houses is a challenge in all the Colonies, as society is moving towards stricter energy efficiency requirements for all buildings. One specific issue is the placement of solar panels on roofs or in gardens.

In most cases, *business activity* does not put strong pressure on the Colonies. In the unfree Colonies, the use by the Judiciary has an important impact, particularly because of the changes in penitentiary requirements and partial closure of the buildings. In Veenhuizen, a major part of the

property, now in the hands of the national State, will be sold. Protection and maintenance obligations will remain unaltered, but the change of ownership might complicate management of component part C.

*Increase in scale in agriculture.* Increased yields from agriculture through innovation were one of the objectives at the foundation of the Colonies. Agriculture continues to develop to this day, and current agricultural use is an important driving force for the management and preservation of the landscape, provided this takes place in harmony with the heritage values.

In Wortel, the agricultural plots are used by farmers located outside the Colony. Construction is not allowed. In the Netherlands, there are many active farms within the component parts – agricultural businesses with increased operations sometimes require extensions (barns, stables). This demand does not occur in the Belgian area.

Over the last two centuries, *traffic* has increased in size, weight and character. The unpaved roads that were built in the days of stagecoach and wheelbarrow now require careful management and maintenance. Intensively used routes have been asphalted or paved with bricks. Enhanced traffic for tourist activities is a factor which might have a negative impact on the Colonies, because the narrow lanes have no capacity for intensive traffic flows. The risk is covered in mobility plans and sustainable tourism policies, which focus on cycling and walking.

The *nature* and the layout of the *landscape* contribute very tangibly to the experience of the free and unfree Colonies. A strong point of the Colonies is that the structure and composition of the landscape has been maintained and is still managed systematically.

The identified developments are further subdivided per component part below.

## DEVELOPMENT PRESSURES

Above, we have provided a rough outline of the spatial developments taking place in or in the immediate vicinity of the Colonies of Benevolence. The Colonies are situated in rural areas outside the urban zones. The type of development taking place there is small-scale, with limited dynamics. There are no large-scale housing development plans, industrial expansion plans, plans for motorways, etc. The Colonies are situated in peripheral areas in Europe, with hardly any spatial pressure.



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

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



## Management measures

The trends identified lead to management measures to anticipate them at an early stage, so that they will not adversely affect the OUV, the heritage and the spatial quality in a broad sense. The management philosophy of the steering group is that the Colonies of Benevolence present layers of relict heritage landscapes within a living landscape. They exist by the grace of unity in diversity, developments are possible provided they are in line with the original functions and landscape pattern. There is due consideration for overarching and local interests. The majority of management measures have already been included in existing policies of municipalities, provinces, region and State, and is applied in the existing management, which is carried out by themselves or by agencies, water authorities, site managers and owners. For a more detailed specification we refer to the Management Plan.

The Site holders and the local Colony management monitor the trends and identify relevant developments, as they have a good overview of the local situation. Their information will lead to further discussion in the periodic consultation of governments, stakeholders and owners. The Advisory Committee for Science, Education and Quality advises the Site holders and the Colony management at their request on topics concerning the preservation of the heritage and the spatial quality, interpretation and presentation. At least once a year, the Site holders organise a meeting with experts and partners in order to discuss trends and developments, and to have a uniform approach in dealing with these developments. Coordination on a regular basis per component and consultations on individual projects take place to ensure the property and attributes will be adequately preserved in planning processes.

Specific management measures are provided to deal with future developments in and outside the Colonies. Below, we provide an overview of the most important measures per component part.

## ENVIRONMENTAL PRESSURES

At local/regional level, climate change is not yet very apparent, and neither are environmental effects with a potential impact on the OUV.

At local level, both dehydration and waterlogging occur as a result of climate change. In the territories neither of these poses a direct threat, because of the proper control of the water resources through the current water infrastructure and the management of the water board. The construction, started in the days of the Society of Benevolence, has taken the risk of waterlogging into account, which makes it adequately manageable.

Another potential threat, particularly for nature and plantings in the area, is the increase in the average temperature and the shifts in the character of the seasons. In the long term, this could lead to a gradual change in species and vegetation, which cannot be controlled.

## NATURAL DISASTERS AND RISK PREPAREDNESS

In the areas where the Colonies of Benevolence are located, there is no increased risk of floods or earthquakes, although strong winds, thunderstorms and hail could cause damage to plantings and buildings. This particularly applies to the avenue planting, and to solitary beeches and other species of trees which are part of the original planting.

Diseases pose a potential threat to the vegetation and the planting, particularly tree diseases that threaten certain species of trees. Oak processionary caterpillars and box tree moths are frequent pests in the Netherlands and Belgium.

The damage occurring to vegetation and planting is partially compensated by a replanting obligation, with the exception of tree diseases which might lead to the (local) extinction of some specific species. The damage to buildings caused by strong winds, thunderstorms and hail can mostly be repaired and is usually covered by insurance.



The Prison Museum in Veenhuizen tells also the story of the Colonies of Benevolence (N.G.V.)

## RESPONSIBLE TOURISM

The Colonies of Benevolence are attractive landscapes for recreation and tourism. Their history and cultural heritage are fascinating for cultural tourists, for descendants of colonists (roots tourism), for hikers, cyclists and horse riders. So far, development of tourism has been relatively low-key and has not led to important recreational pressure. In most Colonies or in their immediate vicinity, there are sufficient opportunities to stay at campsites, in hotels, bed & breakfasts and group accommodations. The number of visitors and the visitor flows are relatively small and fully manageable.

It is expected that recognition as UNESCO World Heritage site will lead to further development of tourism and that the number of visitors will increase. As all Colony areas adhere to the principles of sustainable tourism development, which respects the heritage values of the areas, while bringing economic

vitality to them and creating job opportunities for local communities, this development will be in line with the hosting capacity of the heritage areas. Consequently, future development will be controlled and monitored in order to not exceed the capacity of the zones, to guarantee good living conditions for inhabitants and to sustain the Outstanding Universal Value.

The estimated increase can easily be accommodated in the area, as existing visitors' centres and the museum in Veenhuizen will extend their activities and will thus continue to provide visitors with appropriate hospitality, adequate guidance and information. The existing recreational infrastructure, including routes for hiking, horse riding and cycling is permanently updated and adapted.

Consequently, the anticipated and intended increase of the number of visitors and tourists (including day trippers) is not expected to have any significant negative effects on the OUV.





**NUMBER OF INHABITANTS  
WITHIN THE PROPERTY**

Within the property of the Colonies of Benevolence,  
the following numbers of inhabitants are known:

COMPONENT PART	INHABITANTS PROPERTY
<b>Component part A</b>	
Frederiksoord	144
Wilhelminaoord-Vierdeparten	1246
<b>Component part B</b>	
Wortel	165
<b>Component part C</b>	
Veenhuizen	1189





5





# PROTECTION AND MANAGEMENT





## 5.a OWNERSHIP

### LOCATION

The Colonies of Benevolence are located in the Netherlands and Belgium, in three provinces and in the territories of four municipalities.

NAME OF COMPONENT PART	COUNTRY	REGION	COORDINATES	AREA OF NOMINATED PROPERTY (HA)	MAP NUMBER
Component part A Frederiksoord- Wilhelminaoord	The Netherlands	Drenthe and Fryslân	N 52°51'26.236" – E 6°10'1.805" Church	555	M.1.3
Component part B Wortel	Belgium	Antwerp	N 51°24'10.2" – E 4°49'27.5" Central Crossroads	550	M1.4
Component part C Veenhuizen	The Netherlands	Drenthe	N 53°2'31.59" – E 6°23'29.72" Second Institution	907	M1.5
Total area (ha)				2012	

## BOUNDARIES

### Statement on boundaries

The nominated World Heritage site consists of three component parts, situated within the historical areas of reclamation and cultivation of the former Colonies of Benevolence. The boundaries of the component parts encompass the areas that testify to the unique integrated landscape typologies of the Colonies, with attributes dating back to the flourishing period of the Colonies of Benevolence (1818-1918) (maps M 3.1.1 – M 3.7.3).

In all three component parts generic protection of the OUV in and around the property applies (see the Management Plan including its sub-sections).

### OWNERS

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



↑  
The former central institution in the Colony of Wortel. The Federal Government of Belgium is the owner (J.v.L.)

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



### State or Federal Government

In component part C, Veenhuizen, the Dutch *State* (on behalf of the Ministries of Defence and Justice) has an important land holding and ownership of buildings through the Central Government Real Estate Agency (Rijksvastgoedbedrijf), a division of the Ministry of the Interior and Kingdom Relations,

In component part B, Wortel, all the land and buildings are in the hands of public authorities and government organisations. The Belgian *Federal Government* (Public Buildings Administration – Regie der Gebouwen) owns the judicial institution (prison), including the immediate surrounding grounds and the roads in this area.

### Region and provinces

In component part B, the *province* is the owner of land. This concerns the provincial roads and other grounds. The *Flemish Region* (Vlaams Gewest) and the *Province of Antwerp* are the owners of buildings, grounds, roads and waterways, through the Flemish Land Agency (Vlaamse Landmaatschappij – VLM), the Agency for Nature and Forest (Agentschap Natuur en Bos – ANB), the Provincial and Intermunicipal Drinking Water Company of the Province of Antwerp (Provinciale en Intercommunale Drinkwatermaatschappij der Provincie Antwerpen – PIDPA) and Kempen's Landschap (landscape association for the acquisition and management of nature areas in the province of Antwerp). A major part of the farmlands and buildings (houses and farms) has been given in leasehold to farmers, entrepreneurs and private individuals.

In component parts A and C the provinces are part-owners of the land of the provincial roads.

### Municipalities

The Dutch *municipalities* own social facilities in the Colonies, as well as most of the local infrastructure and the occasional piece of land or building (such as the Third Institution, 'Derde Gesticht', in Veenhuizen). The *city* of Hoogstraten is the owner of some buildings and grounds in Wortel Colony.

### Water authorities

In the Netherlands the main water system, such as canals and some subcanals ('wijken') and ditches, including the waterworks (such as locks, weirs and dams), whether or not still in use, is owned by the *water boards* (waterschappen). In Flanders, the water system is managed by the Flemish Land Company and the Provincial and Intermunicipal Drinking Water Company of the Province of Antwerp. In the Netherlands, *site management organisations*, such as the Forestry Commission (Staatsbosbeheer – an independent administrative body) and the Society for the Preservation of Nature (Vereniging Natuurmonumenten), own most of the forests and nature areas in and around the Colonies.

### Private owners

Concerning *private owners* of grounds and monumental buildings in the Dutch Colonies Frederiksoord-Wilhelminaord, the Society of Benevolence, a private foundation and the legal successor to the original Society of Benevolence, plays a prominent role with an important and active property portfolio in Frederiksoord-Wilhelminaord and surroundings. Apart from this foundation, many buildings and agricultural lands are owned by other *private owners*. There are no private owners in Wortel Colony.



The Hotel Frederiksoord already existed before the Society of Benevolence started using it as a guest house (J.v.L.)



In the Colony of Wortel the staff houses are subject to leasehold for private persons and families to live (S.)

### Users

Apart from ownership, *use and management* are also important factors in the preservation of the OUV. The Judiciary, for example, plays a key role in the sustainable use of the judicial institutions, independent of the property position of the Central Government Real Estate Agency. In addition, hundreds of private individuals rent or lease grounds and/or buildings, and these users take decisions on a daily basis regarding the use and maintenance of these grounds and objects. This often concerns long-term contracts. Private individuals and organisations in the Flemish Wortel Colony, for example, have a 99-year lease agreement, in which management rules are laid down.





## 5b PROTECTIVE DESIGNATION

The protection of landscape and buildings is based on a mix of international treaties, national and regional legislation, and provincial and local regulations.

Below, an overview is presented of the guiding UNESCO Culture Conventions, European directives, and laws and decrees of the Kingdom of the Netherlands, the Kingdom of Belgium and the Flemish Region, aimed at protecting the spatial structure, the heritage and the nature values of the Colonies.

### LEGAL FRAMEWORK – SUPRANATIONAL

European Commission	Natura 2000	2000	<a href="http://www.ec.europa.eu">www.ec.europa.eu</a>
European Union, EEC	Directive 79/409/EC of the Council of 2 April 1979 on the conservation of the wild birds	1979, April	<a href="http://www.ec.europa.eu">www.ec.europa.eu</a>
European Union, EEC	Directive 92/43/EEC of the Council of 21 May 1992 on the conservation of natural habitats and of wild fauna and flora	1992, 21 May	<a href="http://www.ec.europa.eu">www.ec.europa.eu</a>
European Union, EEC Council of Europe	European Landscape Convention	2005	<a href="http://www.coe.int">www.coe.int</a>
European Union, EEC Council of Europe	European Convention on the Protection of the Archaeological Heritage	1992, 16 January	<a href="http://www.coe.int">www.coe.int</a>

## LEGAL FRAMEWORK – NATIONAL (BELGIUM AND THE NETHERLANDS)

Kingdom of Belgium	Royal Order 'measures for the protection of certain species of wild plants'	1976, 16 February	
Kingdom of the Netherlands	Nature Conservation Act 1998 (until 1-1-2017)	1998, 25 May	<a href="http://www.wetten.nl">www.wetten.nl</a>
Kingdom of the Netherlands	Environment & Planning Act	2021	<a href="http://www.wetten.nl">www.wetten.nl</a>
Kingdom of the Netherlands	Heritage Act	2016, 1 July	<a href="http://www.wetten.nl">www.wetten.nl</a>
Kingdom of the Netherlands	Nature Conservation Act	2017, 1 January	<a href="http://www.wetten.nl">www.wetten.nl</a>
Kingdom of the Netherlands	Spatial Planning Act (until 1-1-2019)	2006, 20 October	<a href="http://www.wetten.nl">www.wetten.nl</a>
Kingdom of the Netherlands	Environmental Licensing (General Provisions) Act (Wabo)	2008, 6 November	<a href="http://www.wetten.nl">www.wetten.nl</a>
Kingdom of the Netherlands	Spatial Planning (General Rules) Decree (Barro)	2011, 22 August	<a href="http://www.wetten.nl">www.wetten.nl</a>
Kingdom of the Netherlands	Environmental Management Act (part environmental impact assessment)	1994, 4 February	<a href="http://www.rijksoverheid.nl">www.rijksoverheid.nl</a>
Kingdom of the Netherlands	National Environmental Vision (Nationale Omgevingsvisie – NOVI)	2019, 20 June (Draft)	<a href="http://www.rijksoverheid.nl">www.rijksoverheid.nl</a>
Kingdom of the Netherlands	Decree on the quality of the living environment	2021	<a href="http://www.wetten.nl">www.wetten.nl</a>
Flemish Region	Decree of 21 October 1997 on nature conservation and the natural environment	1998, January	<a href="http://www.vlaanderen.be">www.vlaanderen.be</a>
Flemish Region	Decree on nature conservation and the natural environment	1998, 10 January	<a href="http://www.vlaanderen.be">www.vlaanderen.be</a>
Flemish Region	Decree on the organisation of spatial planning	1999, 18 May	<a href="http://www.vlaanderen.be">www.vlaanderen.be</a>
Flemish Region	Flemish Codex Spatial Planning	2014, 25 April	<a href="http://www.vlaanderen.be">www.vlaanderen.be</a>
Flemish Region	Municipal Decree	2005, 15 July	<a href="http://www.vlaanderen.be">www.vlaanderen.be</a>
Flemish Region	Provincial Decree	2005, 29 December	<a href="http://www.vlaanderen.be">www.vlaanderen.be</a>

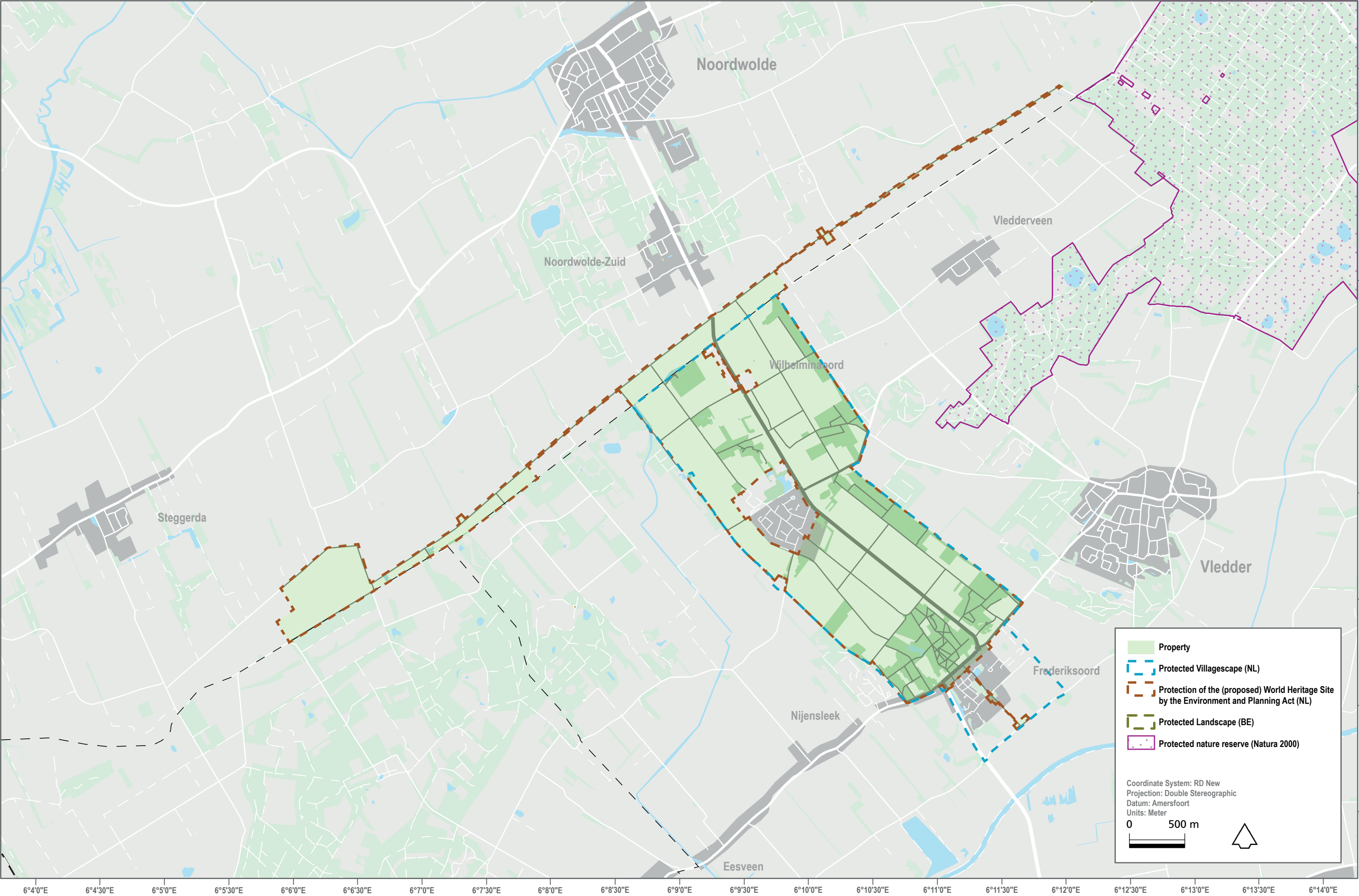


Flemish Region	Implementing Decree concerning the environmental permit	2017, 23 February	<a href="http://www.vlaanderen.be">www.vlaanderen.be</a>
Flemish Region	Immovable Heritage Decree	2013, 12 July	<a href="http://www.vlaanderen.be">www.vlaanderen.be</a>
Flemish Region	Species Decree	2009, 15 May	<a href="http://www.vlaanderen.be">www.vlaanderen.be</a>
Flemish Region	The Immovable Heritage Decree of 16 May 2014	2014, 16 May	<a href="http://www.vlaanderen.be">www.vlaanderen.be</a>

## GUIDING FRAMEWORK

UNESCO	World Heritage Convention (Convention concerning the Protection of World Cultural and Natural Heritage)	1972, November	<a href="http://whc.unesco.org">WHC.unesco.org</a>
UNESCO	Linking Universal and Local Values: Managing a Sustainable Future for World Heritage (World Heritage papers 13)	2003, May	<a href="http://whc.unesco.org">WHC.unesco.org</a>
UNESCO	Vienna Memorandum on World Heritage and Contemporary Architecture – Managing the Historic Urban Landscape	2005	<a href="http://whc.unesco.org">WHC.unesco.org</a>
UNESCO	Operational Guidelines for the implementation of the World Heritage Convention	2013, July	<a href="http://whc.unesco.org">WHC.unesco.org</a>
UNESCO	World Heritage Cultural Landscapes A Handbook for Conservation and Management (World Heritage papers 26)	2009	<a href="http://whc.unesco.org">WHC.unesco.org</a>
UNESCO	World Heritage and Buffer zones (World Heritage papers 25)	2008, March	<a href="http://whc.unesco.org">WHC.unesco.org</a>
UNESCO	Kyoto Vision	2012	<a href="http://whc.unesco.org">WHC.unesco.org</a>
ICOMOS	The Venice Charter (International Charter for the Conservation and Restoration of Monuments and Sites)	1964	<a href="http://www.icomos.org">www.icomos.org</a>
ICOMOS	Resolutions of the Symposium on the Introduction of Contemporary Architecture into Ancient Groups of Buildings	1972	<a href="http://www.icomos.org">www.icomos.org</a>

UNESCO, ICCROM, ICOMOS	The Nara Document on Authenticity	1994	<a href="http://www.icomos.org">www.icomos.org</a>
ICOMOS	International Charter on Cultural Tourism; Managing Tourism at Places of Heritage Significance	1999	<a href="http://www.icomos.org">www.icomos.org</a>
ICCROM	Riga Charter on Authenticity and Historical Reconstruction in relationship to Cultural heritage	2000	<a href="http://www.icomos.org">www.icomos.org</a>
ICOMOS	ICOMOS Charter on the Interpretation and Presentation of Cultural Heritage Sites	2008	<a href="http://www.icomos.org">www.icomos.org</a>
UNESCO, ICCROM, ICOMOS, IUCN	World Heritage Resource Manual Preparing World Heritage Nominations, second edition 2011	2011	<a href="http://www.icomos.org">www.icomos.org</a>
UNESCO, ICCROM, ICOMOS, IUCN	Managing Cultural World Heritage	2013, November	<a href="http://www.icomos.org">www.icomos.org</a>
UNESCO, ICCROM, ICOMOS, IUCN	Managing Disaster Risks for World Heritage	2010, June	<a href="http://www.icomos.org">www.icomos.org</a>
UNESCO, ICCROM, ICOMOS, IUCN	Managing Natural World Heritage	2012, June	<a href="http://www.icomos.org">www.icomos.org</a>

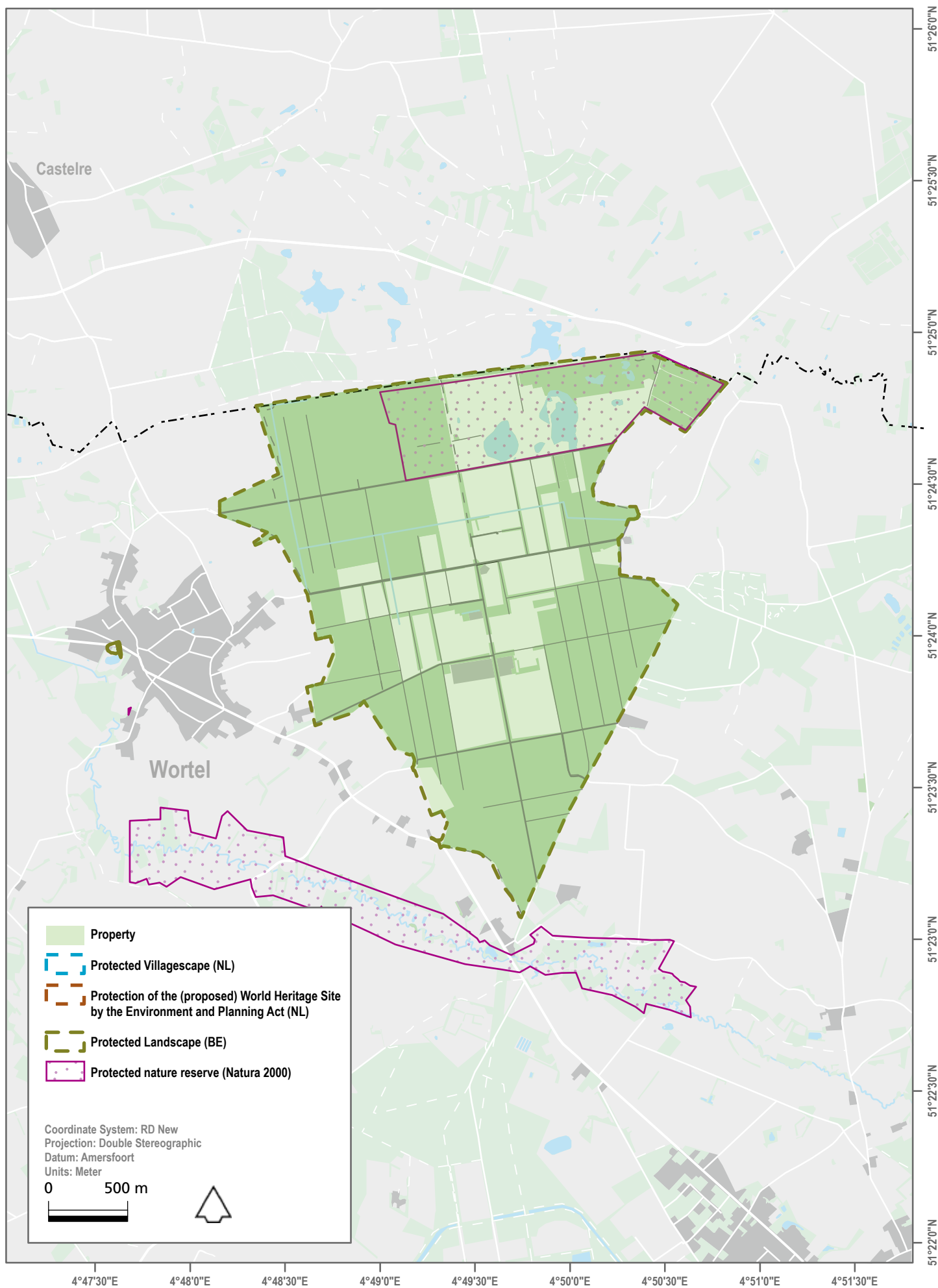




## M5.2 PROTECTED VILLAGESCAPE AND PROTECTED LANDSCAPE

### COMPONENT PART B: WORTEL

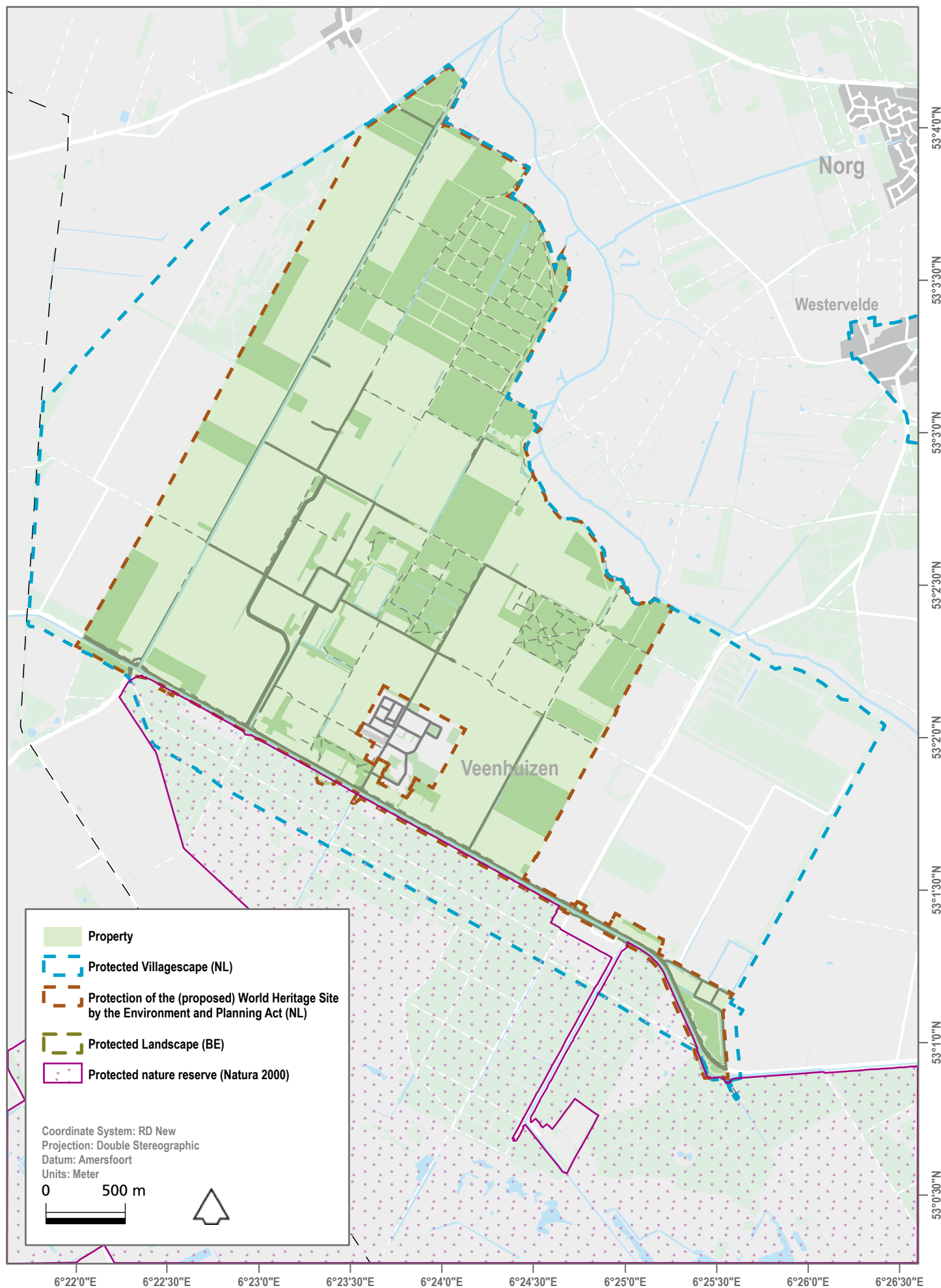
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### M5.3 PROTECTED VILLAGESCAPE AND PROTECTED LANDSCAPE

#### COMPONENT PART C: VEENHUIZEN

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## 5.c MEANS OF IMPLEMENTING PROTECTIVE MEASURES

### 5.c.1 INTERNATIONAL TREATIES, CONVENTIONS AND CHARTERS

The international treaties ratified by the Kingdom of the Netherlands and the Kingdom of Belgium, as well as the international charters and directives relating to cultural heritage, were also used for drafting the management measures for the prospective World Heritage site Colonies of Benevolence. In addition to heritage, the Colonies also contain nature values which enjoy protection under European guidelines.

#### WORLD HERITAGE

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

#### World Heritage

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

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

Its implementation and monitoring are overseen by UNESCO's World Heritage Committee and the World Heritage Centre, assisted by the Advisory Bodies (International Council on Monuments and Sites (ICOMOS), the International Centre for Conservation in Rome (ICCROM) and the International Union for the Conservation of Nature (IUCN)).

By ratifying the Convention, both member States Belgium and the Netherlands have committed

themselves to ensuring that heritage sites within their borders are identified, protected, preserved, made accessible and transmitted to future generations.

#### Authenticity

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

The Venice Charter contains the principles for the preservation and restoration of heritage, particularly monumental buildings. The essence of the Charter is that a heritage site should be permanently protected in order to serve a social purpose. The Venice Charter was drawn up by ICOMOS (International Council on Monuments and Sites), the advisory body to UNESCO and the World Heritage Committee. UNESCO recognises the Venice Charter as an important starting point regarding (world) heritage. Requirements set out in the Charter include that special attention is to be paid to the preservation of the characteristic features, the *genius loci*, of the environment of monuments. The Venice Charter has also provided the basis for the current understanding of authenticity: "Replacements of missing parts must integrate harmoniously with the whole, but at the same time be distinguishable from the original so that restoration does not falsify the artistic or historic evidence."

With respect to the Colonies of Benevolence, both countries have extensive and successful experience in the field of high-quality rehabilitation, suitable adaptive re-use and conversion of vacant buildings and building complexes. The *genius loci* is the starting point for the search for appropriate functions that fit the character of the landscape: agriculture, poverty reduction, self-sufficiency, care and training. In 2014, Kempens Landschap was awarded the Grand Prix of the Europa Nostra Award in recognition of the way in which they manage and restore heritage. In



2015, the Society of Benevolence received a special recommendation from Europa Nostra for their efforts to restore and maintain the intangible and tangible heritage of its predecessor(s).

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

The *Nara Document* is a guideline for ICOMOS and the *World Heritage Committee* for the identification and the preservation of the authenticity in the historic environment.

The document states that the diversity of cultures and the heritage in our world is an irreplaceable source of spiritual and intellectual value for all of mankind. The protection and reinforcement of cultural heritage and the diversity should be actively promoted as an essential aspect of human development.

The Colonies of Benevolence are a fine example of cultural landscapes of which the identity and authenticity have been preserved and have remained recognisable throughout the stages of development. Their concept – domestic agricultural colonies for poverty relief – and the resulting panoptic landscapes are an important testimony to the social history of the Netherlands and Belgium, and custodian care in the Western world.

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

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

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

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

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

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

***Contemporary interventions in a historical context***

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

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

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

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

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

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

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

## Tourism

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

In times of increasing globalisation, the combination of the management, the protection and the presentation of cultural heritage is a major challenge. A main goal for the management is to also clarify its meaning, and the need for preservation, both to the local community and to visitors. World Heritage implies the obligation to respect the values and the interests of the past and the present for the community, as well as the values of the landscape and the culture in which the heritage has evolved.

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

The Colonies of Benevolence are attractive landscapes for recreation and tourism. Until now, the size of the flow of visitors has ranged from several thousands to 250.000 visitors per year per Colony. It is expected that recognition as UNESCO World Heritage will lead to further tourism development and that the number of visitors will increase. As all Colony areas adhere to the principles of sustainable tourism development, this development will be in line with the hosting capacity of the heritage areas. The estimated increase can easily be accommodated in the area as existing visitors' centres and museums will extend their activities, and will thus continue to provide visitors with appropriate hospitality, adequate guidance and information. The existing recreational infrastructure, including routes for hiking, horse riding and cycling, is continually being updated and adapted.

Consequently, the anticipated and intended increase of the number of visitors and tourists (including day trippers) is not expected to have any significant negative effects on the OUV.

### Miscellaneous

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

This Charter builds on the *Venice Charter* (1964) and emphasises the importance of connecting broad audiences with heritage preservation and learning about the past and the sense of place. In the heritage interpretation, the involvement of all the stakeholders is encouraged.

The involvement of the stakeholders is well developed in the Colonies of Benevolence, and will be further enhanced by the future management of the site.

The communication to varied and broad audiences takes many forms. A good example is the location-based theatre performance of ‘The Pauper Paradise’ (Het Pauperparadijs) in the former Second Institution in Veenhuizen. This accessible and powerful musical performance attracted a total of 90.000 visitors in the summers of 2016 and 2017. It touched on the social relevance of the history of the Colonies of Benevolence and connected people with the place on an emotional level.

#### *Kyoto Vision (2012)*

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

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

### European nature conservation

Since May 2011, the European Union has been applying the Natura 2000 strategy. The Natura 2000 sites are protected under the European Birds Directive of 1979 and the Habitats Directive of 1992 for the protection of rare or threatened species of birds, and of species of plants, animals and certain types of habitat. In the Netherlands, Natura 2000 is anchored in the Act of 25 May 1998, laying down new rules for the protection of nature and landscape (Nature Conservation Act 1998). In Flanders, it is anchored in the decree of 21 October 1997 regarding the conservation of nature and the natural environment.

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

COMPONENT PART	PROTECTED NATURE AREA IN OR AROUND PROPERTY
Component part A Frederiksoord- Wilhelminaoord	Drents-Friese Wold
Component part B Wortel	Heesbossen
Component part C Veenhuizen	Fochteloërveen



Compliance with the requirements of nature laws and regulations in the Netherlands and Flanders is an integral part of the procedures for spatial planning and decision-making. For all the areas management plans apply, which have been drawn up and will be implemented in consultation with stakeholders.

### **5.c.2 NATIONAL POLICIES, LAWS AND REGULATIONS**

In the Netherlands, the OUV of the Colonies of Benevolence is safeguarded through national policies, and in Belgium (Flanders) through regional policies. Laws and regulations are covered by three systems:

- the system of spatial planning for planological protection
- the system of heritage policy
- the system of nature policy

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



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

Above, an outline is given of the main features of the spatial, heritage and nature conservation policies of both member states. The visions, plans, decrees and measures that safeguard the OUV, as drawn up by provinces, municipalities and water authorities, are specifically described for each Colony (or group of Colonies) in sub-sections.

### OUTLINE OF SPATIAL AND HERITAGE POLICY IN THE NETHERLANDS

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

As per 1 January 2017, in addition to the Heritage Act (2016) and the Environment & Planning Act (2019), legislation regarding nature areas was also changed. From that date, the new Nature Conservation Act replaced the former Nature Conservation Act, the Flora and Fauna Act and the Forestry Act, and will eventually be incorporated in the Environment



& Planning Act. This Act also contributes to the preservation of the nature values related to the OUV.

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

↑  
The former Rustoord I (homes for the elderly) in Wilhelminaoord was adapted for re-use as a housing complex for the elderly (G.W. and J.v.L.)



## Spatial protection

### *Spatial Planning Act (until the introduction of the Environment & Planning Act in 2021)*

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

In 2012, this extra protection policy was set out by the central government in the National Policy Strategy for Infrastructure and Spatial Planning [*Structuurvisie Infrastructuur en Ruimte*]. Preservation and reinforcement of World Heritage sites is one of the thirteen national interests specified by the government in this document.

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

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

COMPONENT PARTS	STATE	PROVINCE
Component part A Frederiksoord-Wilhelminaoord	National Policy Strategy for Infrastructure and Spatial Planning (SVIR) (2012)	Environmental vision Drenthe (2014) Cultural Heritage Compass province of Drenthe (2010) Regional Plan Fryslân (2007) and mid-term evaluation (2013) Spatial Regulation Fryslân (2011) Proud of the space (Grutsk op 'e romte) (Fryslân, 2013)
Component part C Veenhuizen	National Policy Strategy for Infrastructure and Spatial Planning (SVIR) - Noordenveld 2030 (2019)	Environmental vision Drenthe (2014) Cultural Heritage Compass province of Drenthe (2010)

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

### ***Spatial protection: Environment & Planning Act (in force as from 2021)***

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

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

### ***Social audit mechanisms***

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

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

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

As an example, in component part A the municipality, the Society of Benevolence, the Provincial Government, the Heritage Advisory Organisation and the Cultural Heritage Agency have organised periodic consultations in which all spatial developments that may affect the OUV are discussed before official spatial procedures are started or permits are applied for.

### *Spatial framework Instruments*

In conformity with the existing EU directives, the spatial regime requires performing an EIA (Environmental Impact Assessment) (m.e.r. – milieueffectrapportage) for large-scale spatial interventions, in which the impact of various proposed decisions must be evaluated. The EIA obligation applies to large-scale interventions, for example in the field of wind turbines, housing and industrial estates. In addition, various instruments will be proactively deployed in the spatial planning system, to ensure that heritage will be properly taken into account in spatial regulations such as architectural guidelines, vision documents, heritage assessments, etc. Municipalities have drawn up landscape development plans and/or landscape management plans as part of the formal spatial planning instruments, which will provide guidance in the assessment of applications for permits for developments in an area.

The Heritage Impact Assessment (HIA) is another instrument now used in the Netherlands. It investigates the possible negative effects of interventions on the OUV of World Heritage sites. An HIA is not a formal spatial planning instrument, but its results can be planologically anchored, as is the case with architectural guidelines, vision documents, heritage assessments, etc.

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

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

### **Heritage policy**

The Dutch regime of heritage policy applies a different system of shared responsibilities. The State as well as provinces and municipalities are authorised to draw up a list of protected monuments. See for a complete and detailed list of the Dutch monumental status of the buildings Section 3.1.A of the Nomination File and the Appendix “Attribute List”.

As from 1 July 2016, a new Heritage Act entered into force. This act regulates the protection of national monuments (buildings and archaeological sites). The designation of protected townscapes



and villagescapes will be transferred to the new Environment & Planning Act. In case of any changes to these monuments and protected townscape and villagescapes, the municipality is responsible for decision-making and licensing, after having asked the advice of the Spatial Quality Committee and, in the event of radical interventions, the Cultural Heritage Agency. If the national monument is situated outside built-up areas, the province also has an obligation to advise.

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

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

### Monument Watch

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

### Nature conservation

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

### Responsibilities

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

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

### OUTLINE OF SPATIAL AND HERITAGE POLICY IN FLANDERS

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

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

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

The Flemish government can legally adopt certain scientific inventories, in which case some legal consequences become applicable for the owner and manager. Only when the competent minister proceeds

to protect, preservation is guaranteed: the property must remain minimally in the state at the time of its listing.

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

### Spatial protection

Since 1980, spatial planning in Belgium has been the responsibility of the different regions (including Flemish Region). Spatial legislation in Flanders was restructured by the 'Decree on the organisation of spatial planning' of 18 May 1999. This decree introduced the Spatial Development Plan and the Spatial Implementation Plans. The region,

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

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

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

A lower authority may take a decision that conflicts with a development plan or implementation plan of the higher level (for example when it is judged obsolete), but only if the higher level has issued written agreement and if it takes place in accordance with the appropriate procedure for the type of plan.

For interventions that affect spatial planning, the Flemish Codex RO decides whether a planning permit is required. In case of permits with regard to protected heritage, it is required to seek advice from Flanders Heritage Agency (Agentschap Onroerend Erfgoed), because the protection should be considered as a direct working standard. This advice must be complied with if it is negative or imposes conditions (see below).

For a number of interventions, the mandatory permit has been replaced by a notification requirement, for example for the installation of a large window, interior renovations or the construction of small detached annexes and roofless structures. But in the context of protected heritage, permission for these interventions will still have to be obtained from Flanders Heritage Agency.

For certain interventions an environmental permit is required in addition to the planning permit.

On 23 February 2017, the environmental permit was introduced (based upon earlier approval on 27 November 2015). This type of permit replaces the previous planning and environmental permit and evaluates both planning and environmental aspects simultaneously.

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



### Immovable Heritage Policy

Although the buildings in Wortel Colony are not separately listed as monuments they enjoy similar protection, as they are an integral part of the protected landscape. In 1999 component part B, Wortel, obtained protection as cultural heritage landscape. The protection is currently covered by the Flemish 'Decree concerning the protection a cultural heritage of immovable heritage' ('het Onroerendergoeddecreet') of 12 July 2013. In a decision of 16 May 2014 ('het Onroerendergoedbesluit'), the Flemish Government further specified the implementation of the decree with regard to inventory, protection and management. Finally, terms were laid down for the enforcement of the decree.

#### Inventory

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

Apart from the inventory of the architectural heritage, a landscape atlas is available which provides an overview of historical landscape features, structures and entities. Included in the atlas are 'anchorages', landscape ensembles which are particularly valuable from a heritage perspective. Anchorages can be demarcated as Heritage Landscapes in a spatial implementation plan (RUP) drawn up by a municipality, a province or the Flemish Region. This means that the measures for the preservation of the

heritage values and the heritage characteristics are incorporated in the spatial planning regulations. There are legal consequences attached to Heritage Landscapes. These are determined through the spatial planning regulations in the RUP concerned.

#### Protection

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

#### Management

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

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

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

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

As of 2015, municipalities can be designated as immovable heritage municipality. They can also unite with other municipalities in a recognised intermunicipal immovable heritage authority (IOED). A recognised immovable heritage municipality partly assumes the authorities of the Flanders Heritage Agency in respect of the immovable heritage in its territory.

### Enforcement

The Decree concerning the protection of immovable heritage contains measures to impose judicial penalties in respect of actions or omissions, to force offenders to carry out restorations and pay compensation, or to officially proceed to restoration.

**In the Flemish Wortel Colony, the OUV is properly safeguarded on the basis of the Decree concerning the protection of immovable heritage through the inclusion of heritage values and spatial quality in the Provincial Spatial Implementation Plans. Since 1999 Wortel Colony has been recognised as protected cultural heritage landscape.**



### Nature conservation

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

### Participation in decision-making

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

In addition, the authorities employ provincial and municipal committees for spatial planning ('Procoros' and 'Gecoros'), and the Flemish Region also employs the Strategic Advisory Council Spatial Planning (Strategische Adviesraad Ruimtelijke Ordening – SARO). These bodies are composed of representatives of various stakeholders in the area.



In all the Colonies citizen participation is common practice (J.v.L.)

## 5.d EXISTING PLANS RELATED TO MUNICIPALITY AND REGION IN WHICH THE PROPOSED PROPERTY IS LOCATED

The local and regional plans set out below protect the status of the site. These plans each have their own term. In future, when updating these plans and drafting new plans, the OUV will explicitly be taken into account. Brief summaries of these plans are to be found in the Management Plan (subsections).

### COMPONENT PART A: FREDERIKSOORD-WILHELMINAORD

Kingdom of the Netherlands	Character on focus (Kiezen voor karakter), Vision for Heritage and Spatial Planning	2011, 15 June	<a href="http://www.rijksoverheid.nl">www.rijksoverheid.nl</a>
Ministry of Infrastructure and the Environment	National Policy Strategy for Infrastructure and Spatial Planning	2012, 13 March	<a href="http://www.rijksoverheid.nl">www.rijksoverheid.nl</a>
Ministry of Education, Culture and Science	Bitter and Sweet (Bitter en Zoet), Opinion of the Expert Group Evaluation World Heritage nominations	2015, March	<a href="http://www.rijksoverheid.nl">www.rijksoverheid.nl</a>
Ministry of Education, Culture and Science and Ministry of Housing, Spatial Planning and the Environment	Decree on designation Frederiksoord-Wilhelminaord area as protected villagescape	2009, 6 November	<a href="http://www.rijksoverheid.nl">www.rijksoverheid.nl</a>
Ministry of Education, Culture and Science, Cultural Heritage Agency	Announcement contribution nomination file in decentralisation allowance	2016, 25 January	<a href="http://www.rijksoverheid.nl">www.rijksoverheid.nl</a>
Ministry of Education, Culture and Science, Cultural Heritage Agency	Monuments Register (designated national monuments)	2016	<a href="http://www.monumentenregister.nl">www.monumentenregister.nl</a>



Steering group Colonies of Benevolence	Charter seeking inscription of the Colonies of Benevolence in the Netherlands and Belgium on the UNESCO World Heritage List in 2018, and the keeping alive of the underlying philosophy of the founder of the Colonies, Johannes van den Bosch	2012, 5 July	<a href="http://www.kolonienvanweldadigheid.eu">www.kolonienvanweldadigheid.eu</a>
Province of Drenthe	Environmental Vision Drenthe, Update Environmental Vision Drenthe 2014	2014	<a href="http://www.provincie.drenthe.nl">www.provincie.drenthe.nl</a>
Province of Drenthe	Cultural Heritage Compass Main Structure and Policy Vision	2009, June	<a href="http://www.provincie.drenthe.nl">www.provincie.drenthe.nl</a>
Province of Drenthe	Culture Memorandum 2017-2020 province of Drenthe: The image of Drenthe (De verbeelding van Drenthe)	2016	<a href="http://www.provincie.drenthe.nl">www.provincie.drenthe.nl</a>
Province of Drenthe	Provincial Monuments Register	2009	<a href="http://www.provincialemonumenten-drenthe.nl">www.provincialemonumenten-drenthe.nl</a>
Province of Fryslân	Regional Plan Fryslân	2007	<a href="http://www.fryslan.frl">www.fryslan.frl</a>
Province of Fryslân	Mid-term evaluation Regional Plan Fryslân	2013	<a href="http://www.fryslan.frl">www.fryslan.frl</a>
Province of Fryslân	Directive environment Fryslân (Verondering Romte Fryslân)	2014	<a href="http://www.fryslan.frl">www.fryslan.frl</a>
Province of Fryslân	Proud of our environment (Grutsk op 'e romte): Structural Vision concerning the quality of the space	2014	<a href="http://www.fryslan.frl">www.fryslan.frl</a>
Province of Fryslân	Heritage Implementation program “Weardefol Fryslân” 2016-2019	2015	<a href="http://www.fryslan.frl">www.fryslan.frl</a>
RUD (Regional Implementation Office) Drenthe	Enforcement Programme RUD Drenthe	2015	<a href="http://www.ruddrenthe.nl">www.ruddrenthe.nl</a>
Municipality of Westerveld	Structural Vision Westerveld	2013, 26 November	<a href="http://www.gemeentewesterveld.nl">www.gemeentewesterveld.nl</a>
Municipality of Westerveld	Zoning Plan protected villagescape Frederiksoord-Wilhelminaoord	2011, 25 January	<a href="http://www.gemeentewesterveld.nl">www.gemeentewesterveld.nl</a>
Municipality of Westerveld	Zoning Plan Outlying Area Westerveld/ Repair Plan	2016, 29 March	<a href="http://www.gemeentewesterveld.nl">www.gemeentewesterveld.nl</a>

Municipality of Westerveld	Landscape Development Plan	2012, 12 March	<a href="http://www.gemeentewesterveld.nl">www.gemeentewesterveld.nl</a>
Municipality of Westerveld	Tree Policy Plan	2014	<a href="http://www.gemeentewesterveld.nl">www.gemeentewesterveld.nl</a>
Municipality of Westerveld	General Municipal Bye-Law Westerveld (component felling)	2012, 24 October	<a href="http://www.gemeentewesterveld.nl">www.gemeentewesterveld.nl</a>
Municipality of Westerveld	Building Aesthetics Policy Document	2010, 12 October	<a href="http://www.gemeentewesterveld.nl">www.gemeentewesterveld.nl</a>
Municipality of Westerveld	Heritage Regulation Westerveld	2012	<a href="http://www.gemeentewesterveld.nl">www.gemeentewesterveld.nl</a>
Municipality of Weststellingwerf	Environmental Vision Weststellingwerf, Space for Quality	2019, 12 June	<a href="http://www.weststellingwerf.nl">www.weststellingwerf.nl</a>
Municipality of Weststellingwerf	Zoning Plan Outlying Area Weststellingwerf	2015, 24 April	<a href="http://www.weststellingwerf.nl">www.weststellingwerf.nl</a>
Municipality of Weststellingwerf	Landscape Policy Plan Southeast Fryslân 2004-2014	2004, 25 May	<a href="http://www.rijksoverheid.nl">www.rijksoverheid.nl</a>
Municipality of Weststellingwerf	Building Aesthetics Policy Document Weststellingwerf	2004, June	<a href="http://www.weststellingwerf.nl">www.weststellingwerf.nl</a>
Municipality of Weststellingwerf	Architectural Guidelines valuable cultural heritage areas	2015, 11 March	<a href="http://www.weststellingwerf.nl">www.weststellingwerf.nl</a>
Water Board Drents Overijsselse Delta (DODelta)	Water Management Plan	2016	<a href="http://www.wdodelta.nl">www.wdodelta.nl</a>
Water Board Drents Overijsselse Delta (DODelta)	Regulations (Legger en Keur)	2016	<a href="http://www.wdodelta.nl">www.wdodelta.nl</a>

## COMPONENT PART B: WORTEL

Flemish Region	Ministerial Decree on the protection as monument, townscape and villagescape	1999, 28 January	<a href="http://www.vlaanderen.be">www.vlaanderen.be</a>
Flemish Region	Ministerial Decree on the setting up of a management committee for a protected landscape 'The State Benevolence Colony Wortel (De Rijksweldadigheidskolonie Wortel)	2000, 14 March	<a href="http://www.vlaanderen.be">www.vlaanderen.be</a>
Flemish Region	Ministerial Decree on the definitive protection as landscape 'The State Benevolence Colony Wortel'	1999, 29 June	<a href="http://www.vlaanderen.be">www.vlaanderen.be</a>
Province of Antwerp Spatial Planning Department	Provincial Spatial Implementation Plan (PRUP) Wortel Colony at Hoogstraten	2014, 25 September	<a href="http://www.provincieantwerpen.be">www.provincieantwerpen.be</a>
Geopunt Vlaanderen	Zoning Plan Flanders area of Wortel Colony	date not relevant	<a href="http://www.geopunt.be">www.geopunt.be</a>
Antea Group	Research area Wortel and Merksplas Colonies Antea Group	2015, September	<a href="http://www.anteagroup.be">www.anteagroup.be</a>
Flemish Land Company (VLM)	Avenue Management Plan Wortel Colony	2009	<a href="http://www.vlm.be">www.vlm.be</a>
Antea group	Landscape Management Plan Wortel Colony	2019	<a href="http://www.anteagroup.be">www.anteagroup.be</a>
Agentschap Natuur en Bos	Forest Management Plan Wortel Colony	2013, February	<a href="http://www.natuurenbos.be">www.natuurenbos.be</a>
Antea Group	MEMORANDUM: sample design staff's house	2015, 4 August	<a href="http://www.anteagroup.be">www.anteagroup.be</a>
City of Hoogstraten	Municipal Spatial Development Plan Hoogstraten	2004	<a href="http://www.hoogstraten.be">www.hoogstraten.be</a>
Kempens Landschap	Circulation plan of Wortel and Merksplas Colonies	2019	<a href="http://www.kempenslandschap.be">www.kempenslandschap.be</a>
City of Hoogstraten	Mobility Plan (draft)	2016	<a href="http://www.hoogstraten.be">www.hoogstraten.be</a>
Steering Group Colonies of Benevolence	Charter seeking inscription of the Colonies of Benevolence in the Netherlands and Belgium on the UNESCO World Heritage List, and the keeping alive of the underlying philosophy of the founder of the Colonies, Johannes van den Bosch	2012, 5 July	<a href="http://www.kolonienvanweldadigheid.eu">www.kolonienvanweldadigheid.eu</a>
Flemish Land Company (VLM)	Development Vision Wortel Colony	1998	<a href="http://www.vlm.be">www.vlm.be</a>
Flemish Land Company (VLM)	Plan Land Reparcelling Rijkvorsel-Wortel	2001	<a href="http://www.vlm.be">www.vlm.be</a>



## COMPONENT PART C: VEENHUIZEN

Ministry of Infrastructure and the Environment	National Policy Strategy for Infrastructure and Spatial Planning	2012, 13 March	<a href="http://www.rijksoverheid.nl">www.rijksoverheid.nl</a>
Ministry of Education, Culture and Science	Bitter and Sweet (Bitter en Zoet), Opinion of the Expert Group Evaluation World Heritage nominations	2015, March	<a href="http://www.rijksoverheid.nl">www.rijksoverheid.nl</a>
Kingdom of the Netherlands	Character on focus (Kiezen voor karakter), Vision Heritage and Space	2011, 15 June	<a href="http://www.rijksoverheid.nl">www.rijksoverheid.nl</a>
Ministry of Education, Culture and Science and Ministry of Housing, Spatial Planning and the Environment	Decree on designation protected villagescape Veenhuizen	2008, 1 April	<a href="http://www.rijksoverheid.nl">www.rijksoverheid.nl</a>
Ministry of Education, Culture and Science, Cultural Heritage Agency	Announcement contribution nomination file in decentralisation allowance	2016, 25 January	<a href="http://www.rijksoverheid.nl">www.rijksoverheid.nl</a>
Ministry of Education, Culture and Science, Cultural Heritage Agency	Monuments Register (designated national monuments)	2016	<a href="http://www.monumentenregister.nl">www.monumentenregister.nl</a>
Ministry of Security and Justice, Custodian Institutions Agency	Masterplan Custodian Institutions Agency 2013-2018: new construction penal institution and disposal of State property	2013, 19 June	<a href="http://www.rijksoverheid.nl">www.rijksoverheid.nl</a>
Steering Group Colonies of Benevolence	Charter seeking inscription of the Colonies of Benevolence in the Netherlands and Belgium on the UNESCO World Heritage List in 2018, and the keeping alive of the underlying philosophy of the founder of the Colonies, Johannes van den Bosch	2012, 5 July	<a href="http://www.kolonienvanweldadigheid.eu">www.kolonienvanweldadigheid.eu</a>
Province of Drenthe	Environmental Vision Drenthe, Update Environmental Vision Drenthe 2014	2014	<a href="http://www.provincie.drenthe.nl">www.provincie.drenthe.nl</a>
Province of Drenthe	Cultural Heritage Compass Main Structure and Policy Vision	2009, June	<a href="http://www.provincie.drenthe.nl">www.provincie.drenthe.nl</a>
Province of Drenthe	Culture Memorandum 2017-2020 province of Drenthe: The image of Drenthe (De verbeelding van Drenthe)	2016	<a href="http://www.provincie.drenthe.nl">www.provincie.drenthe.nl</a>
Province of Drenthe	Performance Agreement 2015 / Land use Veenhuizen	2015	<a href="http://www.provincie.drenthe.nl">www.provincie.drenthe.nl</a>

Province of Drenthe	Provincial Monuments Register	2009	<a href="http://www.provincialemonumenten-drenthe.nl">www.provincialemonumenten-drenthe.nl</a>
Municipality of Noordenveld	Environmental Vision Noordenveld 2030	2017, 8 February	<a href="http://www.gemeentennoordenveld.nl">www.gemeentennoordenveld.nl</a>
Municipality of Noordenveld	Zoning Plan Veenhuizen	2013	<a href="http://www.gemeentennoordenveld.nl">www.gemeentennoordenveld.nl</a>
Municipality of Noordenveld	Archaeological map on expectations and policy advice	2011	<a href="http://www.gemeentennoordenveld.nl">www.gemeentennoordenveld.nl</a>
Municipality of Noordenveld	Quality Guide Noordenveld (draft)	2019	<a href="http://www.gemeentennoordenveld.nl">www.gemeentennoordenveld.nl</a>
Municipality of Noordenveld	Building Aesthetics Policy Document	2008	<a href="http://www.gemeentennoordenveld.nl">www.gemeentennoordenveld.nl</a>
Municipality of Noordenveld	List of monumental trees	2016	<a href="http://www.gemeentennoordenveld.nl">www.gemeentennoordenveld.nl</a>
Board Committee Veenhuizen	Vision “Working on the Future of Veenhuizen” (Werken aan de Toekomst van Veenhuizen)	2011	<a href="http://www.toekomst-veenhuizen.nl">www.toekomst-veenhuizen.nl</a>
RUD (Regional Implementation Office) Drenthe	Enforcement Programme RUD Drenthe	2015	<a href="http://www.ruddrenthe.nl">www.ruddrenthe.nl</a>
Water Board Noorderzijlvest	Water Management Programme 2016-2020	2016	<a href="http://www.noorderzijlvest.nl">www.noorderzijlvest.nl</a>
Water Board Noorderzijlvest	Regulations (Legger en Keur)	2016	<a href="http://www.noorderzijlvest.nl">www.noorderzijlvest.nl</a>
Water Board Noorderzijlvest	Water Management Plan 2010-2015	2010	<a href="http://www.noorderzijlvest.nl">www.noorderzijlvest.nl</a>

## 5.e PROPERTY MANAGEMENT PLAN OR OTHER MANAGEMENT SYSTEM

The Management Plan for the Colonies of Benevolence is drawn up in compliance with the instructions in section 132 of the UNESCO Operational Guidelines, and the Resource Manual for the preparation of Management Plans for cultural World Heritage sites. It has integrated the recommendations expressed by ICOMOS during the dialogue process with the State Parties after the World Heritage Committee of June 2018.

The Management Plan is a separate document. It consists of a main section for the overarching level of the serial, transnational World Heritage site, and subsections for the component parts. The Management Plan supports the conservation of the Outstanding Universal Value (OUV) of the series and of the individual component parts.

The Colonies of Benevolence are nominated as a transnational serial cultural landscape site. The Dutch and Belgian governments (as member states

of UNESCO) are responsible for the nomination, inscription and recognition, and for safeguarding the OUV. They are jointly responsible for a long-term adequate implementation of the Management Plan for the site and for the due compliance with procedural requirements, allowing for verification by UNESCO through periodic reports based on monitoring.

### 5.e.1 MAIN OVERALL GUIDELINES TO ADDRESS CHALLENGES

#### Legal and policy-related safeguarding

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

The national laws and policies in the Netherlands and the national and regional laws and policies in Belgium and Flanders also provide safeguarding. Both countries have their own systems for protection through spatial planning, heritage policy and nature policy. These systems are largely comparable, with minor differences. Where differences occur they are taken into account in the Management Plan. In both countries, the systems contain guarantees for the involvement of citizens and owners in the adoption, adaptation and application of the policy.

↓  
Signing of the Charter in Merksplas. This marked the shared ambition of 14 Dutch and Flemish partners to propose a UNESCO nomination file of the Colonies of Benevolence in 2012 (J.v.L.)





## Organisation

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

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

The Colonies of Benevolence is a Transnational Serial Nomination, which implies a higher degree of complexity, due to management at (inter)national level. Most issues will be dealt with on a local, regional or national level, but some at bi-state level. There are three main tasks regarding the preservation which must be overseen at bi-state level:

- a. Information: each of the State Parties must take ownership towards UNESCO when issues concerning only their part of the site are involved. However, it should be evident that the other State Party must be informed and given the opportunity to contribute.
- b. Alignment: the State Parties are jointly responsible towards UNESCO when issues raised have a transnational character and involve both State Parties.
- c. Ultimate responsibility: a bi-state structure is required with a mandate to remedy and decide when any conflicts occur between the Site holders at national level.

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

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

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

The Netherlands and Belgium have opted for a joint siteholdership with a 'Nodal Point', or Site holders, appointed in the Netherlands and in Flanders. This is a simple, pragmatic and effective solution for the transnational and serial site. In the Netherlands, the siteholdership is invested with the province of Drenthe (on behalf of the two Dutch provinces of Drenthe and Fryslân and the municipalities concerned), and in Flanders with the province of Antwerp, which has delegated this task to the

(non-profit) organisation Kempens Landschap. In consultation with Kempens Landschap, it was decided that the province of Drenthe assumes general coordination in matters that transcend the two member countries, as far as these are not matters concerning the IGC.

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

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

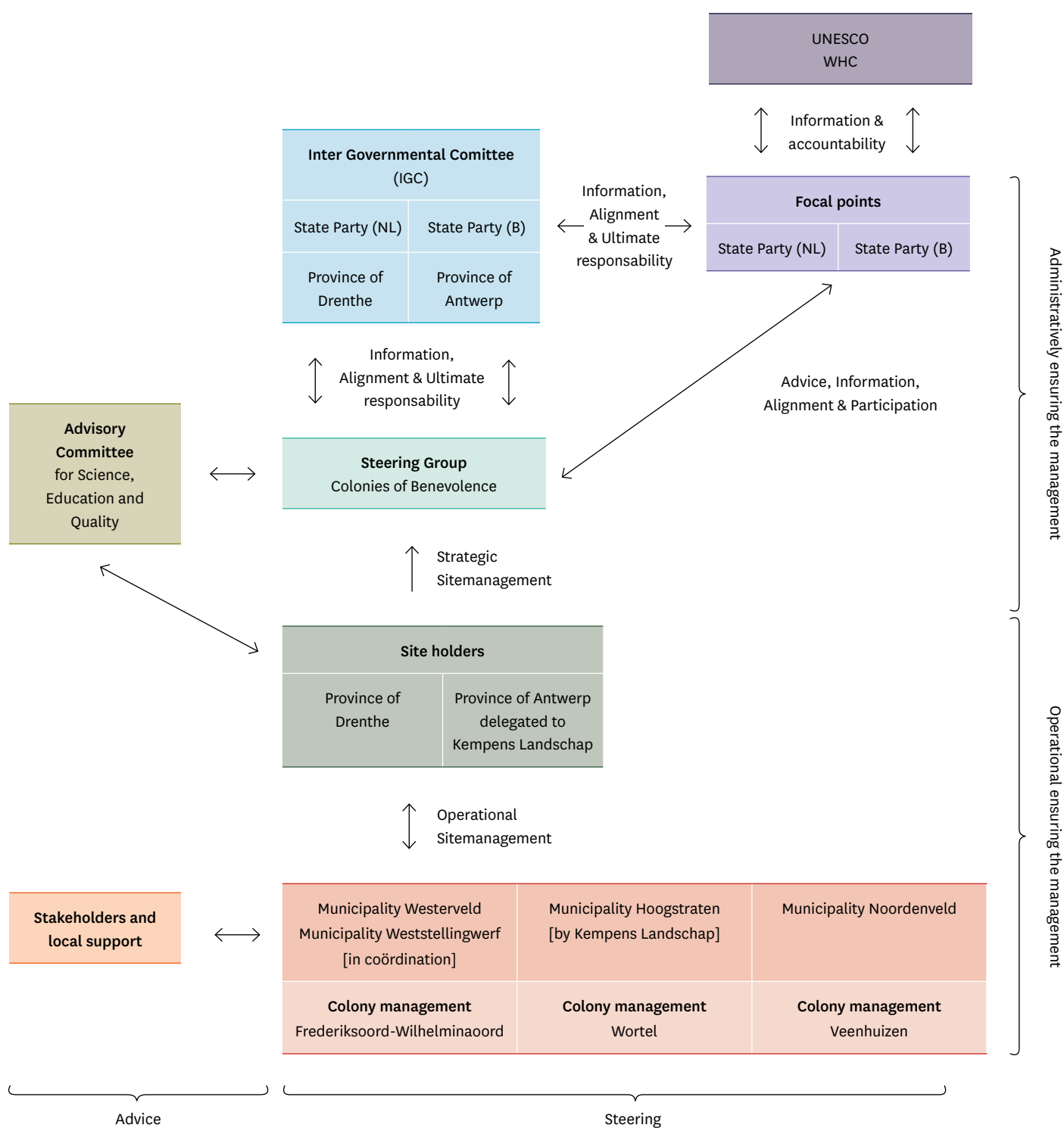
On an overarching level, the Site holders in the Netherlands and in Flanders oversee the operational implementation and preparation of the tasks within their responsibility. The Site holders each appoint an operational site manager, who can rely on a compact implementing organisation (programme office).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

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

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

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

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





## Management challenges

### *Long-term strategy*

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

### *Rehabilitation*

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

### *Dealing with developments and trends*

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

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

The component parts consist of relict landscape layers in a 'living landscape', where developments remain possible, as long as these are neutral in respect of the OUV or supportive of it. The identified trends lead to management measures in order to

effectively anticipate them and to intervene whenever necessary, thus preventing adverse effects on the OUV, the heritage and the spatial quality in a broad sense. Most management measures have already been incorporated in existing policies of municipalities, provinces, regions or the State, and are included in the management as implemented by them or by appointed agencies, water managers, project managers and owners. The Colony management and the site managers monitor the trends and identify relevant events. These developments are monitored and discussed in consultations between governments, stakeholders and landowners. The Site holders will develop a common vision on the way to anticipate spatial and functional developments.



### *Dealing with climate change, environmental impact and calamities*

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

### *Dealing with recreational flows*

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



↑  
Cyclists in Wortel (J.v.L.)

## 5.f SOURCES AND LEVELS OF FINANCE

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

Each Colony bears its own costs for the implementation of management measures.

Parties jointly bear the costs for the overall control and coordination, including the obligations relating to monitoring and periodic reporting.

The Flemish and Dutch governments each offer separate grants and financial support systems regarding management, maintenance and preservation, as well as audience reach and tourist-recreational development, of which parties in the area can make use for the financing of activities.

### 5.f.1 COSTS REGULAR MANAGEMENT AND MAINTENANCE ATTRIBUTES

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

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

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

### 5.f.2 COSTS VISITORS' CENTRES

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

### 5.f.3 COSTS REGULAR PROCEDURES LAWS AND REGULATIONS, INCLUDING GOVERNMENT PLANNING PROCESSES

As comprehensively described above, the protection of the Colonies of Benevolence as future World Heritage site is based largely on the protection of the attributes which is provided by authorities. This encompasses structures and characteristics of the landscape, the protection of buildings and specific green elements, on the basis of the prevailing regulations in the field of spatial planning, heritage and/or nature. This implies that authorities must adopt policies, incorporate those in plans, and safeguard the protection of attributes through the existing instruments, i.e. permits, notifications and exemptions. The costs in respect of this planning process are borne by the authorities. The total costs associated with the implementation of these regular government tasks, including the costs incurred by involving organisations and consultants in carrying out these activities (for example in the



Netherlands the involvement of the Committee on Building Aesthetics and Heritage and/or the Monuments Committee, Quality Team, etc.), are borne by the authorities and are not specified separately in the context of the Management Plan.

#### 5.f.4 CAPACITY AND RESOURCES

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

1. Structural deployment of staff for establishing the programme organisation.
  - Programme office with both Site holders and central functions: this concerns an input per Site holder of at least 1 FTE (i.e. a total of 2 FTE) spread over the competences of site management, covering overall control and coordination, communication and PR, monitoring and reporting to UNESCO, and administrative support. The tasks of the site managers are specified in chapter 4 of the Management Plan.
  - Per component part, a Colony manager is appointed. The extent of this function depends on the complexity and size of the management unit, but amounts to at least 0,25 FTE per component part or, in case of component part A, per municipality. The tasks of the Colony management are specified in chapter 4 of the Management Plan.
2. Structural resources for financing of activities, centralised / decentralised.
  - A central annual budget of € 92,500,- will be the minimum standard budget for the next years. It concerns the costs for research and monitoring, reporting and visits UNESCO, meetings of steering groups and working groups, website, PR and central provision of information, costs

Advisory Committee for Science, Education and Quality, etc. The functioning of this latter Committee, which serves to safeguard the spatial quality in the Colonies, may require additional budget, to be allocated centrally.

- Decentralised costs depend on the complexity of the component part. It is estimated that each component part will require a budget of approximately € 15,000 in respect of research and monitoring, decentralised provision of information (linked to communication and education) and PR, and the coordination and harmonisation with local and regional parties, including the feedback group.
3. Resources for the financing of incidental projects and research, centralised and/or decentralised. For these resources external funding will be sought, for example donations and grants. Apart from these resources, which shall be structurally allocated following the granting of the status of UNESCO World Heritage site, there was also a short-term (2016-2020) requirement of people and resources for maintenance and management of the Colonies, and for establishing the nomination. This deployment of 'incidental' resources illustrates the willingness of the governments to invest:
    - Restoration various buildings component part A, Frederiksoord-Wilhelminaoord, and surroundings, several millions of euros (largely completed);
    - Restoration programme Veenhuizen, dozens of millions of euros (largely completed);
    - Programme of the province of Drenthe Adaptive Re-use Characteristic Property;
    - Programme of the province of Drenthe Colonies of Benevolence;
    - State resources in the Netherlands for Colonies of Benevolence. Total of € 400.000, of which € 50.000 and € 117.000 contributed recently;
    - State restoration resources in the Netherlands and Flanders.

*“The Jury could hardly conceive a more powerful example of the **implementation of the European Landscape Convention**, at the end of its first decade. Kempens Landschap has worked out a **unique approach to conserving and managing** a variety of built and natural **heritage sites**, located across most of the 70 municipalities of Antwerp province. The Jury was particularly impressed with the **new future** now assured for the unique ‘**Rijksweldadigheidskolonies**’ (National Charity Colonies).”*

— EU PRIZE FOR CULTURAL HERITAGE  
EUROPA NOSTRA JURY (2014)

### 5.f.5 DISTRIBUTION KEY COSTS ARISING FROM MANAGEMENT PLAN

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

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

#### Capacity building: Knowledge and training

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

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

In the field of the conservation of structures and



objects, including green landscape elements, a great deal of knowledge is also available at the level of the site managers, within the provinces and in the various regional and management organisations (Flemish Land Company, Kempens Landschap, Forestry Commission, Society of Benevolence, Monument Watch and Archaeological Monument Watch, Het Oversticht, Hûs en Hiem, Libau, Knowledge Centre Adaptive re-use North, Heritage Homes, Landscape Management Netherlands, etc.).

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

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

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

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The Colony happenings in Wortel and Merksplas invariably attract many visitors (J.v.L.)



## 5.g SOURCES OF EXPERTISE AND TRAINING IN CONSERVATION AND MANAGEMENT TECHNIQUES

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

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

UNESCO has introduced 'chairs' to promote the contacts between science, society and local communities, and between research and policy, the results of which will be made use of in managing the Colonies. Relevant chairs are to be found at:

- Catholic University of Leuven: conservation, monitoring and management of monuments and sites;
- Free University of Brussels: Critical Heritage Studies and the safeguarding of the immaterial cultural heritage;
- University of Antwerp: Critical Heritage Studies (immovable, movable and immaterial cultural heritage)
- University of Antwerp: monuments and landscape care
- Open University of the Netherlands: transfer of knowledge regarding sustainable development with ICT;
- Westerveld municipality in cooperation with Wageningen University & Research: extraordinary chair on Heritage, Spatial Development and Social engineering in the Colonies of Benevolence
- Tilburg University: sustainability and governance;
- RWTH Aachen University: UNESCO Chair for World Heritage Urban and Cultural Landscapes.

In addition, the UNITWIN network – University Twinning and Networking Programme – can be used.

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

Through the World Heritage Foundation established in the Netherlands, there is an active exchange of knowledge and experience on the management of a World Heritage site with other World Heritage sites.

**The steering group will establish an Advisory Committee for Science, Education and Quality, for the purpose of issuing advice to the steering group and the Site holders. The steering group can invite the Advisory Committee on an ad hoc basis to attend meetings, in an advisory role.**

**The Committee may also advise Colony managers on issues concerning a Colony which might affect the attributes in that Colony and the series of the Colonies of Benevolence as a whole. In addition to scientific expertise regarding heritage, education and culture, the Committee will also have knowledge about spatial quality and landscape.**

### Safeguarding OUV

On the overall level of the Colonies, the safeguarding of the OUV is the central task of the steering group and the site managers, and the IGC on a bi-state level. An inherent feature of a living landscape is that initiatives may present themselves in one or more of the Colonies that could have an impact on the quality of the entire site.

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

- The Intergovernmental Committee ensures exchange of information, tuning and escalation (if necessary) on all possible consequences, by trends, developments or otherwise, on a bi-state level.
- The steering group, under the direction of the Site holders, ensures early identification of and reaction to administrative developments with a potential impact on the World Heritage site.
- The Site holders ensure early identification of trends and developments with possible consequences for the OUV of the Colonies of Benevolence and, if desired, proposes measures for the protection.
- The Colony managers observe and identify the effects of trends and developments and take appropriate action, if required.

On this basis, the State Parties, the steering group, Site holders and Colony managers can ensure early identification of developments that might affect the OUV, and enter into consultations at all levels with parties concerned, seek advice, initiate or carry out research, or organise mediation (in case of escalation of issues on a bi-state level by the IGC) at an early stage. This early identification makes it possible to explore alternatives and discuss effective protective measures.

**The Advisory Committee for Science, Education and Quality has an active role in achieving this. The Committee will be asked to issue advice on developments in the Colony territories that may affect the OUV and qualities in the area as a whole. For that purpose, the Committee will be composed of experts from Flanders and the Netherlands in the field of heritage, space, urban development, landscape and education. The members can, if required, call on third parties to bring in specific expertise. In respect of the**

**contribution of Dutch experts, contact will be sought with the regionally operating quality teams of Het Oversticht, Hûs en Hiem and Libau. The Committee will report to the site manager, who will present the recommendations to the steering group.**

In addition to the advisory role of the Advisory Committee for Science, Education and Quality, the available experts of the parties in the steering group in fields such as heritage, space, urban development, recreation/tourism, and landscape, will meet once a year. The objective of this meeting is to share and exchange knowledge and experience regarding the developments that occur in the Colonies and the way in which these have been and can be adequately anticipated. The meeting reflects on cases that have presented themselves in the past year, and anticipates developments to be expected in the year to come. Where possible, the meeting aims to achieve the most uniform approach and strategy in respect of future initiatives in the Colonies, with the focus on the safeguarding of the OUV. The basic principle of the meeting is the preservation of a high spatial and landscape quality.

## 5.h VISITOR FACILITIES AND INFRASTRUCTURE

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

In previous years educational organisations, associations and private partners have engaged in a great number of educational and informative activities, for which they could make use of the material and resources created during the nomination process. In 2015, for example, a joint campaign to inform a broad audience about the Colonies of Benevolence was organised, with the support of the governments: *One history, seven stories*. As a result of this, a more permanent collaboration has been established between the Society of Benevolence (Frederiksoord), the National Prison Museum (Veenhuizen), Kempens Landschap (Wortel and Merksplas) and the Association Ommerschans (Ommerschans) and the archives of Drenthe. These parties are operating visitors' centres in existing or new facilities, where the overall story of the Colonies is presented. For this purpose they produce all kinds of supporting materials such as texts, film and video, on and offline presentations, and they organise meetings and events. Visitors' centres are established for component part A (Frederiksoord-Wilhelminaoord), component part B (Wortel) and component part C (Veenhuizen). In component parts A and B, the visitors' centres are located adjacent to the property.

↓  
Visitors' centre for Wortel and Merksplas (J.v.L.)



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

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

The Colonies of Benevolence provide attractive areas for recreation and tourism. Their history and cultural heritage are fascinating for cultural tourists, for descendants of colonists (roots tourism), for hikers, cyclists and horseback riders. In most Colonies, or in their immediate vicinity, there are sufficient accommodation opportunities at campsites, in hotels, bed & breakfasts and group accommodations. The number of visitors and the visitor flows are relatively small and fully manageable.

It is expected that recognition as UNESCO World Heritage will lead to further tourism development and that the number of visitors will increase. As all Colony areas adhere to the principles of sustainable tourism development, with respect for the heritage values of the areas while bringing economic vitality to them and creating job opportunities for local communities, this development will be in line with the hosting capacity of the heritage areas. Future development will thus be controlled and monitored in order to not exceed the capacity of the zones, to guarantee good



living conditions for inhabitants and to sustain the Outstanding Universal Value.

The estimated increase can easily be accommodated in the area, as existing visitors' centres and the museums are extending their activities and will thus continue to provide visitors with appropriate hospitality, adequate guidance and information. The existing recreational infrastructure, including routes for hiking, horse riding and cycling, is permanently being updated and adapted.

Consequently, the anticipated and intended increase of the number of visitors and tourists (including day trippers) is not expected to have any significant negative effects on the OUV.



The National Prison Museum in Veenhuizen (M.B.)



Museum De Proefkolonie in Frederiksoord opened its doors on October 31, 2019 to the public (M.B.)



Walkers in Wortel (J.v.L.)

*“Veenhuizen shows that it is developing  
**all aspects of sustainability**  
in their mutual interrelatedness.*

*Following the demise of ... the penal institutions,  
**the hospitality economy** has become  
a major asset for Veenhuizen  
in **promoting new economic activity**.*

*It is a major achievement to render  
this transition **sustainable**,  
and to find suitable **repurposing activities**.*

*Veenhuizen, by nature, is **outward-looking**.*

*The surrounding **natural environment**  
**is an integral part** of what Veenhuizen offers to tourists.*

*Veenhuizen has **enormous potential**,  
**a riveting historical background** and*

***now also a contemporary range of activities**,  
including **the prison museum** and*

***artists’ studios**, supplemented by other  
elements relevant to the concept*

*as a whole, for example, **local produce**  
and ‘forgotten’ fruits and vegetables.*

*This is a project dossier brimming  
with **enthusiasm and dynamism**.”*

— JURY REPORT EDEN AWARD, EUROPEAN  
DESTINATIONS OF EXCELLENCE (2011)

## 5.i POLICIES AND PROGRAMMES RELATED TO THE PRESENTATION AND PROMOTION OF THE PROPERTY

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

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

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

If the status is granted, the Site holders will manage the brand 'Koloniën van Weldadigheid' (Colonies

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

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

### Communication strategy

The Site holders will implement a joint communication strategy, together with the future Colony managers. This communication about the heritage value of the areas and their promotion was initiated simultaneously with the collaboration regarding the nomination process (in the Netherlands in 2011 at the time of the inscription on the Tentative List, and in Belgium in 2013) and the joint decision in 2015 to nominate. The communication strategy for dissemination of the heritage values of the Colonies of Benevolence will be continued and enhanced following recognition by UNESCO.

In each of the separate Colonies there have been years of experience in communication, research, culture,



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

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

### Promotion and marketing

The collaborating governments are developing a joint marketing strategy for the Colonies of Benevolence. 'Koloniën van Weldadigheid' (Colonies of Benevolence) will be used as the main brand, to be managed by the Site holders. The main brand 'Koloniën van Weldadigheid' will always be clearly recognisable as text image and logo. Each Colony will have one sub-brand, which is consistent with the Colony's local prominence. Following recognition of the heritage by UNESCO, the UNESCO World Heritage logo will be connected to the main brand. The trademark for these logos and text images has been registered. During the preparation of

the nomination, joint work was carried out on the creation of a visual identity in which this layered quality of brand and sub-brands, as well as their use, is expressed. This was also done with the aim of giving direction to the enthusiasm and the many initiatives that emerged during the nomination process.

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

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

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

## Research and cultural education

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

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

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

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

The purpose is to clarify the values of contemporary communities that give significance to the historic environment, including people's sense of identity, belonging and place, as well as forms of memory and spiritual association. The research touches upon the unseen qualities of a place, for example the intentions of a design, and associations that have become connected with a place and/or landscape. The research intended will focus on the Colonies and other places of sociocultural interest.

## 5.j STAFFING LEVELS AND EXPERTISE (PROFESSIONAL, TECHNICAL, MAINTENANCE)

The Site holders are in charge of the operational implementation in his domain of responsibility and appoint an operational site manager in the Netherlands and in Flanders, who can rely on a compact implementation structure, with dedicated organisations in charge. This meets the requirement for an adequate operational management for the transnational and serial nomination.

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

The programme office boasts expertise in specific areas such as communication, education, research, promotion and marketing and/or monitoring (this listing is not exhaustive), and provides administrative support. The need to draw on this expertise will vary in time as regards intensity and extent, which means that a flexible attitude on the part of the organisations involved is desirable and should be possible.

Per component part (management unit) one Colony manager is appointed. Parts of the tasks will be implemented under the direction of the Colony manager. The Colony manager shall serve as first point of contact for the Site holders and is appointed by the Site holders as overall site manager of his or her Colony.

- ↘  
Brewery Maallust in Veenhuizen  
(J.v.L.)
- ↓  
Brewery Maallust in Veenhuizen  
(O.O.)
- Former hospital complex 'Bitter  
en Zoet'. Today it is a hotel.  
(J.v.L.)





## COLONIES OF BENEVOLENCE

### A tradition of adaptive re-use of monuments based upon 'sense of place'

The Colonies of Benevolence are relict layers within living landscapes. Whenever vacancy of monumental buildings occurs, owners and managers will try to find an adaptive re-use which is appropriate to the qualities of the area. This economic activity helps to preserve the cultural heritage. Over the past fifteen years, this has created a tradition of adaptive re-use with a focus on the specific sense of place of the Colonies of Benevolence. Below, some examples are highlighted.

#### Care

All the component parts have social enterprises which offer work opportunities for people with poor chances on the labour market. People with mental disabilities (Widar in Wortel Colony), autism (Frederiksoord), and prisoners and ex-prisoners (Wortel and Veenhuizen), are provided with care and guidance through employment in the landscape of the Colony or through adapted living: a contemporary interpretation of the old ideal.

#### Cultural tourism

Adaptive re-use in the field of cultural tourism was a key issue over the past decade. In 2005, the Second Institution in the unfree Colony of Veenhuizen was converted into the National Prison Museum. Around the former institution, many historic buildings are now used as studios or workshops. As a result, visitors to Veenhuizen become familiar with the remarkable history of the area in different ways. Recently Maallust, the former grain mill, was converted into a microbrewery which brews special beer, made available throughout the Netherlands. A hotel and a restaurant have been established in the former hospital complex 'Bitter en Zoet'. The products used by the hotel are produced mainly in the Colony and the surrounding area.



## Recreation and nature education

The former stables, barns and granaries of the farm in Wortel Colony had already been adapted for re-use as a recreational farm for children. All year round school classes gather here for nature education.

## Memorial sites

Finally, some places have gradually found a function as 'Lieux de Memoire', memorial sites such as the cemeteries.



The former farm in Wortel serves today as a farm for (school) groups to learn about the farmlife (S. and J.v.L.)









# MONITORING

A photograph of a large, light-colored building with a dark roof, surrounded by lush greenery and a pond in the foreground. The word 'MONITORING' is overlaid in large white letters. The building has multiple windows and a sign that reads 'HUMANITIES'. The foreground features a pond reflecting the building and surrounding trees, with dense bushes and grass along the water's edge. The sky is clear and blue.

## MONITORING SYSTEM

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

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

↓  
The central clock in Veenhuizen ensured order and discipline (J.v.L.)



The monitoring system concerns the following issues:

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

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

The monitoring rhythm varies: continuous alertness and identification, an annual progress report and the six-yearly report to the World Heritage Committee. The system provides the basis through an annual, and for some more complex indicators biannual or lower frequency, measurement of the indicators, specified for each goal. For each indicator it is specified how it is measured, who is responsible, and the measurement frequency.

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



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

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

### **Periodic reporting World Heritage Committee**

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

## **6.a KEY INDICATORS FOR MEASURING STATE OF CONSERVATION**

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

Indicators of a quantitative nature. This concerns the state of maintenance and concrete, measurable developments, such as the number of environmental permits applied for and granted, adjustments and changes to representative buildings or planting, number of visitors, number of inhabitants, etc.;

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

### **State of maintenance**

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

The basic typology of the free and unfree Colonies of Benevolence

The structure of roads, plantings and waterways, the measurement system applied, and the grid of buildings

The buildings and planting which are representative of the poverty reduction experiment and its ongoing development

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

In the context of the nomination, the basic typology of the free and unfree Colonies of Benevolence has been set out. Monitoring takes place on the basis of the monitoring of the structural features and of the representative buildings and planting. The diagram below provides an overview of the way in which the monitoring of these attributes is carried out.

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

	Subsidies granted in respect of restoration and preservation	Authenticity Integrity	Continuous Annual	State Provinces
Representative plantings	Inspection representative plantings	Integrity avenue planting State of maintenance of avenue and solitary planting	Annual	Bomenwacht (Trees Watch) (for Municipalities) Site managers
	Permits granted (avenues and trees)	Numbers Location Integrity avenue planting Replanting	Continuous Annual	Municipalities

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

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

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

national landscape monitor, which in the long term will provide extra opportunities for monitoring structural features of the landscape.

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

### **Early identification of potentially threatening developments and trends**

Through the early identification of developments with a potential impact on the OUV, monitoring has primarily an alerting and safeguarding function. It is important to keep proper track of developments that could damage the OUV, both at overarching level and per Colony. For this purpose, early identification of such developments should be reported by the Colony managers to the site manager. This involves keeping a constant and close watch on significant developments that may damage the OUV in the opinion of the



Colony managers, who can at any time inform the site management of significant developments. On the other hand, the site management, too, should be alert in this respect (towards Colony managers).

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

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

#### MONITORING ACTIVITIES

DEVELOPMENTS AND TRENDS (QUALITATIVE)	MONITORING ACTIVITY	KEY INDICATOR	FREQUENCY	SOURCE OWNER / RESPONSIBLE PARTY
Significance developments (including possible incidents)	Notification of a significant development	Significant developments including incidents (per Colony) notified and way of dealing with these	Continuous	Colony manager
	Significant developments which could damage the OUV placed by the site manager on the agenda of: — Advisory Committee for Science, Education and Quality — Steering group	Number of significant developments including incidents (whole site) and way of dealing with these	Continuous Annual	Site manager Expert meeting Advisory Committee
	The site manager records the developments and how they have been dealt with in a journal of incidents.	Journal	Continuous Annual	Site manager

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

The identification of developments and trends also requires quantitative information and substantiation of factors affecting the property. In concrete terms: development pressure, environmental pressure, natural disasters and risk preparedness, responsibility and number of inhabitants. With the exception of the numbers of inhabitants, homes and of businesses, such data are as yet for most of the Colonies only fragmentarily available. Since 2017, Veenhuizen has annually been presenting its econ-o-meter, which tracks the number of companies, the turnover of companies, the number of day visitors, number of overnight stays, spending of visitors and activities undertaken.

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



## Results of the Management Plan

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

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

The report is placed on the agenda of the Advisory Committee for Science, Education and Quality.

This committee meets (at least) once a year to:

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

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

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

COMPONENT	MONITORING ACTIVITY	KEY INDICATOR	FREQUENCY	SOURCE OWNER / RESPONSIBLE PARTY
Management overall	<p>The Colony managers draw up an annual progress report on the Colony, with commitments in line with the Management Plan. Description of:</p> <ul style="list-style-type: none"> <li>— Progress introduction/ implementation of management measures in annual progress report to steering group.</li> <li>— Projects and activities aimed at propagating the World Heritage site</li> <li>— Direct and indirect effects of the activities</li> <li>— This annual activity is part of the regular planning and control cycle, in which it is specified to what extent the measures are on schedule.</li> </ul> <p>The progress reports constitute the basis for commitments planned for the next year.</p>	Progress reports	Annual	Colony managers
	<p>On the basis of the progress reports of the Colonies, the site management draws up the overall progress reports, and discusses these in the steering group. Particular attention will be paid to the mid-term review of 2023</p>	Overall progress report mid-term review (2023)	Annual	Site management
Protection spatial regime	<p>The Colony managers register (as indicators of the dynamics potentially affecting the OUV):</p> <ul style="list-style-type: none"> <li>• Revisions zoning plans/ environmental plans</li> <li>• Number of environmental permits applied for and granted in the Colonies (NL) or notifications and authorisations issued (FL)</li> <li>• Advice obtained</li> </ul>	<p>Number of reviews spatial plans</p> <p>Number of environmental permits applied for and granted</p>	Annual	Colony managers Site management

Protection monument regime	Registering dynamics on the basis of: • Changes in municipal, provincial and national monuments • Changes in protected villagescapes (designations or instructions) • Changes in protected landscape (FL)	Number of alterations on: Monuments Protected villagescapes Protected landscapes	Annual	Colony managers on the basis of governmental source information
Risk management	Reporting of incidents and interventions	Number of alerts, incidents and interventions	Annual	Colony managers Site management
Information, promotion and education	Registration of: Numbers of visitors of visitors' centres Information material Educational packages	Number of visitors of visitors' centres Informative and educational material published	Annual	Colony managers in collaboration with owners of visitors' centres and tourist offices



### Medium term: critical qualitative reflection

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

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

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

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

## 6.b ADMINISTRATIVE ARRANGEMENTS FOR MONITORING PROPERTY

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

Site management (transnational):

Kempens Landschap: Peredreef 5, 2580 Putte,  
Belgium  
Province of Drenthe: PO Box 122,  
9400 AC Assen, the Netherlands

Colony managers (per Colony or management unit):

**Component part A: Frederiksoord-Wilhelminaoord**  
Municipality of Westerveld: PO Box 50, 7970 AB  
Havelte, the Netherlands  
Municipality of Weststellingwerf: PO Box 60,  
8470 AB Wolvega, the Netherlands

**Component part B: Wortel**  
Kempens Landschap: Peredreef 5, 2580 Putte,  
Belgium

**Component part C: Veenhuizen**  
Municipality of Noordenveld: PO Box 109,  
9300 AC Roden, the Netherlands

Monuments registers:

Flanders Heritage Agency: Herman  
Teirlinckgebouw, Havenlaan 88 PO box 5,  
1000 Brussels, Belgium  
[www.onroerenderfgoed.be](http://www.onroerenderfgoed.be)  
Cultural Heritage Agency of the Netherlands:  
PO Box 1600, 3800 BP Amersfoort,  
the Netherlands  
[www.cultureelerfgoed.nl](http://www.cultureelerfgoed.nl)

The databases (including the GIS-maps) are managed by the Site holders

## 6.c RESULTS OF PREVIOUS REPORTING EXERCISES

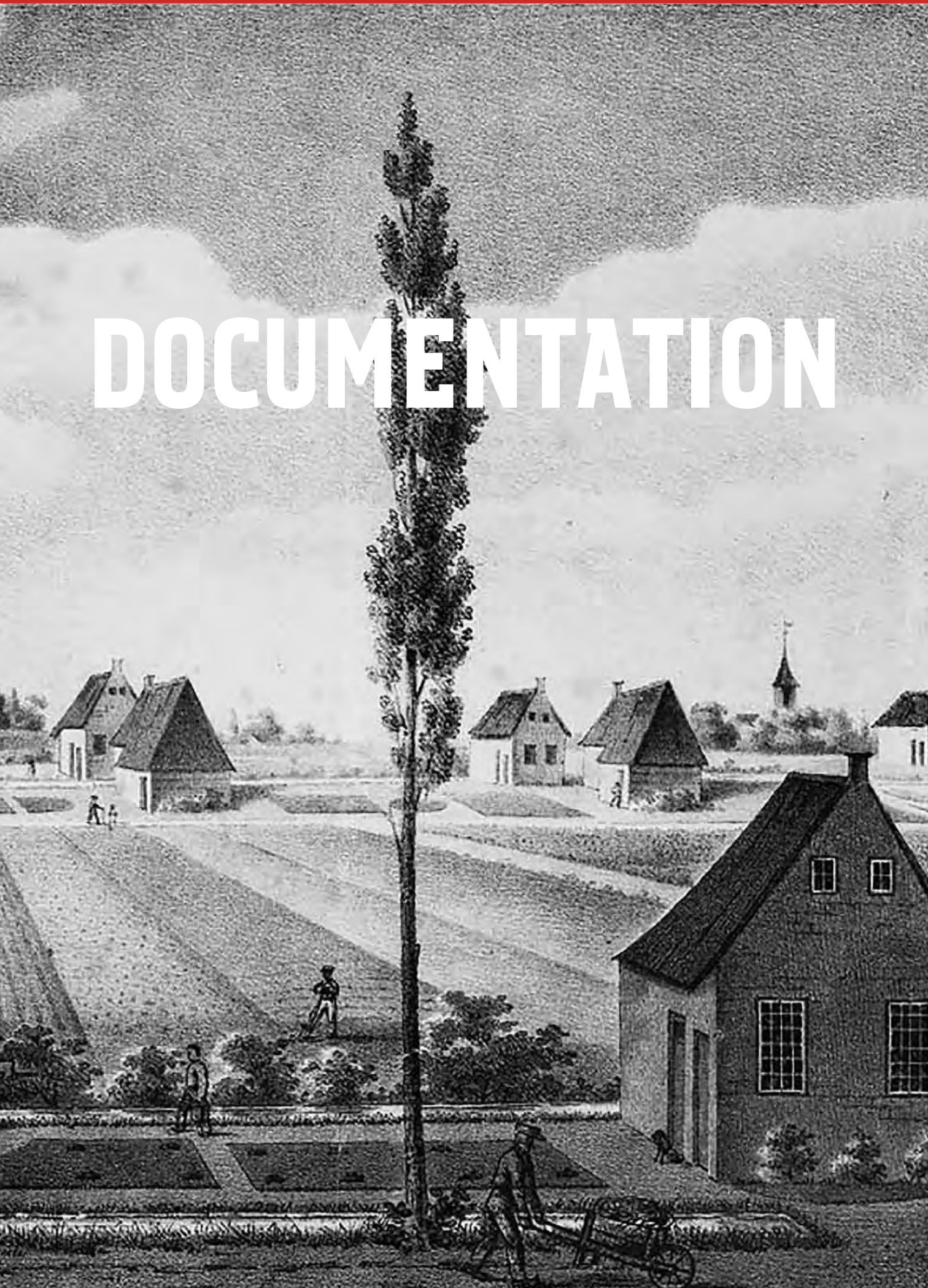
In the context of the nomination, the attributes have been identified and described systematically. These data are included in the maps and matrices, and linked to the criteria and sub-aspects of the OUV. The state of maintenance of the individual attributes has also been indicated.

7











# DOCUMENTATION



## 7.a PHOTOGRAPHS AND AUDIOVISUAL IMAGE INVENTORY AND AUTHORISATION FORM

ID. NO		FORMAT (SLIDE/ PRINT/ VIDEO)	CAPTION	DATE OF PHOTO (MO/YR)	PHOTOGRAPHER/ DIRECTOR OF THE VIDEO	COPYRIGHT OWNER (IF DIFFERENT THAN PHOTOGRAPHER/ DIRECTOR OF VIDEO)	CONTACT DETAILS OF COPYRIGHT OWNER (NAME, ADDRESS, TEL/FAX, AND E-MAIL)	NON EXCLUSIVE CESSION OF RIGHTS
CofB1		Tiff	Component part A Frederiksoord- Wilhelminaoord	2019	Miranda Drenth	Province of Drenthe on behalf of all nomination partners	Province of Drenthe, Postbus 122, 9400 AC, Assen, the Netherlands; post@drenthe.nl	yes
CofB2		Jpg	Component part A Frederiksoord- Wilhelminaoord	07/2016	James van Leuven	Province of Drenthe on behalf of all nomination partners	Province of Drenthe, Postbus 122, 9400 AC, Assen, the Netherlands; post@drenthe.nl	yes
CofB3		Tiff	Component part A Frederiksoord- Wilhelminaoord	2018	Albert Brunsting	Province of Drenthe on behalf of all nomination partners	Province of Drenthe, Postbus 122, 9400 AC, Assen, the Netherlands; post@drenthe.nl	yes
CofB4		Tiff	Component part A Frederiksoord- Wilhelminaoord	2017	Albert Brunsting	Province of Drenthe on behalf of all nomination partners	Province of Drenthe, Postbus 122, 9400 AC, Assen, the Netherlands; post@drenthe.nl	yes
CofB5		Tiff	Component part A Frederiksoord- Wilhelminaoord	2017	Albert Brunsting	Province of Drenthe on behalf of all nomination partners	Province of Drenthe, Postbus 122, 9400 AC, Assen, the Netherlands; post@drenthe.nl	yes



CofB6		jpg	Component part B Wortel	08/2008	Ludo Verhoeven	Ludo Verhoeven	Ludo Verhoeven Ludo@ludoverhoeven.be	No
CofB7		Tiff	Component part B Wortel	06/2010	James van Leuven	Kempens Landschap	Kempens Landschap, Peredreef 5, 2580 Putte, Belgium info@kempenslandschap.be	Yes
CofB8		Tiff	Component part B Wortel	09/2012	James van Leuven	Kempens Landschap	Kempens Landschap, Peredreef 5, 2580 Putte, Belgium info@kempenslandschap.be	Yes
CofB9		Jpg	Component part B Wortel	11/2012	James van Leuven	Kempens Landschap	Kempens Landschap, Peredreef 5, 2580 Putte, Belgium info@kempenslandschap.be	Yes
CofB10		Tiff	Component part B Wortel	05/2011	James van Leuven	Kempens Landschap	Kempens Landschap, Peredreef 5, 2580 Putte, Belgium info@kempenslandschap.be	Yes
CofB11		Tiff	Component part C Veenhuizen	2015	Siebe Swart	Cultural Heritage Agency	Siebe Swart www.siebeswart.nl	No
CofB12		Tiff	Component part C Veenhuizen	07/2016	James van Leuven	Province of Drenthe on behalf of all nomination partners	Province of Drenthe, Postbus 122, 9400 AC, Assen, the Netherlands; post@drenthe.nl	Yes



CofB13		Tíff	Component part C Veenhuizen	07/2016	James van Leuven	Province of Drenthe on behalf of all nomination partners	Province of Drenthe, Postbus 122, 9400 AC, Assen, the Netherlands; post@drenthe.nl	Yes
CofB14		Tíff	Component part C Veenhuizen	07/2016	James van Leuven	Province of Drenthe on behalf of all nomination partners	Province of Drenthe, Postbus 122, 9400 AC, Assen, the Netherlands; post@drenthe.nl	Yes
CofB15		Tíff	Component part C Veenhuizen	07/2016	James van Leuven	Province of Drenthe on behalf of all nomination partners	Province of Drenthe, Postbus 122, 9400 AC, Assen, the Netherlands; post@drenthe.nl	Yes

## 7.b TEXTS RELATING TO PROTECTIVE DESIGNATION, COPIES OF PROPERTY MANAGEMENT PLANS OR DOCUMENTED MANAGEMENT SYSTEMS AND EXTRACTS OF OTHER PLANS RELEVANT TO THE PROPERTY

### Legal framework – supranational

European Commission	Natura 2000	2000	<a href="http://ec.europa.eu">ec.europa.eu</a>
European Union, EEC	Directive 79/409/EC of the Council of 2 April 1979 on the conservation of the wild birds	1979, April	<a href="http://www.ec.europa.eu">www.ec.europa.eu</a>
European Union, EEC	Directive 92/43/EEC of the Council of 21 May 1992 on the conservation of natural habitats and of wild fauna and flora	1992, 21 May	<a href="http://www.ec.europa.eu">www.ec.europa.eu</a>
European Union, EEC Council of Europe	European Landscape Convention	2005	<a href="http://www.coe.int">www.coe.int</a>
European Union, EEC Council of Europe	European Convention on the Protection of the Archaeological Heritage	1992, 16 January	<a href="http://www.coe.int">www.coe.int</a>

### Legal framework – national (Belgium and the Netherlands)

Kingdom of Belgium	Royal Order ‘measures for the protection of certain species of wild plants’	1976, 16 February	
Kingdom of the Netherlands	Nature Conservation Act 1998 (until 1-1-2017)	1998, 25 May	<a href="http://www.wetten.nl">www.wetten.nl</a>
Kingdom of the Netherlands	Environment & Planning Act	2021, 1 January	<a href="http://www.wetten.nl">www.wetten.nl</a>
Kingdom of the Netherlands	Heritage Act	2016, 1 July	<a href="http://www.wetten.nl">www.wetten.nl</a>
Kingdom of the Netherlands	Nature Conservation Act	2017, 1 January	<a href="http://www.wetten.nl">www.wetten.nl</a>
Kingdom of the Netherlands	Spatial Planning Act (until 1-1-2019)	2006, 20 October	<a href="http://www.wetten.nl">www.wetten.nl</a>
Kingdom of the Netherlands	Environmental Licensing (General Provisions) Act (Wabo)	2008, 6 November	<a href="http://www.wetten.nl">www.wetten.nl</a>
Kingdom of the Netherlands	Spatial Planning (General Rules) Decree (Barro)	2011, 22 August	<a href="http://www.wetten.nl">www.wetten.nl</a>
Ministry of Infrastructure and the Environment	Environmental Management Act (part environmental impact assessment)	1994, 4 February	<a href="http://www.rijksoverheid.nl">www.rijksoverheid.nl</a>
Kingdom of the Netherlands	Nationale Omgevingsvisie (NOVI)	2019, 20 June (Ontwerp)	<a href="http://www.rijksoverheid.nl">www.rijksoverheid.nl</a>
Kingdom of the Netherlands	Decree on the quality of the living environment	2021	<a href="http://www.wetten.nl">www.wetten.nl</a>
Flemish Region	Decree of 21 October 1997 on nature conservation and the natural environment (Publication Belgian Official Journal: 10 January 1998).	1998, January	<a href="http://www.vlaanderen.be">www.vlaanderen.be</a>
Flemish Region	Decree on nature conservation and the natural environment	1998, 10 January	<a href="http://www.vlaanderen.be">www.vlaanderen.be</a>
Flemish Region	Decree on the organisation of spatial planning	1999, 18 May	<a href="http://www.vlaanderen.be">www.vlaanderen.be</a>
Flemish Region	Flemish Codex Spatial Planning	2014, 25 April	<a href="http://www.vlaanderen.be">www.vlaanderen.be</a>
Flemish Region	Municipal Decree	2005, 15 July	<a href="http://www.vlaanderen.be">www.vlaanderen.be</a>
Flemish Region	Provincial Decree	2005, 29 December	<a href="http://www.vlaanderen.be">www.vlaanderen.be</a>



Flemish Region	Implementing Decree concerning the environmental permit	2017, 23 February	<a href="http://www.vlaanderen.be">www.vlaanderen.be</a>
Flemish Region	Immovable Heritage Decree	2013, 12 July	<a href="http://www.vlaanderen.be">www.vlaanderen.be</a>
Flemish Region	Species Decree	2009, 15 May	<a href="http://www.vlaanderen.be">www.vlaanderen.be</a>
Flemish Region	The Immovable Heritage Decree of 16 May 2014	2014, 16 May	<a href="http://www.vlaanderen.be">www.vlaanderen.be</a>

### Individual protection decrees (Belgium and the Netherlands)

Kingdom of the Netherlands	Decree on the quality of the living environment	2021	<a href="http://www.wetten.nl">www.wetten.nl</a>
Ministry of Education, Culture and Science and Ministry of Housing, Spatial Planning and the Environment	Decree on designation Frederiksoord-Wilhelminaord area as protected villagescape	2009, 6 November	<a href="http://www.rijksoverheid.nl">www.rijksoverheid.nl</a>
Ministry of Education, Culture and Science and Ministry of Housing, Spatial Planning and the Environment	Decree on designation protected villagescape Veenhuizen	2008, 1 April	<a href="http://www.rijksoverheid.nl">www.rijksoverheid.nl</a>
Culture, Health and Family	Ministerial Decree on the protection of Wortel as cultural heritage landscape	1999, 28 January	<a href="http://www.vlaanderen.be">www.vlaanderen.be</a>
Home Affairs, Public Services and Sports	Ministerial Decree on the setting up of a management committee for a protected landscape 'The State Benevolence Colony Wortel (De Rijkswelddadigheidskolonie Wortel)	2000, 14 March	<a href="http://www.vlaanderen.be">www.vlaanderen.be</a>
Environment and Employment	Ministerial Decree on the definitive protection as landscape 'The State Benevolence Colony Wortel'	1999, 29 June	<a href="http://www.vlaanderen.be">www.vlaanderen.be</a>

## 7.c FORM AND DATE OF MOST RECENT RECORDS OR INVENTORY OF PROPERTY

### Colonies of Benevolence

Inventory database with text, image and GIS-coördinates.

Contains all attributes next to other landscape elements – 2019

On course for the Colony landscape, autonomous landscape of order and discipline (Koers op kolonielandschap, autonoom landschap van orde en tucht) (2014)

### Dutch Colonies of Benevolence

Landscape Development Plans and Buildings Aesthetics Policy Documents in respect of the Colonies of Benevolence in the municipalities of Westerveld, Weststellingwerf, and Noordenveld

Explanation of zoning plans in respect of the Colonies of Benevolence in the municipalities of Westerveld, Weststellingwerf, en Noordenveld

Environmental Visions Weststellingwerf (2019) and Noordenveld (2019) and Structural Vision Westerveld (2013)

Vision 'Working on the Future of Veenhuizen' (Werken aan de Toekomst van Veenhuizen) (2011)

Building Aesthetics Policy Documents, Heritage Regulation Documents and Architectural Guidelines Westerveld, Weststellingwerf and Noordenveld

### Flemish Colonies of Benevolence

Avenue Management Plan Wortel (2005)

Forest Management Plan Wortel (2013)

Provincial Spatial Implementation Plan Wortel (2014)

Landscape Management Plan Wortel (2019)

## 7.d ADDRESSES WHERE INVENTORY, RECORDS AND ARCHIVES ARE HELD

### Inventory database:

Province of Drenthe,

PO Box 122,

9400 AC ASSEN, the Netherlands

Telephone: +31 592 36 55 55

### Archives:

National Archives (NA)

Prins Willem Alexanderhof 20

2595 BE The Hague, the Netherlands

info@nationaalarchief.nl

Drents Archief (DA)

Brink 4

9401 HS Assen, the Netherlands

info@drentsarchief.nl

Rijksarchief (RB) Brussel en Beveren/

National archives Belgium

Kruibekesteenweg 39/1

9120 Beveren, Belgium

rijksarchief.antwerpen-beveren@arch.be

Ruisbroekstraat 2

1000 Brussels, Belgium

archives.generales@arch.be

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A scenic landscape featuring a calm canal in the foreground, reflecting the sky and the silhouettes of bare trees. A row of trees stands along the grassy bank of the canal. In the background, a long, low building with a red-tiled roof is visible. To the right, a small white structure with a blue roof, possibly a windmill or a small tower, stands near the water. The sky is filled with soft, white clouds.

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Connected to Annexes - Lists of attributes

Component part A: Frederiksoord-Wilhelminaord

Map Attributes: Existing historical roads, avenue planting and waterstructures

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Connected to Annexes - Lists of attributes

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# List of historical maps

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# Key terms

**Adaptive re-use:** to attribute a new function (re-use) to a building or a site, or part thereof. The term is generally used in a heritage context.

**Charter of Merksplas:** a series of 10 principles and goals, agreed upon in 2012 by all parties involved in the Colonies of Benevolence

**Colonisation:** in the context of the Colonies of Benevolence 'colonisation' is to be understood as creating agricultural settlements in remote domestic territory, in order to reclaim land and transform it into farmland.

**Colonists:** the poor living and working in one of the seven free Colonies of Benevolence.

**Colony houses:** is the common denomination for the standardised smallholder farms that were built in the Colonies of Benevolence to accommodate families in the free Colonies. They evolved into houses. Family farms, Colony houses and smallholder farms are synonyms in this context.

**Cultivation area:** the zone which has been reclaimed by the Colonies of Benevolence and subsequently been used as farmland.

**Experimental Colony:** in 1818, the first experiments were carried out with the practical translation of the aims of the Society of Benevolence, creating the Colony of Benevolence of Frederiksoord.

**Free/unfree Colony of Benevolence:** the two institutional types of Colony, established for families on the one hand, or groups of poor on the other. They differed in the way the poor were supervised (more or less strict) and housed (in small Colony farms or institutions). The distinctive arrangements resulted in two basic landscape typologies, which are referred to in this dossier as type  $\alpha$  and  $\beta$ .



Free farmer: farmer who independently operated a farm. An inhabitant of the Colonies could become a free farmer if he proved to (re-)comply with the prevailing social standards and values. In reality, he was not a freeholder as he did not own the farm, and not a simple leaseholder either – as production schemes were imposed by the Society of Benevolence.

Landscape of memory or lieu de mémoire: landscape of which the history, with the associated human activity, and the meaning remain alive in the memory of subsequent generations and are important to them.

Landscape structure: the arrangement and spatial pattern of landscape elements in a coherent context

Panoptic: seeking control of all aspects of private and public life of the occupants of a certain building or site.

Physiocracy: economical theory which spread throughout Europe in the second half of the 18th century, and which claimed that in order to become wealthy a nation should either acquire more land or improve existing farmland.

Pre-colonial landscape: the territory as it was prior to the establishment of the Colonies, whether or not in use by man.

Reclamation: the conversion of unused wastelands into new farmland for productive use. In the case of the Colonies of Benevolence, these wastelands consisted of heaths and peatlands.

Self-sufficient: living as an autonomous entity which is able to function as a closed unit, by being responsible for its own sustenance, without trading with third parties.

United Kingdom of the Netherlands: the name of the country which existed from 1815 until 1830 and which covered roughly present-day Belgium and the Netherlands. Its king was William I.

Welfare state: state that regards it as one of its tasks to provide care for every citizen, based upon equal rights: the sick, the unemployed, children, pensioners, people living in poverty... This is achieved through taxation and is a form of redistribution.

# End notes

## H2

- 1 “Van den Bosch’s colonies were designed to create work for, govern, and reform potentially revolutionary paupers”. Schrauwens, A., The “Benevolent” Colonies of Johannes van den Bosch: Continuities in the Administration of Poverty in the Netherlands and Indonesia., in: Comparative Studies in Society and History. Vol. 43, No. 2 (April, 2001), p.323
- 2 Arneil, B. Domestic Colonies in Canada: Rethinking the Definition of Colony. in: Canadian Journal of Political Science / Revue canadienne de science politique 51:3 (September / septembre 2018) 497–519.
- 3 See ‘De recensent, ook der recensenten. Antikritiek en Mengelwerk. Volume 20, part 2, Amsterdam, 1829. p. 186. (In ‘The critic, also of the critics. Anticriticism and Miscellany.)
- 4 Home, R. Of Planting and planning. The making of British colonial cities. Routledge. 2013. P.21-23
- 5 Bosch, J. van den, Nederlandse bezittingen in Azia, Amerika en Afrika in derzelver toestand en aangelegenheid voor dit Rijk. ’s Gravenhage/ Amsterdam. Gebroeders van Cleef, 1818
- 6 van Oers, R. Dutch Town Planning Overseas during VOC and WIC rule (1600-1800). Zutphen. 2000. p.11
- 7 ibid. p. 165
- 8 *“I am of the opinion that more than enough has already been said about this subject, and that the fate of the poor will not be improved, even if the number of books that have appeared on the subject were to be multiplied to a series of thick folio volumes. The truth is here, as it is in many other subjects of science and social importance: we have adequate knowledge of the means; it is only*

*a matter of choosing the best of all those specified, and of testing those in practice.*" Johannes van den Bosch, Discourse, 1818, p.6.

- 9 Schrauwers, Albert. The "Benevolent" Colonies of Johannes van den Bosch: Continuities in the Administration of Poverty in The Netherlands and Indonesia. In Society for Comparative Study of Society and History. 2001, p. 302.  
"Some distinguished authors (Adam Smith, Mr. Senateur Garnier, Abrégé des principes de l'économie politique, Mr. Say, Traité de l'économie politique t.I.p.391) had likewise addressed this subject, and contended that the population would always concentrate on articles of food, but had not taken any particular action in that respect and had not regarded the matter in its context from all sides, as had the English writer. Moreover, the main objective of Mr. H. Malthus, as the translator correctly points out, is 'to provide a sustainable basis for the happiness of human society, and in particular to enable the lower working classes to attain a 'happier' state than one generally tends to find in civilised peoples." Le Jeune, Historical Explorations, p. 163- 164.
- 10 Jvan den Bosch, op.cit., p. 81.
- 11 As early as the beginning of the 19th century, in this ministry the names are to be found of persons who subsequently also made a crucial contribution to the establishment of the Society of Benevolence
- 12 J. Van den Bosch, op.cit, p. XI.
- 13 Lejeune, Historical Explorations, p. 143-145 (appendix C). including:
  - Recueil de mémoires sur les établissemens d'humanité, traduits de l'Espagnol, de l'Allemand, de l'Anglais & c. et publiés par Duquesnoy, Paris, Agasse, An X 38 vol.8 - Friedländer, Entwurf einer

Geschichte der Armen und Armenanstalten, nebst einer Nachricht von den jetzigen Zustande der Pariser Armenanstalten und Hospitäler, in November 1803, Leibz. Gochen 1804. 8°

- Comptes généraux des hospitaal, hospices-civils, enfans abandonnés, secours à domicile & direction des nourrices de la ville de Paris, An XI, Paris 1805, 4°
  - Des moyens de détruire la mendicité en France. In de Mémoires de l'académie de Chalons sur marne 1777
  - Specification of laws and regulations made up in England on the subject of Poverty – extracted from the work of Ruggles, with comments by Van Leyden van Westbarendrecht. Haarlem, Loosjes 1804, 8°
  - Sir F. M. Eden. On the state of the poor
  - Townsend, dissertation on the poor laws, 2nd edit, 1787
  - Malthus, Essai sur le principe de population. Trad. de l'Anglais par Prévost. Genève 1809, 3 vol. 8°
- 14 In 1819, D.J. van Ewijck (1786-1858), a philanthropist (and a later governor of Drenthe), enabled Kornelis Mulder, a pupil of the Groningen professor Van Swinderen, to follow a training in Hofwil (near Bern). There, on his father's estate, Philipp Emanuel von Fellenberg (1771-1844) had started an agricultural institute. In 1821, general Johannes van den Bosch paid a visit to this Institute and to his pupil.
  - 15 Robert Dale Owen, Travel to holland and New Harmony, 1825-1826.
  - 16 Quack, H.P.G. De Socialisten, personen en stelsels, Amsterdam, 1911, p. 268.
  - 17 C. Lejeune, Settlements on rough grounds, in De Navorser, Amsterdam, 1860, p.126.



- 18 National Archives Brussels, T. 306 117, letters of thanks from honorary members after their appointment, 1824.
- 19 Bentham, *Panopticon or the inspection-house*, London, 1791.
- 20 Charles F. Bahmueller, *The National Charity Company, Jeremy Bentham's Silent Revolution*, London, 1981.  
In 'De recensent, ook der recensenten. Antikritiek en Mengelwerk. Volume 20, part 2, Amsterdam, 1829. p. 186. (In 'The critic, also of the critics. Anticriticism and Miscellany.)
- 21 State Archives Brussels, T 306-50, letter from Johannes van den Bosch to the Standing Committee in Brussels, 18 March 1823.
- 22 'Making them habituated to work, attaching some advantage to it, is the first thing management can and must do. This is what they have started to do. We do not want, the State has said to these useless creatures, we do not want you to have the choice of dying from hunger; we no longer want your existence, which is like that of a snail, to drag its contagious trail from place to place; that you should enjoy all your carelessness and laziness more than your diligent fellow resident should enjoy the sweat of his brow. Choose only between the invitation and the compulsion to work (\*).  
(\*). That a Government, as a natural consequence of an unspoken social contract, has the right to do so, needs no further argument' – Lejeune, p. 111.  
'The beggars themselves must be divided into two cases, that is, those who ask Society's help of their own free will, and those, who must be forced to do so, once the City Authorities assemble the means to effectively prevent begging' De Star (no. 1; 1819): 68.
- 23 J. van den Bosch, Discourse, p. 107.
- 24 'Because, as indeed the poverty of our times is a consequence of our present social institutions, and must therefore be considered susceptible to a considerable increase, as the most recent circumstances of England, and part of Germany and Switzerland, seem to prove – then it is undeniably also true that this must finally have consequences, dangerous as much for the security of society in general, as for the special interest of the more affluent classes; and that the State, by extension, could be subjected to disturbances by others, the more harrowing as the number of its needy members would have grown, and the tendency, the urge, to provide themselves by force with what they have been denied by the course of circumstances, would find stronger encouragement in the greatness of their misery'. J. van den Bosch, Discourse, 1818, p. 5.
- 25 J. van den Bosch, Discourse, p. 5.
- 26 J. van den Bosch, Discourse, p. 3 & 4.
- 27 J.C. Lejeune, Historical Explorations, p. 133
- 28 The experts on poverty involved in the foundation of the Society of Benevolence were J.C.W. Le Jeune (1775-1864) and C. Vollenhoven (1778-1849), both employed at the Ministry of the Interior. Van den Bosch was familiar with Le Jeune's study *Historical inquiries about the condition of the poor and the practice of begging* (1816) and he made frequent mention of it.<sup>36</sup> In 1817, Vollenhoven was administrator at the state department of Poverty and Welfare at the Ministry. In that same year he initiated the *Magazine for Poverty Administration*, in which he collected a variety of international articles about the care of the poor and imprisoned. Baptist pastor and agronomist Jan Kops (1765-1849) was an absolute expert on the

subject of agriculture. He was a member of the Supervisory Committee, and from 1800 to 1815 he was the first director of agriculture of the Netherlands. Previously, he had been secretary of the government study group that looked into the possibility of turning the dune region into productive farmland. His extensive knowledge laid the foundation for the approach to agricultural cultivation.

29 Van den Bosch, 1818, pp. 226-227.

30 Kloosterhuis (1981) reports p. 241 following amounts:  
converted loan 3.784.780 fl  
loan guaranteed by Prince Frederick 822.000 fl  
interest advanced by Prince Frederick up to 1 July 1858 116.520 fl  
current debts 5.250.041 fl

31 Man as a sociable being, destined for industriousness and morality; and his education to that end the greatest blessing one can offer him in the state of poverty, in *De Star* (1822, nr. 7): 493.

32 Which was not 'empty' in reality, but used as common land by local communities for their flocks.

33 Lejeune, *Historical Explorations*, p. 179.

34 J. Bentham, *Panopticon or the inspection-house*, London, 1791

35 From the beginning, Van den Bosch was concerned with a governmental problem, which originated in the workings of an economic system whose liberal principles he could not attack; he did not seek to reform capitalism so much as to protect the state from the political threat of the poor. Schrauwers: p. 311.

36 Lejeune, p. 111.

37 Dorgelo. 1964: p. 8

38 J. van den Bosch, *Discourse*. 1818, p. 174.

39 Copy of letter from JvdB to the King, undated, but prior to 1821. National Archives Belgium.

40 *Copy of report on study visit, T 306 32.*  
*National Archives Belgium*

41 Dorgelo, 1964: p.65

42 Dorgelo, 1964:44.  
J. van den Bosch, *de la Colonie*, Annex 2 .1820 p. 93.  
J. van den Bosch, *de la Colonie*, Annex 2 .1820 pp. 12 ff and 37.

43 Copy of a letter from JvdB to the King, undated, but in the Algemeen rijksarchief België before 1821.

44 Petersen, Marinus Albertus., *Gedetineerden onder dak: Geschiedenis van het Gevangeniswezen in Nederland vanaf 1795 af, gezien van zijn behuizing*, Gouda, 1978, p. 803.

45 Victor Besme was also an urbanist from Brussels working at the orders the king.

46 Mills, Herbert V. *Poverty and the State or work for the unemployed*. London. 1889.

47 de Villeneuve Bargemont, Alban. *Economie politique chrétienne, ou recherche sur la nature et les causes du paupérisme en France et en Europe et sur les moyens de le soulager et de le prévenir*. Bruxelles. 1837.p. 578

48 *A Handbook for Travellers on the Continent being a guide through Holland, Belgium, Prussia and Northern Germany ... containing ...*

- directions for Travellers; and hints for Tours, London. 1836. p. 65
- 49 Wimmer, C. Beschreibung einer Reise durch das Königreich der Niederlande welche auf Veranlassung des landwirthschaftlichen Vereins in Bayern gemacht worden von Samuel von Grouner, ehemaligen Oberberghauptmann. Verfasst von C.W.Wimmer, vormaligem königl. Bayer. Professor der Landwirthschaft. Erster Theil. Passau, 1826
- 50 An account of the poor-colonies and agricultural workhouses of the benevolent society of Holland by a member of the Highland Society of Scotland. Edinburgh. 1828
- 51 Lis, C & Soly, H, 1980: 141 "Our intention," one official said, "is to furnish the workhouses as much as possible as prisons"; and another, "our aim is to establish in them a discipline so strict and repulsive that it acts as a terror to the poor and prevents them from entering". This policy was meant to convince the needy to accept any job at any place for any pay.'
- 52 See Knorr, E.K. British Colonial Theories 1570-1850. Routledge Revivals 2018. Chap. IX.
- 53 Owen, R. A development of the principles and plans on which to establish Self-supporting Home Colonies. London, 1841.  
Arneil, B. Domestic Colonies, The Turn Inward to Colony, 2017, p. 50
- 54 Arneil, B. Domestic Colonies, The Turn Inward to Colony. 2017, p. 57-64
- 55 Arneil, B. Domestic Colonies, The Turn Inward to Colony. 2017, p. 64-65
- 56 Moore, Harold E., *Back to the land*, London, 1893.
- 57 Henderson, Charles Richmond. Outdoor Labor for Convicts. A report to the governor of Illinois. Chicago. 1907. P. 144
- 58 de Villeneuve Bargemont, Alban. Economie politique chrétienne, ou recherche sur la nature et les causes du paupérisme en France et en Europe et sur les moyens de le soulager et de le prévenir. Bruxelles. 1837. p. 596
- 59 De Beaumont, G. & de Tocqueville, A., Du système pénitentiaire aux Etats-Unis et de son application en France. Paris: 1831, p. 276-279.  
Arneil 2017: 41.
- 60 Fliedner, Theodor. Collectenreise nach Holland und England nebst einer ausführlichen Darstellung des Kirchen-, Schul-, Armen- und Gefängniswesens beider Länder, mit vergleichender Hinweisung auf Deutschland, vorzüglich Preussen. Zweiter Band. Essen. 1831.p. 163
- 61 Ducpétiaux, E. *Colonies agricoles, écoles rurales et écoles de réforme pour les indigents, les mendiants et les vagabonds. Rapport adressé à M. Tesch, ministre de la justice*. Brussels. 1851.
- 62 Arneil, B. 2017:225-229



### H3

- 1 Assisted emigration of the poor was called ‘shovelling out the paupers’ by Charles Bullen in Parliament, when he criticised these plans. See Knorr, E.K. *British Colonial Theories 1570-1850*. Routledge Revivals 2018. Chap. IX.
- 2 Higginbotham, Peter., *The Workhouse encyclopedia*, 2012
- 3 Such as St. Paul Covent Garden Workhouse, London, UK
- 4 Workhouses Caistor and Ongar in UK.
- 5 Workhouse Southwell Nottinghamshire 1824
- 6 Such as Workhouses in Andover, Basingstoke, Devizes, Hastings.
- 7 see Bath, Grantham, Warminster
- 8 see e.g. Dover, Faversham, Maidstone in Kent
- 9 e.g. Chorlton Union, 1864-1866.
- 10 De Beaumont, G. & de Tocqueville, A., *On the penitentiary System in the United States*, Philadelphia, 1833, p. 103-104 and 167-169.
- 11 Arnell, B., *Domestic Colonies*, Oxford, 2017, p. 4.
- 12 Moore, Harold E., *Back to the land*, London, 1893, p.16 -23.
- 13 World Heritage Nomination File De Beemster
- 14 The archaeology of slavery and plantation life, p. 15
- 15 Plantations, economies and environment, p. 1
- 16 Plantations, economies and environment p. 15.
- 17 The Archaeology of slavery and plantation life, p.51
- 18 See longlist in the Annexes. Amongst others these are on the longlist: - Oneida, USA, 1848-1881.- Shaker communities, USA, 1789-1992. Hutterites communities, USA, Canada, the Netherlands, 1860-now. - Rappits, Harmony-Society, USA. - Harmony (2) & Economy, 1804-1905.- Hernnhut communities, USA, Germany, Scandinavia, ..., 1722-now. - Amana, USA, 1854-1932. Aurora, USA, 1853-1883. Plymouth Colony (1620-1691)
- 19 Arnell, B., *Domestic Colonies*, Oxford, 2017, p. 5.
- 20 Hill, R., *Home colonies. Sketch of a plan for the gradual extinction of pauperism and for the diminution of crime*, London, 1832.  
De Beaumont, G. & De Toqueville, A., *On the penitentiary system of the United States and its application in France on penal colonies*, Philadelphia, 1833.  
De Lurieu, G. and Romand, H., *Etudes sur les colonies agricoles de mendiants, jeunes détenus, orphelins et enfants trouvés. Hollande-Suisse-Belgique-France*, Paris, 1851.  
Fletcher, J., *The Farm-school system of the continent and its applicability to the preventive and reformatory education of pauper and criminal children in England and Wales*, London, 1852.  
Mills, H.V., *Poverty and the State or Work for the Unemployed. An enquiry into the causes and extent of enforced idleness, together with the statement of a remedy practicable here and now*, London, 1889.  
Moore, Harold E., *Back to the land*, London, 1893.
- 21 Pierre, E. La Colonie de Mettray: exemplaire, mais unique. In *Eduquer et punir*. Rennes, 2005.
- 22 Demetz, F.-A., *Fondation d’une colonie agricole de jeunes détenus Mettray*. Paris. 1839, p. 10-17



*It is a Paradise in  
the middle of wilderness...*

*... I felt as if I had entered  
the gates of the promised land,  
when I entered the domain  
at Frederiksoord.”*

— HERBERT VINCENT MILLS,  
POVERTY AND THE STATE (1889) P. 147-148

Ommerschans, 15 July 1823:

*“These hours are certainly among  
the most painful I have ever experienced.  
I thank God, though, for the opportunity  
to view this establishment so closely  
and get to know it in so much detail.  
Oh! May our feeble attempts alleviate  
the fate of the destitute and tear away  
the blindfold from the eyes of those  
who judge on the basis of prejudice!*

— DIARIES OF JACOB VAN LENNEP (1823)





*“The poor colonies here described are  
not a creation; they are a development.  
They have not been elaborated  
out of speculation as to what they ought to be,  
but forged into their present organic form  
under the fire of criticism  
and the shocks of adversity.”*

— J.HOWARD GORE,  
COLUMBIAN UNIVERSITY, 1894











1. Maison du Directeur  
2. Ecole  
3. Filature & &  
4. }



**Flanders**  
State of the Art



Ministry of Education, Culture and  
Science



**Kempens  
Landschap**

*provincie* **Drenthe**

*Nota la plantation des arbres  
n'était pas finie lorsque cette vue  
a été prise.*