



ICOMOS Advisory Process

“Colonies of Benevolence” Belgium and The Netherlands

**Final Report
31 July 2019**



January – July 2019

Charenton-le-Pont

Background to the ICOMOS Advisory work

In 2017, the States Parties of Belgium and The Netherlands submitted a nomination for "Colonies of Benevolence". The ICOMOS recommendation was that the property be deferred. The World Heritage Committee, in its Decision 42 COM 8B.25, decided to refer back the examination of the nomination and encouraged the States Parties to consider seeking ICOMOS' advice:

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.*

The objectives of this ICOMOS Assistance process are the following:

- 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.

About the ICOMOS Advisory Process

The Advisory Process has been proposed by ICOMOS to facilitate collaboration with States Parties experts and representatives, particularly for nominations already submitted for evaluation.

In some cases, ICOMOS and States Parties are requested by the World Heritage Committee to cooperate in the revision of nominations which encountered issues during the evaluation process.

In these cases, the work of the ICOMOS World Heritage Panel as well as any World Heritage Committee Decision, if any have been rendered on the nomination, form the basis of the work in the Advisory process. This stage of shared work does not replace or in any way interfere with potential future formal evaluation activities, and is viewed as short-term assistance, allowing the State Party to take further steps in involvement with the future of their nomination.

ICOMOS has set up a rigorous process which ensures that the opinion rendered at the end of the consultation is *institutional* advice from ICOMOS. The ICOMOS final report is peer-reviewed by ICOMOS Officers and experts before it is sent to the State Party; the report is then, where required, communicated to the ICOMOS World Heritage Panel meeting if necessary, for assessment of the revised or new nomination.

Working method

The Advisory Process for the “Colonies of Benevolence”, as follow up to World Heritage Committee Decision 42 COM 8B.25, has included both desk and on-site work:

- One working meeting between the States Parties representatives, the ICOMOS International Evaluation Unit and the ICOMOS Advisor (September 2018);
- The minutes of the meeting held in September 2018, prepared by the States Parties and agreed by the ICOMOS Evaluation Unit;
- The preparation of technical and working documents by the States Parties, which have been released progressively in several phases, and skype meetings:
 - March 2019
 - April-May 2019
- The elaboration of desk reviews based on the content of the documents provided by the States Parties in March 2019;
- An ICOMOS Advisory Mission, held from 14 to 17 May 2019.

The findings of the desk reviews as well as of the ICOMOS Advisory Mission have been incorporated into the present report. The points discussed in the technical meetings are summarized in the relevant sections of this report and the minutes of these meetings are provided as annexes to this report (see annex 2).

The ICOMOS Advisory Mission

The States Parties invited a two-member ICOMOS Advisory Mission, as part of this Advisory Process, to explore for each of the seven Colonies what remains today in relation to what was built and modified in the 19th century, as well what was further modified in the 20th century, and whether their 19th century layout can still be understood and appreciated today. ICOMOS designated two experts: Mr. David Jacques (UK) and Mr. Albert Schrauwens (Canada).

The ICOMOS Advisory Mission was undertaken from 14th to 17th May 2019.

The Terms of Reference and Itinerary of the ICOMOS Advisory Mission were drafted collaboratively by

ICOMOS and the States Parties (see annex 3).

The documents prepared in advance by the Belgian and Dutch Team to assist the Advisory Process proved to be very helpful for the work of the ICOMOS Advisory Mission experts and for the whole Advisory Process.

The mission allowed the experts to discuss concepts with the professional team working on the nomination and with relevant authorities, and to visit most of the components of the proposed serial nomination. The findings of the mission are summarized in the present report.

Because the ICOMOS Advisory Mission is intended to form only one component of this Advisory Process, the work by the mission experts has been peer reviewed within ICOMOS, and has been incorporated into this Report which also includes the perspectives of the desk reviewers, the contribution of ICOMOS officials, the ICOMOS Advisor and of the ICOMOS Evaluation Unit, and proposes a series of recommendations for the work to be done in advance of the submission of a revised nomination dossier.

Structure of the Report

This report is organised according to the following points, which are briefly discussed in turn below.

1. The Concept of the Colonies of Benevolence
 - a. The social significance of the Colonies project
 - b. The aims of the Colonies project
 - c. The landscape of the Colonies
 - d. Comparators re-layout and building design
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2. How a revised Nomination might reflect the ideals of the Colonies and the specificities of their landscape approach
 - a. Description
 - b. Justification of Outstanding Universal Value
 - c. Conditions of integrity and authenticity
 - d. Comparative analysis
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 - f. Delineation of the boundaries
 - g. Legal protection and management requirements
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 - a. Annex 1: List of Exchanged Documents and Meetings;
 - b. Annex 2: Minutes of the meeting between the States Parties representatives and ICOMOS (September 2018);
 - c. Annex 3: ICOMOS Note;
 - d. Annex 4: Minutes of the meeting between the States Parties representatives and ICOMOS (February 2019);
 - e. Annex 5: ICOMOS Note Bis;
 - f. Annex 6: Terms of Reference of the Advisory Mission (May 2019);
 - g. Annex 7: Advisory Mission Program (May 2019);
 - h. Annex 8: List of figures
 - i. Annex 9: Working documentation submitted by the States Parties during the whole process (selection)

1. The Concept of the Colonies of Benevolence

a. The social significance of the Colonies project

The concept of the Colonies of Benevolence, an enlightenment experiment in social reform, demonstrates an innovative, highly influential model of pauper relief and of settler colonialism. The Colonies of Benevolence created an idealized Dutch landscape out of isolated peat and heath wastelands through the domestic colonization of paupers. In the process colonists would become morally reformed ideal citizens adding to the nation's wealth and integrating marginal territories in emergent nation states. Over a seven year-period, almost 46 square kilometres of wastelands were reclaimed. As a unique form of settler colonialism it differs from the dominant English model of 'shovelling out the paupers' deployed in Canada, Australia and New Zealand through its focus on domestic territory considered unfit for settlement. This was a continuous process of transforming its poorest landscapes and citizens through a utopian process of social engineering over a century-long period.

To implement this experiment a panoptic disciplinary system for pauper settlers was developed that resulted in a basic transformation of penal systems that spread throughout Europe (now considered so normal as to be innocuous). The innovative disciplinary system they adopted rehabilitated and morally transformed 'degenerate' paupers into ideal productive citizens. This 'panoptic' disciplinary system is manifested in the organization of the landscape that settlers were forced 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 for non-colonists.

This Dutch model of 'domestic colonies' soon spread to most other European nations, but particularly France and Germany, where it was adapted for use with other marginalized populations such as juvenile delinquents, psychiatric patients and the disabled. The larger social significance of the Colonies of Benevolence thus lies in its continuing impact on almost all forms of custodial care practiced in Europe.

b. The aims of the Colonies project

The nomination document (Section 3.1C) states:

The Colonies of Benevolence are cultural landscapes consisting of cultivated rough ground and developed into agricultural colonies with a view to eradicating poverty through labour, training and disciplining. Until today, that basic principle and objective 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.

The Society of Benevolence was created in 1818 to implement a national strategy of pauper relief in the wake of the Napoleonic Wars. The Society was a private initiative of the Crown, structured like the United East Indies Company; almost all of its international imitators were also private ventures. The Society sought to create work for unemployed paupers and did not offer charity. The domestic colony was to be the mechanism. The colonies were meant to be self-supporting, and hence reduce the costs of pauper relief to the state. As 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 punishments were introduced, the colonies were not punitive penal institutions. Their aim remained to provide a national solution to rampant poverty; to reduce the costs of pauper relief to the

state; to transform paupers into ideal citizens contributing to the nation's wealth; and to transform isolated wastelands into an idealized Dutch landscape through the introduction of superior forms of cultivation.

Providing work for the poor and training for orphans was the principal strategy but 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 its agriculture. Following this idea, Governments, especially ones impoverished at the time like The Netherlands, sought to increase its area of agricultural land either by colonies abroad or by bringing unused land at home into cultivation. The Society of Benevolence thus 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 judged suitable for this labour*', thus 'killing two birds with one stone'. The Colonies project was essentially agricultural at its inception, 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 East Indies colony.

The colonies have been presented as either 'free; or 'unfree' due to 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 The State) and the method by which they were funded which defined their inmates as either 'deserving' or 'undeserving' poor (and hence requiring less or more supervision).

c. The landscape of the Colonies

The ideals of the Colonies' project needed to be realised in physical form. This section interprets that process of turning aims into organisation.

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, given guidance, training and incentive, may have been true for some, but in practice there was considerable variety amongst the colonists (sponsored family, unemployed unsponsored families, orphans, criminalized vagrants), bringing a wider set of problems such as alcoholism, physical disability, mental depression, psychiatric conditions and irredeemable stubbornness. Supervision thus had to cover these eventualities.

The disciplinary order and economic health of the colonies would be enforced by:

- Individual colonists, with the prospect of becoming independent small holders, housed in family farms with training/ assistance/ supervision on their land, as the original idea;
- After a contract with the state to take them on, less willing colonists (including orphans, beggars and vagrants) requiring close supervision to be accommodated in large central residential institutions;
- Central administrative and processing facilities;
- Supervised collective farming (though with the opportunity of individuals in family farms to graduate to independent smallholding);
- Variations of the type of settlement, over the 2 phases of colonization, to reflect the degree of supervision/discipline required for the intended target population.

Four types of settlement developed to satisfy these requirements within two main phases of development:

Phase1:

Landscape Type 1:

Colony family farms each with some land were to be allocated to Society-sponsored families. All land was to be farmed collectively under supervision until a family demonstrated its moral fibre and ability to be self-sufficient. Supervisor's houses were interspersed among colonists' houses. A director's house and some communal buildings were also required.

Landscape Type 2:

Central residential institutions were soon afterwards required for the State-sponsored colonists. Newer colonists were to be housed in same-sex dormitories under close supervision. However there also had to be provision for families showing good behaviour to regroup in family accommodation. Colonists were to work collectively on large farms.

Phase 2:

Landscape Type 3:

In the second, late 19th-century, phase family farms could remain as accommodation for more reliable colonists, but about half the land was amalgamated and farmed collectively. This was, in fact, the practical arrangement used in the first phase, as few colonists had the skills to farm independently. Colonist labour would be supervised, serving these new and larger farms that would give efficiency with a variety of possibilities for work. New centrally controlled industries were added.

Landscape Type 4:

In the second phase the central residential institutions would be adapted (or renewed) for close supervision, mostly of male vagrants. Inmates were, as before, to provide supervised labour for the surrounding collective farms.

Phase 3:

A third, 20th century phase emerged from Phase 2 as the institutions were converted into secure prisons.

d. Comparators re-layout and building design

The States Parties have exhaustively researched possibly comparable projects with similar social aims. The Colonies of Benevolence were specifically 'domestic' colonies, but an obvious though unexplored contemporary comparator were other forms of settler colonialism. Their creator, Johannes van den Bosch, claimed that his inspiration for their organization derived from his plantation, 'Sudimara', in Java. A second comparator was the British system of 'assisted emigration' introduced after 1825 that 'shovelled out the paupers' to their settler colonies of Canada, Australia and New Zealand. This short-lived experiment ended soon-after as the paupers, as in the Netherlands, lacked the skills for pioneer agriculture; the British provided no larger custodial setting as had the Colonies of Benevolence although local reception communities called for them citing the Dutch example.

Johannes van den Bosch was a military engineer whose service was cut short by the Napoleonic administration of Java. He then began a plantation in the wastelands around present day Jakarta marked by the construction of a central drainage canal and the use of fertilizer; his education as engineer made him well suited to introduce these techniques. He cited this plantation experiment as the model for his 'Domestic Colonies'. These techniques, and the overall goal of wasteland reclamation had a long history in the Netherlands. Several large polders such as Beemster lake in the peatlands of North Holland were reclaimed in the seventeenth and eighteenth century. The layout of the land in large rectangular parcels separated by drainage ditches, and the type of farmhouses built (stelpboerderijen), have clear similarities with the Colonies of Benevolence that distinguish them from the surrounding landscape. The influence of colonial plantations and prior domestic colonization are thus present.

There were many other comparators in physical terms. As a generality, wherever new settlements were to be established, their layouts were given careful thought. 'Plantations' were seen from the early seventeenth century at the latest, in Ireland, the West Indies, north America, Brazil, Indonesia and other parts of the world.

In the case of the London Livery Companies that 'settled' parts of Ulster (Northern Ireland) the intention was to tame both the land and its people in order to exploit its potential (Fig. 1).

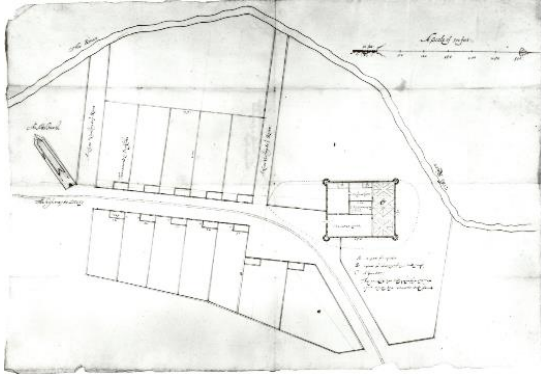


Figure 1: Macosquin, Northern Ireland, 1610s



Figure 2: Plymouth Plantation, Massachusetts, 1627

For Puritan settlers in New England, their reason for relocating out of their home country was the desire to live freely as their consciences dictated (Fig. 2). Further south, in Virginia and the West Indies, the profit motive led to plantations of sugar, tobacco and other exotic produce to be sold back in Europe (Fig. 3). Thomas Jefferson was just one famous example of a slave owner on such a plantation at Monticello in Virginia.

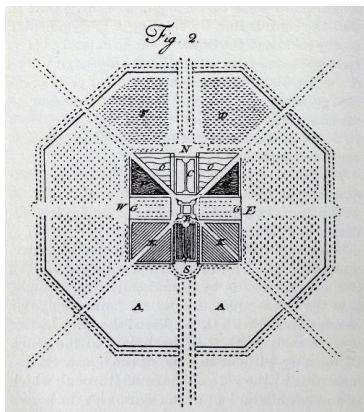


Figure 4: John Reid's idealised estate, 1683



Figure 3: Mulberry Plantation, South Carolina, 1714

In the majority of cases, the layout was rationally considered in relation to the aims of the new settlement. In Ulster, knowing that the local population might be hostile, defensible settlements were required, giving compact arrangements within stockades. The same was true for the Plymouth Plantation. However, when security was not the issue, but supervision of the workings of the estate was, as in the case of John Reid's idealised estate plan of 1683, the orchards, nurseries, and thickets were to radiate from the house and would be seen from the house roof, whilst the gardens and kitchen gardens were to be even closer in view (Fig. 4).

In a variety of real and imaginary plantations in North America the settlement's family farms were packed around a central area containing communal buildings and dwellings for the free (Fig. 5), but if forced labour was to be kept then this central area might be fortified and the labour force would be placed at a small distance, near enough to be called to work (Fig. 6). Because of the close supervision by slave drivers, surveillance from the central area was not an important factor.

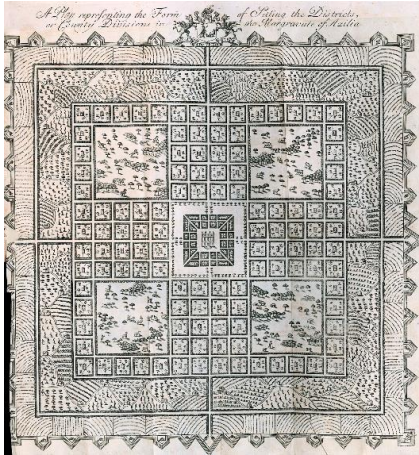


Figure 6: Sir Robert Montgomery, plan for 'Azilia', 1717

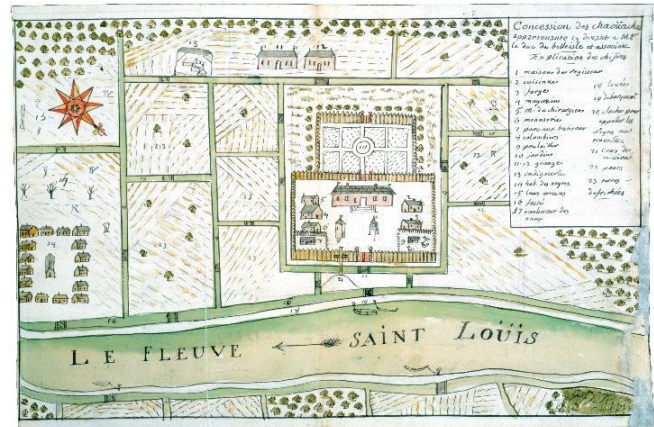


Figure 5: Chaouachas Concession, Louisiana, 1747

This experience in plantation layout was accompanied by another in devising standard houses and family farms. This can be seen in the egalitarian Plymouth Plantation, as well on English estates when villagers were displaced to make way for landscape parks (Fig. 7). In that country landowners were concerned for the picturesque qualities of their estates, so the design of the houses of the staff and tenants became of increasing interest.



Figure 7: Milton Abbas, Dorset, 1770s

John Plaw (1745-1820) was an architect, born in London but who emigrated in 1807 to Prince Edward Island in Canada. His publications included *Rural Architecture* (1796), which gave designs for larger farmhouses, and *The Ferme Ornee* (1823) which showed family farms and agricultural buildings for rural estates (Fig. 8). His near contemporary, James Malton (1761-1803) produced *An Essay on British Family farm Architecture* (1798) with designs based on the local vernacular (Fig. 9). His engravings were inspired by picturesque theory and showed irregular and unkempt family farms.

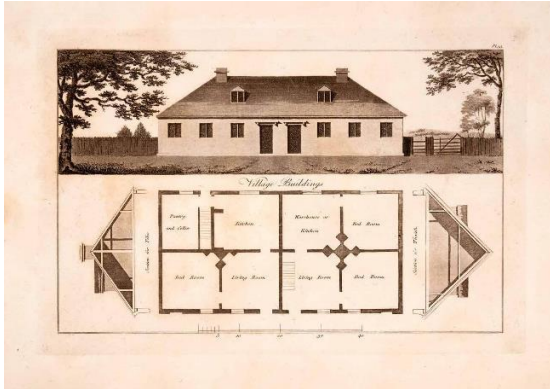


Figure 8: James Malton, farm architecture, 1798



Figure 9: John Plaw, Ferme Ornée village buildings, 1823

Central residential institutions had a long and proud history in The Netherlands as almshouses. A hofje is a courtyard with almshouses around it, providing housing for elderly people, mostly poorer women. They were charitable institutions offering indoor relief that arose in post-monastic times, though modelled on the older monastic cloisters, and were generally funded by a wealthy philanthropist. The Hofje van Staats in Haarlem, for example, was built in 1730-3 (Fig. 10). There are other examples in Haarlem, and in Amsterdam, Alkmar, The Hague, Groningen and Leiden, and they continued to be built into the twentieth century.



Figure 10: Hofje van stat, Haarlem, 1730s

e. Landscape types

In the case of the Colonies of Benevolence, those responsible for the layout and design were as rational as in the examples above.

The family farms were evidently considered carefully enough for a standard version to be selected and rolled out across all 'free' colonies (Fig. 11), amounting to many hundreds in total. They are shown on the engravings of the 1820s, with their barns at the rear of the living quarters, and forming a repetitive pattern along tree-lined laans (lanes) (Fig. 12). The person responsible for the standard family farm appears to have had in mind the vernacular small family farmhouse of Friesland and Drenthe known as a stelpboerderij (Fig. 13). These were based on the North Holland stolpboerderij (bell jar farms) that

were adopted in the polder reclamation areas of North Holland in the 17th century because they used a small amount of wood to create a large inner space. The Colonies adopted the view that such examples were adequate and practical, so that all that was needed was a rationalisation of such well-established building types. Its houses were constructed for families of 6 to 8, including children, the number considered necessary to work the standard farm in a sustainable way.

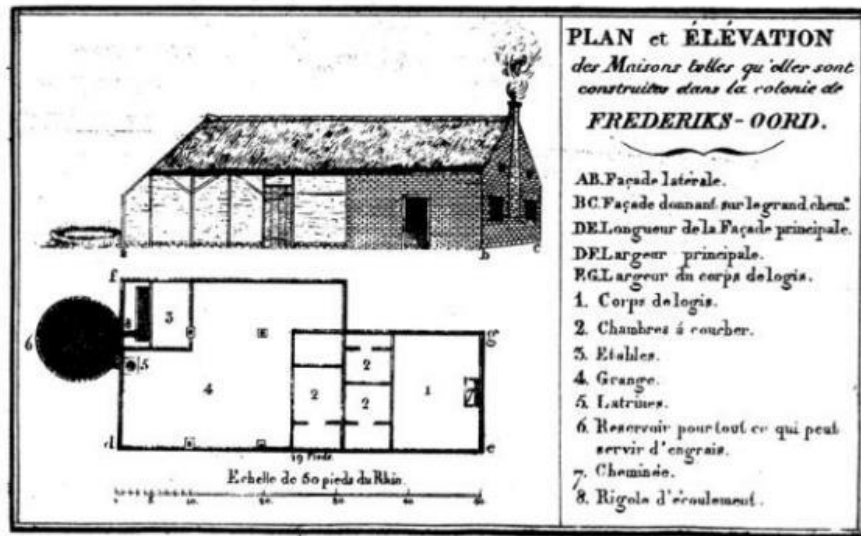


Figure 11: the standard Colony family farm

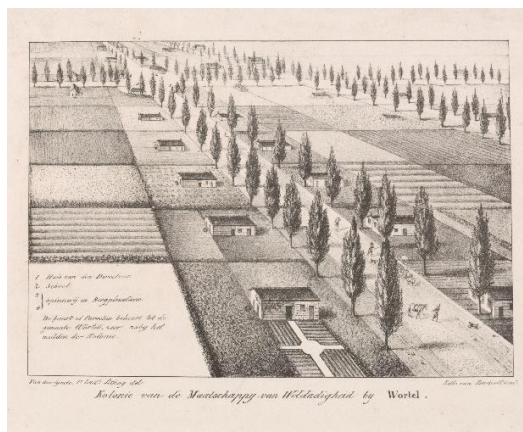


Figure 13: Promotional image of Wortel, 1820sc



Figure 12: typical thatched farmhouse in Drenthen

This created later difficulties as few colony families were so sized, making the addition of stranger vagrants to the family necessary to make it economically viable. This was one reason why the later collective dormitories were introduced.

The layout of the land around the family farms had to be thought through carefully, with meticulous estimates made of labour needs, crop rotations and potential yields. The intention of providing a plot of land sufficient for the colonist and his family to self-subsist and provide a surplus, should he be 'freed' from supervision, implied a plot of a few hectares. In the first colony, Frederiksoord, a trial layout south of Huis Westerbeeek led to the conclusion that a suitable extent would be around 2.4 to 2.6 Ha., a quarter of which would be a vegetable garden along the lane and therefore at the family farm. The spacing between family farms along the lanes measures just over 100 metres. That gave a theoretical depth of the plot of approximately 250 metres, though in some cases the property boundaries determined otherwise. Provision of drainage ditches was generally desirable, along the lanes, between plots, and

along their rear as the main drain. The straightness of the lanes aided efficient movement and good sightlines. The trees along them were a longstanding tradition in The Netherlands, providing shade, beauty and eventually timber, and would have had the effect of cutting down the wind whistling across the open agricultural land.

For the central institutions the designers needed look no further than the *hofjes* for inspiration on outward form. As for internal arrangement, Van den Bosch had called for military discipline to be applied to the colonists and the introduction of dormitories points to the new style of military barracks being introduced by Prince Frederik, the royal patron of the Colonies, at the army base in Leeuwarden the same year. Some modifications were desirable to permit panoptic supervision of the dormitories, and to incorporate less supervised apartments for families, though the resulting exterior appearance was that of the *hofjes*. The addition of the moats, though, was clearly unrelated to that form of building. They were hardly a deterrent to the determined escapee, but were perhaps a device to deter the average inmate from wandering off, and they may have had practical drainage functions as well.



Figure 14: central residential institution at Veenhuizen 2

The land around the central institutions was collectively worked by one or more associated farms, each with a much larger area of land. In Ommerschans these measure 40 Ha, the equivalent of sixteen times the size of the standard plot in Frederiksoord. The lanes would be twice the distance apart, and would have trees as before. In Veenhuizen most farm areas were 24 Ha, ten times the standard plot.

These were the parameters for the first phase of the colonies. The second phase later in the century had different target populations as the number of Society sponsored colonists dwindled. The idea that individual colonists would convert to being 'free' smallholders was increasingly marginalized, and collective farms under the supervision of 'successful' colonists were imposed throughout.

The types of settlement (see *Aims into organisation* above) thus developed into four landscape types as follows:

1. Tree-lined lanes with standard colony family farms on plots of between 2.4 and 2.6 Ha., allocated to Society-sponsored families, and interspersed with standard supervisor's houses and plots. Director's houses and communal buildings like schools, churches and indoor workplaces

were situated centrally. Where space permitted lanes would be repeated, making an orthogonal grid. (Frederiksoord, Wilhelminaoord, Willemsoord, Wortel);

2. Central institutions with dormitories in the form of large moated courtyards for State-sponsored colonists. Colonists worked on the large surrounding collective farms, each in the order of 10 to 16 times the standard plot and set out within an orthogonal grid of lanes. (Ommerschans, Veenhuizen, Merksplas);

3. Hybrid second phase large collective farms and farm building complexes incorporating the earlier individual plots and family farms of type 1 but using colonist labour collectively in order to improve efficiency. This formalized the actual practice of working phase 1 farms. Some smallholding continues but is not self-sustaining, necessitating work on the collective farms. (Frederiksoord, Wilhelminaoord, Willemsoord);

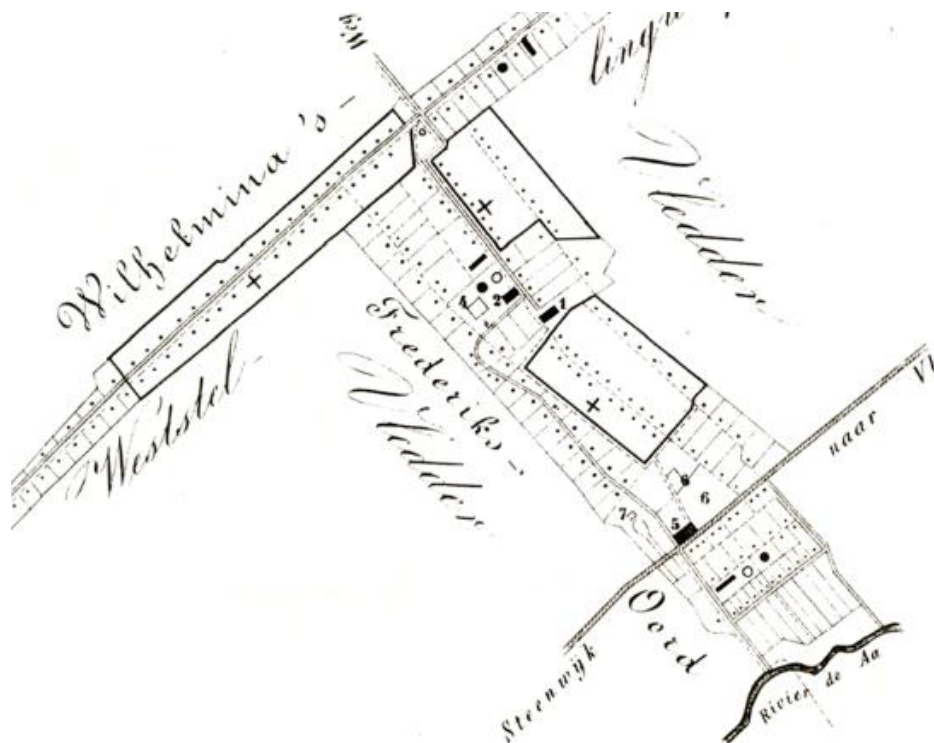


Figure 15: Map of Phase 1 farmsteads in Frederiksoord and Wilhelminaoord with outline of Phase 2 large farms (marked by crosses) superimposed

4. Second phase institutions, mostly new-build, with dormitories replaced by individual male only cells for vagrants who provided labour for the surrounding collective farms. (Veenhuizen, Merksplas, Wortel).

The standardization and regimentation of the farms made the early landscape types stand out as a landscape distinct from the communal 'markes' (a feudal remnant) in the area. Furthermore, the Colonies were set amongst wastelands of peat bog and sandy soiled plateau. It may be remarked that the first two landscape types appear to have been unique to the Colonies not just in the Netherlands but world-wide.

2. How a revised Nomination might reflect the ideals of the Colonies and the specificities of their landscape approach?

The supplementary information provided by the States Parties during the course of the Advisory process has greatly added to an understanding of the social, economic and cultural context within which the Colonies of Benevolence were founded, and the particular way in which the institutions developed their agricultural landscapes as a new approach to poverty alleviation.

It has become clear that the ideals and ideas that the Colonies reflected at a particular time in history are of considerable importance, as are the specific and innovative agricultural solutions offered by the Colonies to redeem people from urban poverty, which can now be seen as clearly distinct in form and content from schemes in other countries. As stated above, the first two landscape types developed for the Colonies appear to have been unique to the Colonies, not just in the Netherlands but world-wide.

A revised nomination would need to focus on the two key landscape types that give the Colonies their distinctiveness, but would include later development, as defined in landscape types three and four, where this overlay reinforced rather than replaced these earlier patterns and maintained their agricultural functions.

In the original nomination dossier, focus was placed on the longevity and evolution of the Colonies and the way they had continued to function until the mid-20th century as places connected to social reform. This aspect cannot now be seen as of being of prime importance, as the changes made during that long period of operation mean that the Colonies by and large lost their distinctiveness as farming colonies and became more similar to other types of penal institutions in other countries.

Thus, a distinction needs to be made between changes to the Colonies in the 19th century, which maintained and built upon the original ideas of farming colonies, and later changes that allowed the main buildings of the Colonies to function as institutions separated from their surrounding landscapes.

Moreover, in the original nomination dossier more attention was paid to individual aspects within each of the colonies, mainly descriptions of the buildings, than to the form of their overall cultural landscape, for which very little detailed information was provided. Through the advisory process, detailed plans were submitted for all seven colonies to allow an understanding of their original overall layouts, including houses, institutional buildings, avenues and farmland, how they had changed over time, and what now survives of their original schemes. Further detailed information has also been provided on the evolution of the buildings.

The primary function of the Advisory Mission was to visit all the Colonies and undertaken an approval of what survives of the original layout of all the Colonies that could reflect the innovative ideas that underpinned their creation. This proved to be a challenging task given the scale and scope of the Colonies' landscapes which include 9 institutional courtyards, 70 collective farms or the sites thereof, 575 family farms or the sites thereof, scores of communal buildings, hundreds of staff houses, hundreds of kilometres of tree-lined lanes, and over 4,250 hectares of land.

The States Parties did their best to show the seven Colonies to the mission in the four days allocated, and naturally concentrated upon the highlights. However, it became clear during desk studies after the mission that the field visits had left some places unseen. Nonetheless sufficient had been visited to allow a clear understanding of the main parameters of the surviving Colonies.

The following text provides recommendations on what components might be considered in a revised nomination dossier.

a. Description

From the above analysis on landscape settlements, it appears that Colonies chosen for inclusion in the revised series would be expected to reflect the following:

Colony Landscape Type 1

One would expect to see the following physical elements:

- Standard colony family farms
- Attached plots of approximately 2.5 Ha.
- Drainage on all four sides
- Distributed every 100 -120 metres along a lane
- The lane planted with trees
- Space permitting, two or more lanes in parallel, or forming a grid
- Director's house, church, rectory, cemetery, school, shop, or sharing these with nearby colonies
- (after 1859) collective farm buildings.

The elements of a Colony landscape Type 2 would be:

- Central institution with internal courtyard
- Moat
- Surrounding farmland divided into large farms in an orthogonal grid
- Farm buildings for each farm
- Lanes separating farms
- The lanes planted with trees
- In peatbog areas, drainage canals
- Church, rectory, cemetery
- Associated functional buildings such as granaries, indoor workplaces for those unsuited to outdoor work

Most Type 3 and 4 Colony landscapes (which are improved type 1 and 2 landscape) also have significant quantities of new or rebuilt institutions, improved houses for the Directors and supervisory staff, farm buildings, health facilities and places of indoor work inserted into the earlier landscape.

Colonies would also need to reflect location and setting in relatively remote rural areas.

b. Justification of Outstanding Universal Value

The potential Outstanding Universal Value of a revised series would need focus on demonstrating how what survives reflects the ideals of the founders, and the particular characteristics of farming Colonies created anew in rural landscapes. From the results of the mission and Desk Studies, ICOMOS considers that this means consideration being given to nominating only those colonies, or parts of colonies, which still retain the key elements of their plans and buildings that reflect their unique landscape approach that developed during the first phase of development as landscape types one and two. As most of the Colonies were developed in further phases, landscape that reflects types three and four can be included where this reinforces rather than replaces the earlier patterns and still keeps the agricultural landscapes as part of the overall system.

In terms of the potential of a revised nomination dossier to justify the criteria, it is now clear that the Colonies stand out as institutions for poverty alleviation in two ways: first for their unique form of their early landscape planning, and secondly for the influence they had on almost all forms of custodial care

practiced in Europe. Consideration should be given to exploring how these aspects might satisfy criteria (ii) and (iv).

c. Conditions of integrity and authenticity

ICOMOS notes that the authenticity of the present buildings and landscape is not nearly as great an issue as the integrity of the cultural landscapes.

The decline in the mid-19th century, the massive investment late in that century (Phase 2), and the second decline in the mid-20th century have all caused change and erosion of the earlier (Phase 1) cultural landscapes. Perhaps that is not unexpected, bearing in mind the changing purposes of the Colonies and the onward march of time causing decay, technological change and development pressures.

The degree of integrity thus becomes an important issue. The Operational Guidelines (para 88) do not demand that the property should be perfectly preserved, but advise evaluation of whether the property:

- a) *includes all elements necessary to express its Outstanding Universal Value;*
- b) *is of adequate size to ensure the complete representation of the features and processes which convey the property's significance;*
- c) *suffers from adverse effects of development and/or neglect.*

They also advise that: *the physical fabric of the property and/or its significant features should be in good condition, and the impact of deterioration processes controlled. A significant proportion of the elements necessary to convey the totality of the value conveyed by the property should be included.*

This section analyses the changes since Phase 1 in order to assess the extent to which the seven Colonies, and the Colonies as a whole, meet these conditions. First, the forces driving change are described. Then the changes over time in each individual Colony are noted, and each is assessed for the integrity of its elements. Overall assessments for each area, relative to the other areas, are given – viz. high, medium, or low. A few paragraphs looking at the Colonies as a whole proposes which Colonies appear to meet the tests. Finally, there are some remarks on the States Parties' *statements of integrity and authenticity*.

Forces driving change

The land acquired by the Society of Benevolence for all colonies (apart from the artillery fort at Ommerschans) was waste land 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, for it was open land for good reasons. Nobody had deemed it suitable for enclosing as fields because it was either peat bog, saturated wet land or soil so sandy that crop yields would be minimal. Nonetheless, the Society appears to have placed excessive optimism in modern agricultural techniques, and went ahead with attempting reclamation employing 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 prices for grain, lower-than-expected membership of the Society, and the lower-than-expected productivity of the colonists, led to financial problems. The Belgian colonies' financial problems began after the long Belgian war of independence (Wortel lies on the border, which was subject to constant incursions for 9 years) and led to bankruptcy in 1842. Over the next quarter century they were virtually abandoned, trees were felled, and family farms at Wortel were a free

source of building materials for the local population (see Table below). The two unfree colonies in the Netherlands were taken over by the State in 1859. This allowed the Society to concentrate upon the agricultural performance of the free Colonies, which was indeed enhanced, though through the permanent collectivisation of the land. This recognised the reality on the ground, but of course also meant the partial abandonment of the Society's earlier hopes for freeing smallholders (Fig. 14).

Table of family farmhouses built and surviving. Based on information from the States Parties.

Colony	Family farmhouses built 1820s	Family farmhouses surviving 2019	Date of major losses
Frederiksoord	92	45	Mid 20 th century
Wilhelminaoord	94	53	
Boschoord	36	8	
Oostvierdeparten	38	11	
Westvierdeparten	40	18	
Willemsoord	150	34	Mid-19 th century
Wortel	125	0	
All	575	169	

However, in both countries in the late 19th century, the State had determined that more accommodation was required for those transgressing the laws on vagrancy. 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 for developing the 'State Agricultural Colonies of Benevolence'. In The Netherlands orphans were no longer sent to Ommerschans or Veenhuizen as from 1869, so the principal occupants thereafter was a swelling population of beggars and vagrants, including families.

Accordingly, both States made major investments, here referred to as Phase 2, in the pre-existing unfree colonies of Ommerschans, Veenhuizen and Merksplas, and also converted Wortel to this new purpose. This brought extensive demolitions and large institutional new build. In Belgium the development of secure institutions starting in 1882 was masterminded by the architect/ urban planner, Victor Besme. Merksplas specialised in professional beggars, drunks and pimps, and its new buildings allowed its population to rise from 800 in 1879 to 5,291 in 1911. Wortel had around 500 people who were convicted of begging. In the Netherlands the Ministry of Justice made major additions from 1884 for two decades. The Ministry of Justice's architect was W. C. Metzelaar. He was responsible for two purpose-made 'work' institutions added to Veenhuizen. His son, S. C. Metzelaar, built a new institution at Ommerschans, and added numerous staff houses, guard barracks, a hospital, a Roman Catholic church, and new farms and industrial buildings. By 1900 all these new buildings had added a new layer to the Colony landscapes.

A tree survey carried out in Fredericksoord and the Belgian Colonies in 2016 indicated that Phase 2 was when most of the mature trees in the Colonies were planted. In these places, there are some early 19th-century trees in cemeteries and the houses of senior staff, but all those along lanes appear to have been planted sometime 1870 to 1920. Details are given below.

Whilst the institutions became ever more penal, and social security measures commenced, the Society's relevance, membership and income from donations was dwindling. Income reached a low point in the 1920s, and the Society virtually ceased its benevolent activities. It survived through its forestry and farm rents. No longer able to support its colonists, many family farmhouses were abandoned or demolished mid-century. In 1923, being in financial straights, it auctioned off the whole of Willemsoord. In the decades following there were massive losses amongst the remaining family farmhouses, presumably

regarded as too uneconomic to retain. The number of original family farmhouses in all seven Colonies to survive past this period was 169, only 30% (see Table above).

In the late twentieth century the trend was to stop the practice of forced labour in the fields, which led the Governments to look into selling the land. In the Netherlands a first wave of sales took place around 1890 at Ommerschans, and 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 the Kempens Landschap Foundation.

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.

Change and integrity by Colony

Each colony is investigated below in terms of how well they reflect the original purpose and ideas behind their foundation. In each case a summary of changes over time is followed by an assessment of integrity.

1. Fredericksoord 1818-1820

Westerbeek, a small country estate with a lodge, grounds and a sterreboos (star plantation), was purchased by Johannes van den Bosch and became his base for the first colony which he called Frederiksoord. A road (today's Major van Swietenlaan, the N855) crossed the estate on an east-west line and a hotel was located alongside. He set out this estate's land with lanes and plots, with nearly 80 family farms along several parallel lanes. Some beech and oaks survive from sometime 1825-1859. There were two 'central facilities' and a workshop.

In Phase 2 the decision was made around 1860 to collectivise the farming of the land around two large farms. Huis Westerbeek remained the administrative centre for the Society, and places of training for all Colonies were mostly located here too: the horticulture school was founded in 1884 and its forestry school in 1887. Only about 8 family farms had disappeared during the creation of the collective farms, but thereafter many more of the family farms were removed in the mid-20th century. It looks as if an area to the south-west, opposite Huis Westerbeek, was sold off some time ago, as this became a strip of suburban development continuing the settlement of Nijensleek just to the west along the N855 and southwards down Burgemeester Wijnoldyweg.

The horticulture school expanded its area in the 1980s with ambitions for a horticultural college and permanent garden show, creating student's accommodation. Further east, show gardens, events area and a visitor centre (which it is again once more) were formed, accompanied by a new roundabout and car park, in the southern part of the colony.

A petrol filling station has been built on the central lane, Koningin Wilhelminalaan. In this century there has been a project to replace about 60 missing family farms with sustainable modern versions, on their historical locations (Fig. 15). This has included all former family farms on Molenlaan to the south, for example.



Figure 14: new sustainable house in Fredericksoord

Integrity. This colony retains about half of its original family farms, and a large number of recent replacements. The latter are, of course, not authentic, but are a device to reimpose the earlier landscape pattern. The layout of parallel lanes is virtually intact north of Major van Swietenlaand, and many of their trees appear to be early. The early plots became ill-defined after collectivisation in 1859, but the large farms of that date remain in slightly altered state. Frederiksoord retains, with Wilhelminaoord, the hotel, director's house, church, rectory, cemetery, school, workshop and other central facilities. There has been subsequent development, not just in Phase 2, but recently. The issue of the petrol filling station may resolve itself with the coming of electric cars, but the buildings and extensive land use changes at the horticulture school, and the suburban development, have overwritten the landscape pattern south of the houses on the N855. These are collectively detrimental to the spirit and feeling of the Colony, and there are only a few fragments to remind one of the early Colony landscape in this area, for example the Graaf van Limburg Stirumlaan, shaded by its mature trees, and one of the large farms from the 1860s.

Rating:

- South of houses on the N855 – low
- These houses and northwards – medium/high

II. Wilhelminaoord 1821-1823

This area continued the pattern in Frederiksoord, though with slightly larger plots and consequently slightly greater distances (120 metres) between family farms. About 62 standard family farms and supervisors' family farms were provided along three lanes planted with trees. It was here that a cemetery was consecrated by 1819. An 'apostle' beech (i.e. several saplings in one hole) was planted, and a weeping beech also remains. A school and schoolmaster's house were built in 1823 and the church in 1851. As in Frederiksoord, some small plots were collectivised after 1860 and a large farm was built around 1865. It was burned down in about 1910, but rebuilt with anonymous funding later known to be from Princess Marianne. Rustoord, built in 1893 and reminiscent of a *hofje*, is claimed to be the first old people's home in The Netherlands.

A lane several kilometres long between Willemsoord and Boschoord, called the Vierdeparten ('Quarter Parts', referring to an old land division), was set out as one long strip of family farms with plots. By 1825 it had over 70 family farms. To the east was Boschoord, in woods as the name implies. It proved almost impossible to cultivate the poor soil, and it was attached to Wilhelminaoord in 1825 and became a forestry area with its own distinct character.

Integrity. The pattern of the lanes is intact, with many older trees. Despite all of the family farms on the eastern parallel lane, Hooiweg, disappearing in the middle of the last century, about 56% of the family farm buildings remains, slightly more than is the case in Frederiksoord. Like there, though, the divisions between the plots became indistinct after collectivisation. The loss of the associated large farm to fire was to some extent retrieved by the immediate rebuild in the same location. Taken together with Frederiksoord, there is the complete complement of the anticipated support buildings. There are modern additions and changes to several of the remaining family farm buildings, and a new church of striking form, but the main modern development is the housing estate in a wedge of land at the south-west corner of the colony; this is omitted from the proposed nominated area.

Nowadays the western section of Vierdeparten is very incomplete, and one cannot make sense of any pattern. The number of family farms close to Wilhelminaoord and eastwards gives a more complete picture and once the pattern is seen the lane becomes a demonstration of the concept of the theoretically endless Colony lane.

The number of family farms in Boschoord shrank from 28 to 8 in the mid twentieth century. The only lane remains, and a school building, and the handful of family farms, but not much else. An extensive care institution has established itself towards the north east boundary since the 1950s.

Rating:

- Wilhelminaoord – medium/high
- Vierdeparten (central and east) – medium/high
- Vierdeparten (west) – medium/low
- Boschoord – low

III. Willemsoord 1820-1822

This colony was greater in size than the previous two, having 150 family farms. Towards the west was an existing road running north-south, and at the intersection with one of the colony's lanes a diamond shaped space was formed with communal buildings looking in: these were the deputy director's house, a spinning hall, a school with the teacher's house and a hostel. A Dutch Reform church, very similar to that in Wilhelminaard, was built, also in 1851, close to the crossroads. Its rectory was built in 1868. East of the crossroads a layout of parallel lanes was attempted, and not entirely successful because of the shape of the property. Near the southern lane was a Jewish quarter, and a tiny Jewish cemetery can be found. After 1860 much land was collectivised, as in the two previous Colonies, and three collective farms built. One was south of the church (General van den Bosch Farm), another on the middle easterly lane, and a third, Hoeve Amsterdam, replaced 16 family farms on the northern easterly lane. Soon after, a railway was constructed parallel to the old road.

A school of agriculture was briefly established in 1890. The Colony retained its general form until the sale in 1923. After that changes and new build by the purchasers resulted in the core of the settlement around the cross-roads becoming indistinguishable from suburbia, and the disappearance of trees there. On the easterly lanes, the earlier pattern can be discerned from the air, but alterations and new build make this difficult to see at ground level. The family farms to the north had already gone, and many of those to the south disappeared in the middle of the twentieth century. On one short section of Lohnislaan several of the family farms have survived, but extensive caravan parks occupy the land behind them to the south.

Integrity. Although 23% of the original family farms survive in some form or another, very many are barely recognisable. The further away from the crossroads, the better chance of discovering the early landscape pattern, especially to the south. The heart of this settlement is effectively lost as Colony landscape, so these small fragments of the earlier pattern further out on each arm are disconnected from each other. The pattern of the family farms on the eastern arm (Koningin Wilhelminalaan) is difficult to read, and most of those on the parallel lanes north and south have disappeared. The surviving cluster on the southern part of Lohnislaan is not enhanced by the caravan parks. Of the communal buildings, the church and rectory survive, but the buildings around the crossroads have changed very much. The hostel is still there, but the earlier building could only be discovered by a building archaeologist.

Rating:

- Crossroads (Steenwijkerweg and Paasloregel/ Koningin Wilhelminalaan) – low
- Lohnislaan – medium/ low
- Hoeve Amsterdam – medium/low
- Loop (Vierdeparten west/ Turfhoekweg/ Leemweg) – medium

IV. Ommerschans 1819

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. A Dutch Reform church and a primary school were built nearby to the north in 1845, and the Director's house well away in that direction. The cemetery was just outside the fort's southern moat. Twenty-one large farms were planned on the surrounding peat lands to employ the inmates. However bigger barns and stables came to be required, and the 1820s farm buildings were demolished in the 1870s, except two at the far western end. Around ten new ones replaced them, in the same locations, by 1874, under the supervision of the engineer W. Leemans. These were moderately close to the labour force in the institution and had large barns integral with the supervisors' houses, a fine example being 'Farm no. 4' south of the fort. Numerous guards' houses (limiethuisje) were located around the perimeter of the property – only one remains.

Ommerschans was a huge building with no outward facing windows and its punitive regime gave it a bad reputation. The beggars were transferred to Veenhuizen in 1889, following which many of the farms were sold to private farmers at auction. The old institution was demolished in 1892. At this time there were already plans for a new state institution for the re-education of boys with behavioural problems. This institution was situated well away to the north, erected within the usual moat in the period 1892-1894, and given the more positive name Veldzicht ('Field View'). The regime focussed mainly on agricultural and horticultural education, and much of the time the boys were out in the fields for learning purposes. Hence 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 was built in 1894 with one side of the moat lined up 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.

From 1933 Veldzicht was assigned to the care of the criminally insane, and they were not required to work in the fields. The institutional buildings have since been adapted many times. The fort is owned by Staatsbosbeheer (National Forestry Commission), and the nearby farm of 1909 is still owned by the State. Meanwhile the farms sold in 1889/1890 have mostly been replaced or adapted, and sit amongst extensive ancillary buildings, whilst many new farm complexes have arisen. The drainage ditches appear to have been extensively modified. The orthogonal grid of lanes remains quite intact, though the trees are mostly lacking. In the twentieth century much of the staff housing went into private ownership and is now enveloped within an expanding Balkbrug.

Integrity. The central institute of the 1820s no longer exists, and one might say that its associated cultural landscape only exists impressionistically. Two of the 1820s farms do remain to the west, and some of the 1870s ones, but there have been so many new farms and farm buildings erected in the latter part of the twentieth century that the farm pattern is now chaotic. Whilst the lanes continue to give the extensive area a structure, the connection to the early concept is broken: this could be any area of peatbog reclaimed for agriculture.

Rating:

Fort – best treated as a military monument

Landscape of large farms – low

V. Wortel 1822

This colony was originally laid out along the lines of Wilhelminaoord and Willemsoord, and there was enough space to have a north-south spine road and several lanes running cross-ways in parallel. At a roughly central intersection the diamond-shaped crossroad at Willemsoord was replicated and communal buildings set around. 129 family farms were given 3.5 hectares each. A cemetery was established towards the north-west of the property. After the bankruptcy all the trees on lanes were felled, the family farms were raided for their building materials, and much of the land reverted to heath and woodland.

After the Belgian State purchased Wortel in 1870 a central institution was built on the next lane to the south of the cross-roads with religious and healthcare buildings incorporated: a new director's house; staff houses; and a school. The family farms were not revived, and one new large collective farm in the form of a grand courtyard was built in place of the Director's house at the cross-roads. The lanes were planted up once more with beech, oak and red oak. The quality of the soil is poor, and no attempt was made to farm the entire property. Rather, a core area of fields close to the farm was recovered as farmland, and the remaining, mostly peripheral, blocks were gradually planted up. Another of the buildings at the crossroads was given a new purpose as a staff recreation building, and was thereafter known as the 'Casino'.

Significant alterations since the 1870s have been few. The institution developed workshops and other buildings at the rear, though these are only slightly apparent from the lanes. Forced labour by vagrants continued until 1993. After 1993 the institution became a prison, and that led to the modern post and wire security fences that encircle it.

The State intended to sell the farms and forestry after the cessation of forced labour on the land, but after protests it decided to retain them and give a long lease to the Kempen Landschap Foundation. This body became responsible for Wortel's management, and 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.

Integrity. The exceptional quality of Wortel is the retention of the layout of original lanes, made even more striking by the late 19th-century replanting which is now magnificent. The diamond-shaped central cross-roads still performs its function and represents that concept much more truly than that at Willemsoord. The early pattern of family farms dissolved in the period of abandonment, though the system of ditches and drains is still in part evident, especially in areas that went to woodland rather than field after 1870 (Fig. 17). Wortel (Phase 1) may have been overlain by this 1870s (Phase 2) layer, but major elements of the earlier landscape were incorporated and revived, and aspects of the later layer are of some interest for their own sake. The collective farm buildings remain (on three sides of the square). The institution remains (in a much more original state than that at Merksplas), and so do most of the staff houses of that date.

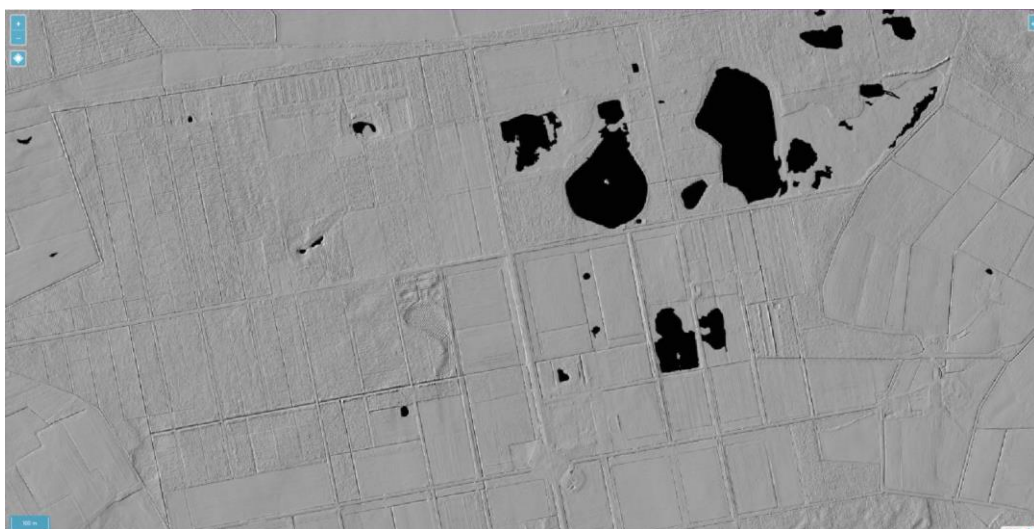


Figure 17: Lidar survey of Wortel showing evidence for the 1820s landscape

Rating:

- Medium/ high

VI. Veenhuizen 1823

This is the largest of the colonies. 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 lanes. The Kolonievaart canal runs along the southern edge of the colony above these narrow canals. Three moated central institutions were built in the 1820s, each designed to serve eight large farms, though only 21 were actually built. Substantial areas came to be forested over time, particularly the lower, wetter, land to the north that fell away to the Groote Diep stream. An octagonal Dutch Reform church was built near the Kolonievaart and the trees running between them have an estimated date of around 1825. A synagogue was built 1839. A cemetery was laid out on the Eikenlaan, the northerly of the lanes that ran east-west across the full width of the property.

As from 1884 (Phase 2), with Veenhuizen's central institutions replaced with new state work colonies, the old 1820s institutions were deemed redundant. Two new institutions, originally identical and with some architectural pretension, came into being - Norgerhaven was built in place of institution 1, and Esserheem near to institution 2. Institution 3 to the north-west of the property was removed at this time. 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', 'Een van zin', etc. – built into their brickwork as was the norm in Phase 1. The Director's house by the canal had a purple beech tree, as did several other senior staff's gardens, and he planted a semicircle of gardens across the canal with rhododendrons. Most of the farm buildings were replaced and trees were replanted, a fine example being the lime trees (*Tilia*) along the General van den Boschweg.

In the 1980s the institutions at Veenhuizen ceased to be work colonies, so the land was surplus to requirements. Large areas were sold, though the State still retained a sizeable proportion of the property. These changes were also the prompt to commence a major conservation programme to restore the many buildings which had fallen into disuse and poor condition. Adaptive re-use was the motto. Much of the work has been on the formerly communal buildings on General van de Boschweg and Hospitaallaan, either side of institution 2, but there has been work on the industrial buildings by the site of institution 3 along the Oude Nordeweg, at the Brewery Maallust, and generally around the property. There is now a tourist layer to the landscape as the remaining original institution accommodates a state-of-the-art museum, and there is a nearby car park and information point in a former workshop.

Not all changes promoted conservation, though. A military munitions storage facility was installed at the north-eastern corner of the property. A housing area appeared either side of the Kerklaan midway across the property and close to the canal. A swimming pool, perhaps older, is nearby. The Norgerhaven institution accumulated other Ministry of Justice buildings around it from the time of creation till the present to form a cluster on the eastern boundary of the property.

The nomination seeks to include a large area south of the Kolonievaart canal. This area was not shown to the advisory mission, but it is a largely wooded area, at least part of which is called 'Bankenbosch'. It merges with an area of still surviving peat bog to the south, which is highly prized as such by nature conservationists. The forestry rides do pick up the geometry of the lanes to the north of the canal, but this area was never, as far as one can tell, envisaged as suitable for agriculture. There is little evidence that Bankenbosch and adjacent areas played any meaningful part in the life of the Colony. Housing estates have been built on this area: one is on the south side of the canal west of Norgerhaven, and another is to its south adjacent to the open peatland.

Integrity. The lanes of this area farmed collectively from the 1820s are nearly intact, and most of the drainage canals can still be seen. The trees have been replanted in most places, though somewhat patchily. The loss of two of the three 1820s institutions is to be regretted, but the remaining one has

been conserved and there is talk of replacing the eastern side of the courtyard: this is the only remaining institution built by the Society in the 1820s apart from the much altered one at Merksplas. There are some farm buildings from the 1890s, but most of those seen were fairly modern. On the other hand, the number and range of Phase 2 communal buildings (hospitals, director's houses, churches, etc.) is most impressive, and a legacy that is being very actively conserved.

Rating:

- Areas north of the canal, but excluding the Norgerhaven complex, the Kerklaan housing area and the munitions storage facility – medium/high
- Areas south of the canal – low/ nil

VII. Merksplas 1825

The 1820s central institution here was huge compared to the others and set around a courtyard with two storey pavilions in the eastern and western ranges. All its main facilities were accommodated inside it: a school, an infirmary, staff housing, a spinning hall and a weaving mill. This was probably based on the experience at the central institutions at Ommerschans and Veenhuizen. On the other hand, its location seems to have been retro-fitted to an orthogonal grid of lanes dominated by two great avenues running the entire length of the property from north to south. It appears that the east-west axis of the institution was on a line between the spires of Merksplas and Rijkevorsel churches. A middle lane ran to the cemetery to the north, where some early lime trees remain, and there were outer and cross-lanes, also with trees, amongst which 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 lane, today's Steenweg op Rijkevorsel. It seems that the land south of the slanting lane was always marginal to the business of the Colony.

Beginning in 1871 Merksplas became the Weldadigheidlandbouwkoloniën van Hoogstraten – Merksplas (Benevolent Agricultural Colony of Hoogstraten – Merksplas) in order to take huge extra numbers of professional beggars of both sexes and juvenile delinquents. After 1891, the colony was restricted to adult men only. The old central institution around the courtyard was given an upper storey; four dormitory blocks were built outside it to the west; and a huge 'chapel' was built in 1899 beyond them. To the east the two-storey pavilion was removed and a hospital built outside. Extensive workshops were added onto the north-east corner. Over 80 semi-detached staff houses were provided, many along the public road.

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 were removed). This model farm absorbed much labour, no doubt, but an extra way to do this was the excavation about 1894 of a moat 6.5 metres wide, intended to surround the entire property, but left incomplete on the southern side where there was a wetland. The grid of lanes remained and was replanted with trees, now over a century old, many being American oaks. Changes in the last hundred years have been mostly more buildings attached to the institution and security measures.

The vagrancy law of 1891 under which most colonists were placed in Merksplas was repealed only in 1993. At that time, the central institution was transformed into a high security prison with a secure, fenced perimeter. Due to overcrowding and a riot, the State is now in the process of decommissioning the prison and has begun the process of stripping back some of the aesthetically less pleasing accretions in order to convert the institution to alternative institutional purposes. The intended changes include taking away the secure perimeter fencing, removal of the second floor added to the courtyard by Besme in 1877 and restoring the vista between hospital and chapel.

In 2012 the Kempens Landschap Foundation obtained a 30 million Euro subsidy (rising to 42 million Euros) from the Flemish government to restore and re-purpose the model farm, 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 serving the restored colony church which is used as an event venue. Meanwhile a makeover of the institution is just beginning.

Integrity. The grid of lanes is moderately intact, and the replantings of the late nineteenth century make an impressive show away from the institution. Apart from the much-mutilated early institution, inside and out, no other buildings survive from the 1820s. All other buildings date from after the 1870s and later. Merksplas looks and feels like a penal institution campus, and this overwhelming character swamps the other qualities of the cultural landscape until one reaches the remoter parts of the property.

Rating:

- Medium

d. Comparative analysis

The very detailed supplementary information that has been provided by the States Parties has addressed the key elements of a Comparative Analysis and allowed a good understanding of how the Colonies relate to other institutions with a similar purpose not only in Europe but further afield. This could be augmented by further details of settler colonies (see above) to strengthen understanding of the way Colonies were a unique form of settler colonialism that differed from the dominant English model of 'shovelling out the paupers' deployed in Canada, Australia and New Zealand, and to allow the context for the designed landscape to be better understood.

e. Selection of Component Sites

The States Parties have made the argument that all sites need to be represented in full in order to demonstrate the scope of the Colonies' initiative. The issue is that all seven Colonies share problems of integrity. Also it is not necessarily the scope of the initiative that was outstanding but the ideals that the Colonies represented and the way those ideals were translated into practices as farming landscapes.

What needs to be reflected in the choice of sites are those that best reflect the Type 1 and 2 settlements that the Society developed in the innovative early phase of development, and which are now seen as unique, and where the later landscape types 2 and 3 can be seen to reinforce rather than replace these earlier types.

In 'Phase 1', the Society devised a pattern of family farms at the outset, as Type 1, but soon afterwards also agreed to run centralized farms with intensified supervision, here Type 2. In the late nineteenth century (Phase 2) the properties were run by the State for the rehabilitation of vagrants. By this date most European countries had well-developed systems of penal institutions, and it could be argued that the late-century alterations are of limited significance in social history terms by comparison with the innovative early phase. Physically they involved major redevelopment that functionally replaced earlier buildings but expunged the earlier phase to a greater or lesser extent. One can add that periods of decline after each phase, i.e. in the mid nineteenth century and the mid twentieth century, also brought detrimental changes in some colonies.

Hence integrity is problematic to some degree for all properties. Even the best and most famous 'free' Colonies cannot be classed as having a high integrity. This means that none of the Colonies can be seen as an intact reflection of Phase 1. Nevertheless, ICOMOS considers that some areas in Fredericksoord and Wilhelminaoord do credibly and truthfully express the ideals of the Society of Benevolence and the ways the Colonies functioned through their early landscape patterns. In Wortel, with the aid of modern laser imaging, one can reconstruct the early pattern with its lanes and ditches even though the family farm buildings themselves disappeared over 150 years ago.

The early ('unfree') institutions in Ommerschans, Veenhuizen and Merksplas managed the land rather differently and a different set of attributes express their significance. Integrity in the grids of lanes remains fair to good in all these Colonies, though because the land of the first two is mostly sold off, many unplanned changes to the formerly collective farms have taken place. With altered aims at the end of the century, old buildings were removed and new ones put up. This process saw the removal of the older central institution at Ommerschans, leaving a low number of elements of interest from the earlier phase at this property, whilst at Veenhuizen one of the old central institutions was saved, and the layer of Phase 2 buildings is of interest in itself. In Merksplas the Phase 2 central institution was a literal overlay as the second storey was built atop the Phase 1 building.

This raises the question of the significance of Phase 2 buildings. At Veenhuizen the Phase 2 buildings are widely spread across this large property and are mostly a positive aspect to it; at Wortel they are of interest as well; but at Merksplas the security features of Phase 3 have expanded to overwhelm much of the property visually, which becomes a negative factor in this otherwise pleasant grid of treed lanes.

The five remaining secure institutions were built in brick in the late 19th century and which, as designs, had some positive architectural qualities. However, the question relates to them not as individual buildings but as components of the wider landscape. These buildings, in most cases, have considerable built extensions and yards for recreation, and are cut off from the outside world by high security fencing. Four of the facades can be viewed, and those at Veldzicht (Ommerschans), Esserheem (Veenhuizen) and Wortel can be appreciated as functional components within the overall landscape. However, those at Norgehaven (Veenhuizen) and Merksplas have developed into forbidding building complexes that are seen as themselves, separate from their surroundings. The intended changes to the Merksplas institution back to a non-secure facility offer hope for the future.



Figure 18: Security gate at the entrance to Esserheem, Veenhuizen

In summary, ICOMOS considers that any revised nomination should give consideration to including the following colonies or parts of colonies:

- The parts of Fredericksoord and Wilhelminaoord with medium/ high integrity that reflect the ideals of the Society of Benevolence and the ways the Colonies functioned in Phase 1; and for parts of their Phase 2 overlay;
- Veenhuizen for the variety and interest of its buildings and landscape from Phase 1 and buildings from Phase 2, though there are parts of the property that should be excluded as prison complex, modern development or as not contributing significantly to the Colony's early phases;
- Wortel in its entirety for its extensive though partial remnants of the Phase 1 landscape, for the interest of its Phase 2 buildings erected for adaptation to an institution with collective farming, and for the magnificent grid of avenues planted in conjunction with that farming regime.

This selection incorporates all the four landscape types listed above, and so would permit all dimensions of the early phases of the colonies to be reflected within a nominated series.

ICOMOS does not consider that any parts of Willemsoord, Ommerschans or Merksplas should be considered for a revised nomination. Should the changes anticipated at Merksplas follow through to completion, that site might be re-considered in the future as an extension.

f. Delineation of the boundaries

In the original nomination, the States Parties explained their rationale for their proposed boundaries:

1. Define the original boundaries, or the 'cultivation line'
2. Define attributes (free & unfree, landscape structure, representative buildings and planting, etc.)
3. Consider an area's coherence of attributes
4. Consider an area's contribution to the series
5. Make a judgment.

The proposed areas were shown on maps in the Nomination Document, Section 1.e (pages 32-40).

It was emphasised that, in principle, all areas 'within the cultivation line' were eligible for inclusion, though the Nomination Document added the qualifier that this did not apply to *those parts that have become less easily recognisable as a result of subsequent developments*.

In considering a revised nomination and a revised selection of component sites, that qualifier would apply to the centre of Willemsoord, for example, so its inclusion would mean a reduction of the boundaries. Another point of debate is whether areas that were forestry could be interpreted as within the 'cultivation line'.

In the section on Integrity above, areas have been rated with high/ medium/ low integrity, and those assessments are not based on any theoretical cultivation line, but on where the ideas of the Society of Benevolence can be clearly seen translated into actual form on the ground. Areas sufficiently extensive to give the experience of the distinctive cultural landscape were selected, which sometimes meant the exclusion of isolated fragments or clusters.

The following sets out suggestions for the delineation of the boundaries at each of the seven Colonies. They are in terms of modifications to the Nomination Document maps.

I. Fredericksoord

Delete all of the Colony south of the old staff houses on the N855, from the junction by the Klokkenmuseum to the boundary with the visitor centre (it to be excluded).

II. Wilhelminaoord

Remove Boschoord and terminate the western end of the Viedeparten strip as shown on the nomination document maps.

III. Willemsoord

Remove all areas.

IV. Ommerschans

Remove all areas.

V. Wortel

No change.

VI. Veenhuizen

Whole area south of the Kolonievaart canal to be excluded. Also delete:

- modern housing estate on Kerklaan plus the swimming baths
- munitions storage facility
- the Norgerhaven cluster of institutional buildings.

VII. Merksplas

Remove all areas.

g. Legal protection and management requirements

Both States Parties have full, multi-layered and sophisticated systems of development control. Additional information was provided after the mission concerning the future of planning in the Netherlands.

The current system in the Netherlands operates through the national Spatial Planning Act and national policies. These will be superseded by the Environment and Planning Act due to be enacted on 1 January 2021 and which will modernise, harmonise and simplify current rules on land use planning, environmental protection, nature conservation, construction of buildings, protection of cultural heritage, water management, urban and rural redevelopment, development of major public and private works and mining and earth removal. The Act will require zoning plans, or 'environmental plans', for all areas, to be prepared by local government, and provides mandatory guidance on their formulation. One article requires the local planning authority to take cultural heritage into account in every plan, and another brings the obligation to take World Heritage (property and its surrounding if a development affects the property) properly into account.

This Act also enables Executive Orders (*Besluit kwaliteit leefomgeving, BKL*), and some are expected regarding the overall protection of the Dutch Colony landscapes. Anticipating the act coming into force, the three provinces (Drenthe, Overijssel and Fryslân) have already started coordinating their approach to environmental regulations. The municipalities are seeking a common approach to the cultural landscape assets that will be specified in the Executive Orders.

In Belgium the legal framework for protection is through the policies of the Flemish Region and this includes the protected landscape designation.

The Colony properties are overlaid by protective designations:

- Protected villagescape (Netherlands)
- Protected landscape (Belgium)
- National monument
- Provincial monument
- Municipal monument
- Protected nature reserve

Protected villagescape and landscape

Villagescape designation covers Frederiksoord (except the south-west corner), Wilhelminaoord (but not Boschoord), Ommerschans (identical to nominated area), and Veenhuizen. The protected landscape designation covered the whole of Wortel (it was the first in Belgium in 1999) and is nearly coincident with the boundary of Merksplas.



Figure 19: A weathered marker at Veenhuizen

Monuments

Monuments are protected by the Heritage Act in the Netherlands. As section 3.1D of the Nomination Document states:

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. This is clear from the fact that virtually all these buildings enjoy the status of protected monument... Restorations and interventions are carried out in accordance with international standards regarding the conservation of heritage.

Amongst the documentation provided there are maps indicating the protected monuments in each Colony. Many or most of the remaining structures from Phase 1 have been declared monuments, and many from Phase 2.

Presentation

A very considerable upsurge of interest in the Colonies, including their prison phase, has been seen amongst the general population since the turn of the century. Amongst the reasons for this has been a shift in attitude towards the former inmates. No longer do members of the public experience shame at discovering that an ancestor was amongst them: the much more common reaction nowadays is one of interest and even pride. As a significant proportion (1 in 14) of the population of the Netherlands has ancestors once in the Colonies, this is a popular movement, enabled by the records kept by the Society. Life on the Colonies, and the cemeteries, are of great interest.

The Colonies are presented by means of three visitor centres following national level museum standards located at Merksplas, Veenhuizen and Frederiksoord. A fourth is planned at Ommerschans in the farm built in 1909 by the institution. They are combined in some cases with bicycle hire and bicycle routes for exploring the properties.

The museum at Veenhuizen began in 2005 as the National Prison Museum; a closed 19th century prison 'De Roode Pannen' is located next door and also open for guided tours. The museum is highly popular with an average 125,000 visitors a year. Audio tours are also available in English, French and German. Approximately one third of the museum is now devoted to the Colonies of Benevolence. The museum thus provides a clear trajectory of punitive institutions in the Netherlands over time and also draws clear distinctions between the phases. The shared use of the original institution blends seamlessly, although it would be helpful if it had a new, broader name without imperilling its popularity as a prison museum. The museum has also hosted an open-air play, 'The Pauper's Paradise,' based on a book by the same name, which has driven much of the current popularity of the colonies. An excellent hotel with a restaurant is located in the restored/renovated colony hospital building.

The museum at Merksplas is located in a renovated collective farm building and is intended to serve for Wortel as well. The museum exhibit is new and contains a number of astounding digitally interactive displays that allow for the easy retrieval of detailed information on historic individuals and the landscape. The exhibit has also been translated in English, French and German. The museum also contains a restaurant and meeting rooms. The restored Colony farm at Wortel is used as an experiential education short-term stay for urban primary school children.

The museum at Frederiksoord is the newest and is undergoing a 'soft' opening in 2019. It combines a film introduction to the Society of Benevolence's 'test' colony, Frederiksoord, and a set of interactive exhibits on life in the colony that make it attractive for children as well. The museum also contains a restaurant and meeting rooms. Given the contiguous and compact nature of the 'free' Colonies, it is unlikely that all will receive a visitor centre of their own; this museum should broaden its focus to the free Colonies as a whole and more explicitly contrast them with the 'unfree' colonies presented in the Prison museum at Veenhuizen. It should adopt some of the digitally interactive display technology from Merksplas so as to clarify the contiguous nature of the free colony landscapes, and to allow visitors to explore that landscape before they leave.

The presentation of the colonies as a series will be attempted by incorporating a shared video on the Society of Benevolence and its creator Johannes van den Bosch. Broader efforts should be made through shared programming, rotating exhibits and a common form of heritage marker to replace the current haphazard approach. The presentation of the series as a series is currently most successfully accomplished in the shared website. The main website (<https://www.kolonienvanweldadigheid.eu>) does cover all seven in the series, but each museum maintains their separate more detailed site connected only by an external link. Should one start at the local museum site, it is more difficult to find the main site.

3. Conclusions and recommendations

If the Colonies had been visited 25 years ago, a very different impression would have been gained to that of today. Whereas then the Colonies were at a low point, the very considerable interest and optimism generated since has resulted in the Society in the Netherlands being rejuvenated, a new future for the Belgian Colonies being mapped out, and a remarkable effort in conservation and presentation in several of the properties.

A related initiative is the setting up of a new chair at Wageningen University, with the appointment of an 'Extraordinary Professor, Heritage and Spatial Planning'. The purpose is to clarify the values of contemporary communities that give significance to the historic environment, including people's sense of identity, belonging and place, as well as forms of memory and spiritual association. How to capture the essence of cultural heritage through these immaterial values? And how to embed these intangible values in new plans and design schemes? These questions touch upon the unseen qualities of a place, for example the intentions of a design, and associations that have become connected with a place and/or landscape. The research intended would investigate the Colonies amongst other places of socio-cultural interest.

The nomination of the Colonies as a World Heritage Site, a process starting in 2012, has been an integral part of the new mood. The success of the present Colonies project will not depend totally on World Heritage status, but upon the enthusiasm already shown being carried forwards.

ICOMOS notes the nomination of the Colonies of Benevolence was referred and that a referral allows for the re-submission of the nomination within a three-year period and for it to undergo a 'short' evaluation process, being presented to the Committee the same year as its submission. This means that there is no ICOMOS evaluation mission of the re-submitted nomination.

Although the way referral is defined in the Operational Guidelines suggests that only supplementary information is needed for a re-submitted nomination, the way that the Committee has used referral in recent years means that supplementary information is not always sufficient to address the weaknesses of the original nomination. To solve the problems often means adjusting what is included in the nomination, either through reducing the boundaries or the number of components as is the case with the nomination of the Colonies.

Given the work that is needed to re-frame the nomination dossier to allow it to offer a convincing reflection of the ideas with which the Colonies were associated and the unique structure of their farming landscapes, ICOMOS considers that a revised nomination dossier will be necessary as supplementary information would not be adequate to put across the new approach in a convincing way. The new approach should permeate all sections of the nomination dossier – as, if the property is inscribed, the nomination dossier would become be the main reference point for the property.

The supplementary information provided by the States Parties during the course of the Advisory process has greatly added to an understanding of the social, economic and cultural context within which the Colonies of Benevolence were founded, and the particular way in which the institutions developed their agricultural landscapes as a new approach to poverty alleviation.

The concept of the Colonies of Benevolence, an enlightenment experiment in social reform, demonstrates an innovative, highly influential model of pauper relief and of settler colonialism, creating idealized Dutch landscapes out of isolated peat and heath wastelands through the domestic colonization of paupers.

This Dutch model of ‘domestic colonies’ soon spread to most other European nations, but particularly France and Germany, where it was adapted for use with other marginalized populations such as juvenile delinquents, psychiatric patients and the disabled. The larger social significance of the Colonies of Benevolence thus lies in its continuing impact on almost all forms of custodial care practiced in Europe.

The ideals and ideas that the Colonies reflected at a particular time in history are of considerable importance, as are the specific and innovative agricultural solutions that the Colonies offered to redeem people from urban poverty, that were clearly distinct in form and content from schemes in other countries.

What has also become clear is the way the Colonies after their foundation developed over three different phases, two in the 19th century and the third in the 20th century when many of the central buildings were converted to penal institutions and they no longer functioned as primarily as farming institutions. It is thus the first two phases that relate to the ideas upon which the colonies were founded. Within the first two phases, four landscape types developed

A revised nomination would need to focus on “relict” organically evolved landscapes that reflect clearly the ways ideas of the Society of Benevolence were translated into actual form on the ground. This means selecting areas where remains of the earlier landscape types still persist and can be understood as changes to the Colonies in the 19th century, maintained and built upon the original ideas of farming colonies and thus reinforced the earlier landscape types rather than expunging them.

It is what remains of these early landscapes and their later improvements in the late 19th century that sets apart the Colonies rather than their continuous use and evolution through to the late 20th century. Nonetheless if these relict landscapes are to be fully understood, it will be essential that both the buildings and the agricultural landscape are used and managed in ways that support such an understanding.

After 200 years of highs and lows, integrity has become the major limiting factor, and not all of the seven colonies as individual entities can be seen to reflect the intentions of their founders. ICOMOS does not consider that a nomination of all seven could offer a robust justification for Outstanding Universal Value in any revised nomination.

Although none are complete reflections of their founders’ intentions, ICOMOS nevertheless considers that sufficient remains in parts of four colonies to allow each of them to reflect the early landscape types of Phase 1 and thus the founders’ intentions as well as the way changes in Phase 2 reinforced those landscape patterns. It suggests that the following should be included:

- The parts of Fredericksoord and Wilhelminaoord with medium/ high integrity that reflect the ideals of the Society of Benevolence and the ways the Colonies functioned in Phase 1; and for parts of their Phase 2 overlay;
- Veenhuizen for the variety and interest of its landscape and buildings from in Phase 1 and buildings from Phase 2, though there are parts of the property that should be excluded as prison complex, modern development or as not contributing significantly to the Colony’s early phases;
- Wortel in its entirety for its extensive though partial remnants of the Phase 1 landscape, for the interest of its Phase 2 buildings erected for adaptation to an institution with collective farming, and for the magnificent grid of avenues planted in conjunction with that farming regime.

Precise recommendations are set out above as to how revised boundaries might be defined.

ICOMOS does not consider that any parts of Willemsoord, Ommerschans or Merksplas at this stage should be considered for nomination. Should the changes anticipated at Merksplas follow through to completion, that site might be re-considered in the future as an extension.

A revised justification for inscription would need to consider the potential of a revised series to justify the criteria. It is now clear that the Colonies stand out as pioneering institutions for poverty alleviation in two ways: first for their unique form of their landscape planning as their early landscape types can now be seen to have been unique not just in the Netherlands but world-wide, and secondly for the influence they had on almost all forms of custodial care practiced in Europe.

In conclusion, ICOMOS considers that a revised nomination that includes parts of the Fredericksoord and Wilhelminaoord, Veenhuizen and Wortel, would appear to have the capacity to present a robust case for justification for Outstanding Universal Value if consideration is given to how these aspects might satisfy criteria (ii) and (iv).

Annex 1: List of Exchanged Documents and Meetings

26 September 2018: Working meeting between the States Parties representatives, UNESCO World Heritage Centre, the ICOMOS International Evaluation Unit and the ICOMOS Advisor

21 January 2019: ICOMOS Note provided to the States Parties

19 February 2019: Working meeting between the State Party representatives, the ICOMOS International Evaluation Unit and the ICOMOS Advisor

4 March 2019: Working documentation submitted by the States Parties

21 March 2019: ICOMOS Note Bis provided to the States Parties

30 April 2019: Working documentation submitted by the States Parties

13 May 2019: Working documentation submitted by the States Parties

14 to 19 May 2019: ICOMOS Advisory mission

28 May 2019: Working documentation submitted by the States Parties

Annex 2: Minutes of the meeting between the States Parties representatives and ICOMOS (September 2018)

DRAFT REPORT of the

Meeting between ICOMOS, World Heritage Centre and the State Parties of the Netherlands and Belgium about the Colonies of Benevolence
(summary with main points)

Paris, ICOMOS office, 26-9-2018

Present were:

ICOMOS:

- Gwenaëlle Bourdin
- Susan Denyer

UNESCO World Heritage Centre:

- Isabelle Anatole-Gabriel

STATE PARTIES THE NETHERLANDS AND BELGIUM:

- Piet Geleyns (focal point Belgium/ Flanders)
- Cees van Rooijen (focal point The Netherlands from 15-10-'18 onwards)
- Philippe DeBacker (Kempens Landschap, Belgium/Flanders)
- Wendy Schutte (Drenthe, The Netherlands)

Opening

Piet Geleyns thanks ICOMOS for having this meeting. Belgium and the Netherlands are eager to talk, because the decision of the Committee (Decision : 42 COM 8B.25, ws) is not entirely in line with what ICOMOS advised about the Colonies of Benevolence. If ICOMOS and the state parties work together, it is often in the benefit of nominations.

The Colonies of Benevolence hope to come back to the Committee in the summer of next year in Baku.

Gwenaëlle Bourdin thanks for the opportunity to talk and discuss cooperation. The proposed timetable, handing in a revised nomination in 2019, offers limited options. There is much more room for better options if the time frame could be extended.

Piet Geleyns explains that one of the reasons The Colonies of Benevolence would like to come back as soon as possible, apart from the general expectations in the Steering group and at the local level, is that Belgium is considering to run for a seat in the World Heritage Committee and would prefer not to have any nominations of its own when it is in. 2019 would therefore be the better option.

Both Susan Denyer and Isabelle Anatole-Gabriel note that, while it is a honorable and pertinent principle to not have any nominations of your own as a Committee member, it would be perfectly acceptable to submit referred-back-nominations within the statutory timeframe.

Wendy Schutte remarks that a study about the theme of domestic colonies was published in 2017 by Oxford University Press. The study was authored by professor Barbara Arneil (University of British Columbia). We only discovered the study after the nomination was formally submitted. The study mentions the Colonies of Benevolence as the first domestic colonies in Europe to create wealth/increase productivity and improve individuals. Professor Arneil will be in a university in the UK from January 2019 on, for one year. Her book provides a broader theoretical context for the Colonies of Benevolence. ICOMOS receives a copy of the study.

Susan Denyer remarks that ICOMOS found the nomination very interesting. The meaning of the property was all important. Not just the agricultural landscape and the buildings and planting, but what it stood for, what it meant. During the evaluation process, the ICOMOS panel considered that the potential significance of these sites was related to the innovative aspect of the ideas which they reflected .

And the file should show why these ideas were important in their historical context. And why the manifestation in the Colonies of Benevolence was so different from the solutions for major poverty problems in other countries.

The difficulty is in:

1. What are these ideas?
2. How do they manifest on the ground? How do the sites reflect these ideas and how do they apply to the unfree colonies?

ICOMOS needed a detailed understanding of what is on the ground and how the Colonies have changed over time. What did they look like when they were first planned? How were they altered, and what do they look like today? And how is the connection to the ideas with which it all started. And the period of industrialisation/ the bigger picture.

The improved Comparative Analysis in the second Supplement that was submitted in February made a stronger case of the innovative alleviation of poverty. However, for ICOMOS it was less clear how this could be related to the unfree Colonies.

Isabelle Anatole-Gabriel thanks for inviting her. This sort of new proposals gives a kind of indication of the trend in nominations. And the making of (World) Heritage. Indicative of a wish or trend of what will be world heritage in the future.

Constructive debate

All participants have an open and constructive debate on the following topics, in this order:

- Questions related to the history of the Colonies of Benevolence (1)
- Questions related to the nomination category (3)
- Questions related to the boundaries and buffer zones (2)
- Point related to the legal status and protection (4)
- Point related to the format of the file that will be resubmitted (5) and
- Final remarks relating to the idea of an extra advisory mission (6)

ICOMOS repeatedly mentions that the information brought in by the State Parties during the debate, begins to give a much clearer picture about what could make the Colonies of Benevolence exceptional.

Main points of discussion and information exchange:

- Decision 42 COM 8B.25 of the WHC and the framework it offers is the starting point.

- The possibility to provide a stronger justification that shows why the Colonies of Benevolence reflect something outstanding in European terms in relation to emerging utopian ideas related to the alleviation of poverty
- How these utopian ideas were implemented and adapted pragmatically in relation to economic and other goals such as the need to increase food supplies
- Whether free and unfree colonies could be considered as being part of the same ideas but reflect different pragmatic implementation
- The Colonies of Benevolence are a serial nomination with component sites and can be called cultural landscapes.
- The benefit of a further discussion on the meaning of free and unfree Colonies and the way they reflect the ideas of improvement and development of citizens.
- The benefit of a discussion on the impact of active prisons as part of the significant landscape, focussed on their visual appearance.
- The opportunity to use the research of prof. Barbara Arneil on the theoretical background of 'domestic colonies' to add more context, and reinforce the justification for OUV because it clearly positions the Colonies of Benevolence as the first domestic agricultural colonies aimed at the eradication of poverty.
- The use of adding detailed information on how the landscape is protected (decision WHC; 4.2); this concerns the new 'Environment and planning act' (Netherlands) and possibly the improvement of coordination between countries in difficult choices in heritage preservation.

The following areas need to be further explored:

- The broader socio-historical context in 19th century Europe, and the precise motivations of the key players who promoted the Colonies (Comparative Analysis).
- The way the Colonies reflected the innovative message of the experiment and how this materialised - The original intentions; was they deliberately planned or a pragmatic approach?
The meaning of the long period the Colonies functioned to combat poverty
- Whether both free and unfree Colonies might be seen as part of the innovative model to reduce poverty
The development of the whole; what happened when and why, and what was the impact of this on their layout and function? For the whole, and per Colony (in text and visual information).
- What now remains on the ground to reflect the implementation of the original ideas? And what does this mean in relation to the selection of sites included in the nomination?

Proposal ICOMOS

ICOMOS offers to assist in a staged approach:

1. ICOMOS would undertake an internal desk review process, based on the discussions

2. This should provide a clearer understanding about the significance of the sites (OUV and CA) and the related attributes and suggest where further work is needed.
3. Share information between ICOMOS and State Parties in working documents by means of which information, questions and comments are shared.
4. After that, have a mission in the field with two experts (one who is familiar with the system of nominating, the other with the theme and context) to Consider maps and information and have the discussion about what is left of the historical periods. Per Colony. And discuss boundaries and the selection of components. This will lead to an official peer-reviewed ICOMOS-report.

This report can be used by the State Parties to revise the nomination.

The cost for an advisory mission will be around €10.000 (not including travel, board & lodging of designated mission experts).

If this proposal is accepted, both ICOMOS and the State Parties will have to agree on terms of reference, which will be included in a formal contract.

Isabelle Anatole-Gabriel welcomes the proposal of a dialogue, not only for this important file, but also because there are comparable files to come which have the combination of an idea and heritage.

Timeframe

ICOMOS estimates it will take approximately 6 months from the start of this operation to handing over the report. This means that the planning to come back to the Committee in 2019 is not possible.

Agreements

The State parties will:

- Make a report of this meeting, and transfer it to ICOMOS and the WHC for review and approval
- inform ICOMOS and the WHC about the decision of the Steering Group regarding ICOMOS' proposal.

All participants are thanked for their time and contribution to the meeting.

Annex 3: ICOMOS Note

Assistance Process

«Colonies of Benevolence» (Belgium/Netherlands)

ICOMOS Note

January 2019

On the basis of the material available from the previous Evaluation cycle, and the discussions held with the States Parties for the establishment of this Assistance process, ICOMOS is pleased to provide the States Parties with some questions and explanations as regards the documentation which would be necessary to prepare, as a starting point of the Assistance process. This documentation would have to be provided to ICOMOS by **Monday 4 March 2019**.

A- ICOMOS would be pleased to receive responses to the following questions:

The Colonies of Benevolence were created at a time in 19th century Europe when there was much interest in several countries in the idea of creating segregated 'domestic colonies' to transform through agrarian labour people considered to be 'idle and/or irrational' into useful citizens.

Barbara Areneil¹ writes that 'Johannes Van der Bosch created the first labour colonies for the idle poor in Europe'. He is said to have been influenced by his success in Java, when he posted to the Dutch East Indies, in developing a cultivation system for 'idle' people. Bosch worked to create colonies from 1818 under the auspices of the Dutch Benevolent Society, which he founded that year, and of Prince Frederick. Such colonies were underpinned by the idea that addressing the problem of idle and irrational people through agrarian labour could also deliver the added benefit of improving previously unproductive land.

Such a motivation for domestic colonies is seen to echo a justification for external colonization in the 17th and 18th centuries that was agrarian based rather than conquest based, as expounded by Joseph Locke, who saw it as a way of achieving both personal and national enrichment.

In order to fully understand the emergence of the Colonies of Benevolence, it is necessary to understand the economic, social and philosophical background that prevailed at the time of their creation in Europe generally, and in the narrower context of the United Kingdom of the Netherlands. And, as the idea of the colonies evolved over the first few decades after their introduction, it is necessary also to understand how and why they changed, particularly the rationale for the development of unfree as well as free colonies, and the later transformation of both, some into penal and other institutions.

The proposed OUV for the colonies in the original nomination dossier related to the ideals associated with their founding. Today, though, large amounts of what is seen on the ground are the result of later developments that reflect different roles related to State control, and which obscure the original layout.

It is essential that there is more clarity over the purpose and form of the original colonies and how these have changed over time. One of the key issues to clarify is how far the series of a whole, and each of the colonies individually, might still be said to reflect the ideals and idealism that characterised their founding as social experiments in poverty reduction.

1. More information is needed on the formation of Dutch Benevolent Society by Bosch and how this was linked to Prince Frederick and Royal support.

¹ Areneil, Barbara, *Domestic Colonies*, Oxford, 2018

The original nomination dossier mentions 'progressive thinkers amongst the European elite and influence of Enlightenment thinking' on the formation of the Society of Benevolence.

Who were these? Was its foundation influenced by ideas in the Netherlands, beyond the Netherlands or simply by Bosch's experiences and views? And could more details be provided on Bosch's view from his writings? What were the principles of the Society of Benevolence?

2. In particular it would be helpful to understand the role of religion. Areneil states that Bosch 'rooted his colonies in the Protestant faith', while the original nomination dossier says that 'The Society of Benevolence took a neutral stance with regard to religion'. Can this difference be clarified? Did the colonies reflect a liberal Protestant ideology?
3. It is understood that there were intended to be links between the domestic colonies and the external colonies with people from the former being transferred to the latter – thus expressing links in ideas between the two types. Could more details be provided on this aspect?
4. The first colonies were precisely laid out to reflect their purpose and the principles of the Society of Benevolence. It is therefore crucial to understand the original layouts for all the nominated colonies. Could sketch plans/maps be provided on the basis of physical, archaeological and historical evidence to show the original layout of all the colonies?
5. In particular, it would be helpful to understand the essential components of the colonies – houses, fields, roads, waterways, woodland and institutional buildings – as parts of a functional whole, and what design principle and aesthetic considerations were employed, as there is much attention paid in the original nomination dossier to vistas.
6. It is understood that the plans used for new colonies evolved over time.

The original nomination dossier states that: 'The landscaping of each Colony was not predefined, but was created through trial and error. At the construction of each new Colony, the model was adapted in an organic way to changing target groups, site conditions, social criticism, new agricultural insights or operational reforms. Consequently, the series of seven Colony landscapes reflects the evolution of the organisational model.'

Furthermore it is stated that: 'The free Colonies have a pattern consisting of long ribbons with small farms, whereas the unfree Colonies have a pattern consisting of a central institution surrounded by large farms'.

More detailed plans/maps are needed to understand how the layout of new colonies changed over time. Such plans could also provide an understanding of what elements persisted over time and thus what characterises the layout of Dutch colonies.

7. Colonies once built were later adapted over time. Maps/plans need to be provided for each colony to demonstrate physical changes and to allow an understanding of the sequence of change over time as well as to show how what exists now on the ground relates to the colony as built.
8. For each of the colonies clear details also need to be provided to show how their use changed over time. At what point in time did the use of the colonies change from primarily being for poverty

deduction? And at what point did the landscape cease to provide agricultural work and food for the colonists?

9. In order to understand the specificities of the Dutch system, it would also be helpful to set out what were the similarities and differences between the Dutch and the English and French systems of poverty alleviation – in terms of their aims, aspirations and what was constructed? (It is appreciated that these other systems came later.) And how far did the Dutch system have influence elsewhere?
10. The crucial differences between the free and unfree colonies needs further elaboration. What is needed is a clear understanding of how and why unfree colonies were developed, and whether they related to the principles of the society of Benevolence or were a purely pragmatic approach. At what point did the operation of each of the colonies move away from being altruistic in terms of reflecting Enlightenment ideals?
11. In the original nomination dossier, the justification for OUV for the colonies was related to the way they reflected an early social experiment in poverty reduction, they operated at a national scale, they were places where agriculture was meant to provide work and food for the colonists and they reflected the ideals of the Enlightenment. In order to understand how each of the colonies reflects these parameters, please could details be set out to allow an understanding of the timespan within which all were satisfied, as this relates to both authenticity and integrity.

B- Next steps

This documentation will help the States Parties, with the assistance of ICOMOS, to:

- 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.

Annex 4: Minutes of the meeting between the States Parties representatives and ICOMOS (February 2019)

**Report of the
WORKMEETING (skype) between ICOMOS, UNESCO World Heritage
Centre and the State Parties of the Netherlands and Belgium about
the Colonies of Benevolence
1/02/2019**



Present: ICOMOS: Gwenaëlle Bourdin (director of the Evaluation Unit ICOMOS Secretariat), Susan Denyer (ICOMOS Advisor for this dossier) – Apsara Sanchez (Assistant ICOMOS World Heritage Evaluation Unit) – State Parties of the Netherlands and Belgium: Cees van Rooijen (Focal Point of the Netherlands), Wendy Schutte (Drenthe, The Netherlands), Geertje Bernaerts (Karvansera – member of the research team) and Kathleen De Clercq (Kempens Landschap, Belgium)

Gwenaëlle Bourdin explains the reason of this work meeting: It is to understand the questions right and to clarify some points and make sure of what is expected to be delivered. We agree to record this meeting and process this into a report, only to be used as help for the work on answering the ICOMOS questions.

Cees van Rooijen starts by asking one by one the questions:

- 1. What would be the best form and level of detail to answer the questions of ICOMOS?
We now think of a document of between 20 and 25 pages text, supplemented with
illustrations, maps and annexes.**

Susan Denyer: It is certainly not intended that you will deliver 100 pages or so. You just have to deliver enough to bring out more clearly the details and the arguments. It's not about length, but about specific details and arguments. 20 till 25 pages seems fine, excluding maps and so on. It depends on how much new material you want to bring in, that's part of the question. We do not want to rehearse what we already know. It's about extra information. New arguments and details. Because of the nature of the questions, the maps and diagrams are quite important in this part. That sort of data can tell a lot and can spare a lot of words.

Cees van Rooijen: Do we answer question by question? Or a combined text?

Susan Denyer: Question by question seems appropriate. If there is an overlap between the questions you can point that out. There is no need to rehearse that again.

Broadly speaking, it is about new information, but if you intend to revise the dossier to some point, you need to have an eye to that. Make clear what you're adding, how it relates to the dossier, how it works together. It has to be connected. We need clarity where we think the details are missing or when the arguments could be strengthened.

Gwenaëlle Bourdin: Please bear in mind that we will share the information with our international experts we have started to identify, in order to get their views, opinions and arguments on everything that will be provided by you. It will be useful also for the advisory mission. Certainly through this process you will

recycle the information and it will be a recycle work in process towards the outcome and to revise the dossier.

It is important to give enough context and make links to the nomination file. Don't split fully the dossier and the extra information. Maybe there is information of the dossier you want to include or add a new perspective. Use the information to highlight the broader context.

Gwenaëlle Bourdin: There is some overlapping, a package of questions. There is the broader context, role and evolution of each colony. So you could organize the answers in package of questions.

Susan Denyer: The questions are meant to be logical. They go from more general to more specific and there is a natural package in the order of the questions.

Cees van Rooijen: What do we do with notes/scientific sources references? This question relates to question 2.

- 2. We have quite some scientific evidence in the shape of archival material, historical sources in the Dutch language. In our documentation, we will translate short essential parts. We must however point out, that it is not possible for us to translate it all, but we will of course provide you with all relevant material.**

Susan Denyer: It would be very helpful to have a narrative summary of all the evidence that exists and then references to all that. We do not want the raw evidence. The summary must be in a way that expresses the arguments so we can see where it all comes from. We understand that you can not translate all of the sources. But we need some idea of what is out there and what are the ideas it is founded on. It will be a good proposal if you can translate a few and that we can see where the arguments come from.

- 3. In question 10 you mention 'altruistic ideals of the Enlightenment'. Could you clarify what is exactly meant here? As some ideas of the Enlightenment e.g. ideas about political economy and economic liberalism were not altruistic at all.**

Susan Denyer: If that is not the case, we need you to say it. This comes back to the underpinning of the foundation of the Colonies. What were the ideas and ideals upon which they were based? It didn't come from nowhere and they were linked to many other ideas that were rumbling around in Europe at that time. They were rather more than practical answers to poverty – we try to get to the bottom of this, particularly the relation between free and unfree Colonies.

- 4. In question 5 you mention 'vistas'. What is exactly meant here?**

Susan Denyer: This came out of the original dossier. In the dossier a lot of attention is paid to the views, the avenues, structure of the roads,... It would be helpful to have a fuller understanding of all the components of the Colonies, how are they related to each other. They are part of a functional whole. Were there aesthetic considerations in the planning of these settlements? Did this come into it, the idea that they were creating harmonious landscapes in some way?

- 5. Question 9 is about the systems. There is a part that confuses us: 'It is appreciated that these other systems came later. What do you mean with the system? Poverty reduction in general? Or do you mean the Colonies – agricultural home colonies?'**

Susan Denyer: The 'system' that is meant here is 'poverty reduction, poverty alleviation that the colonies are about. The Colonies of Benevolence are one of the earliest examples of poverty reduction in Europe. Then there were others, e.g. in France, that took a slightly different approach. It is important to see and position what was happening in the Colonies in relation to elsewhere in Europe and why the Colonies in the Netherlands were different of those developments. There was a different approach from English and French systems in particular. There were similarities but profound differences as well. It helps to

explain why they are interesting, why they are potentially outstanding if you're going to compare them more closely to what's happening in other countries. Systems means the whole approach, to poverty alleviation in terms of colonies, workhouses and so on, in the urban areas that were causing far reaching problems. There was a fundamental shift, towards a more institutional system than people taken care of in their own communities. This was something new in Europe and it was a Europe wide problem with different solutions. So you have to see it in that bigger picture.

6. We would like ask you something about the planning.

Cees van Rooijen: First about the visit in May. In the Netherlands there is a vacation period in the beginning of May. Our proposal for the visit is the 13th till 16th of May. In this period it is possible for us to have everyone there. We understand if that's not possible for you but maybe you can take it to the experts.

Gwenaëlle Bourdin: The mission experts are not yet consulted so we will definitely take this into consideration when we invite the experts.

Cees van Rooijen: The other question is about the workmeeting in march.

Gwenaëlle Bourdin: The aim of this meeting is to discuss if it is necessary to get additional information. Maybe that will be necessary. The week of 11th march is in fact a very difficult period for us. In this week there will be an ICOMOS panel. So if that's okay for you, this workmeeting will be in the week of 18th march. Perhaps it will be useful if you send us some data during this week that you are available.

Cees van Rooijen: Meeting in May is about exchange of information?

Gwenaëlle Bourdin: Yes, but if something pops up, we can change it later.

Cees van Rooijen: And if we have questions In the meantime, we contact Apsara Sanchez?

Gwenaëlle Bourdin: Yes.

Annex 5: ICOMOS Note Bis

COLONIES OF BENEVOLENCE, BELGIUM, NETHERLANDS

Further question for the States Parties

From the information provided in response to ICOMOS questions, the background and context of the Colonies of Benevolence is now much clearer and as is the way ideas associated with them were linked to a wide European network of eminent thinkers and social reformers. Also its influence had become more prominent and precise. Thus the basic intellectual justification for the Colonies of Benevolence is now set out very adequately.

What is also clearer is the timespan within which the original social/agricultural purpose of the Colonies of Benevolence can still be understood to have prevailed and when they still had their societal and political relevance— and that this is different for different colonies.

In terms of the overall landscape layout of the colonies and how they were planned, the succession of maps provided demonstrates well their overall form and changes over time. For the most part, this formal grid layout largely survives, but with changes of land-use way from agriculture in some areas and with the farmland being overlain by modern developments in some other places. At a macro scale the information provided is adequate.

Where ICOMOS still lack sufficient precise information is at the level of ensembles of buildings in each of the colonies, in relation to what existed during the time the colonies were flourishing, which of those building ensembles still exists now, whether and how they have been altered, and what has been added since.

If the colonies are to be seen to reflect the ideas and ideals of their founders and how these evolved in the 19th century, it needs to be clearer how the surviving ensembles of buildings can convey those messages.

As stated in the additional information, the layout of the colonies was very precise and the buildings constructed reflected the daily schedules of the people and the kind of crops that were grown. The architecture allowed the mechanisms of the society to deliver its social purposes. Although these purposes were similar for all colonies, each developed in a slightly different way and within different time frames, as van den Bosch made clear: ‘written instructions [were to be seen] as guiding principles... these would repeatedly have to be adjusted according to the concrete situation.

The whole plan was symmetrically arranged with family farms in the middle of individual parcels in the free colonies, and in the unfree colonies large plots worked in groups and communal housing, all connected by paths, roads and canals.

Apart from the family houses, the other buildings formed a centralised ensemble or ensembles consisting of the necessary component parts which were:

- Communal housing
- Houses for the staff
- Communal buildings/ central institutions
- Farm buildings
- Religious buildings
- Schools
- Workshops
- Grave yards

What would be helpful is for further information to be provided on a colony by colony basis to allow an understanding of precisely what survives of these ensembles from the periods during which each of the colonies can be seen to be active in relation to their original aims, what has been lost and what has been added since. And if to this could be added precise details of the survival of the original dispersed family houses.

If this could be provided on a series of annotated plans of the central areas of each colony, showing:

1. The ensemble of buildings and where each of their individual components were sited when the colony was flourishing (with an indication of the dates of construction);
2. What has been lost;
3. What has been added

This could help with an understanding of the sequence of development and change, whether the coherence of what is set out for 1 is still visible, whether the ensemble can still be read for their precise, disciplined layout, and whether individual component buildings still reflect the hierarchy and prestige which their designs encapsulated.

The table on page 244 of the Nomination dossier provides a few of these details but as these are not set out in plan form it does not allow a clear understanding of the integrity of each colony.

This analysis as a whole could help clarify how each of the individual colonies is seen to contribute to the proposed series as a whole.

ICOMOS 20th March 2019

Annex 6: Terms of Reference of the Advisory Mission (May 2019)

ICOMOS Assistance Process

Colonies of Benevolence (Belgium, Netherlands)

Advisory Mission – Draft Terms of Reference

Background

In 2017, the States Parties of Belgium, Netherlands submitted a nomination for "Colonies of Benevolence". The ICOMOS recommendation was that the property be deferred. The World Heritage Committee, in its Decision 42 COM 8B.25, decided to refer back the examination of the nomination and encouraged the States Parties to consider seeking ICOMOS' advice:

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.*

Following the World Heritage Committee decision, the States Parties of Belgium and the Netherlands requested ICOMOS to assist them with the re-scoping of the nomination and engaged an Assistance process.

On 21 January 2019, ICOMOS provided the States Parties with a note requesting additional information supplementary to the original nomination dossier.

On 4 March 2019, the States Parties submitted the additional information, which provides background details to the development of the Colonies of Benevolence and highlights the distinctive way in which they operated in comparison with poverty alleviation measures in other countries of Europe at the same time.

Thus we have clear details of what the colonies were trying to achieve. Although details were provided in the nomination dossier on 19th century modifications to both buildings and landscape, what remains less clear is how what remains on the ground reflects the precise initial and later development of individual Colonies. The States Parties have been asked to provide further details on this aspect before the Advisory Mission.

Purpose of the Advisory Mission

The main purpose of the Advisory Mission is to explore for each of the seven Colonies what remains today in relation to what was built and modified in the 19th century, as well what was further modified in the 20th century, and whether their 19th century layout can still be understood and appreciated today.

This should help inform a decision on the choice of possible component sites in any future serial nomination.

Scope and activities of the Advisory Mission

- Undertake field visits to each of the seven Colonies in order to understand and document what remains of the ensemble of 19th buildings and what remains of the 19th layout of the surrounding landscape;
- Provide views on the integrity of each of the Colonies and on their authenticity in terms of how well they reflect their original purpose and the ideas behind their foundation;
- In particular, provide an assessment of how far present day institutional use of the main buildings in four Colonies impacts adversely on authenticity and integrity;
- Based on these views, suggest where the delineation of the boundaries might lie for each of the seven Colonies;
- Provide a view on what buffer zone might be appropriate for each of the Colonies and how they might support the main areas (i.e. would they provide purely visual support or encompass other dimensions);
- Provide views on the integrity and authenticity of the series of seven sites as a whole;
- Consider the management and protection for each of the colonies and whether it is adequate; and include an analysis of any threats beyond those mentioned in the first evaluation;
- Provide views on the way the Colonies are presented and how their interpretation might be improved;
- Add suggestions on any changes that you consider might be beneficial to individual colonies in the short and medium term.

Annex 7: Advisory Mission Program (May 2019)

Programme ICOMOS Advisory mission 14 – 17/5 2019 COLONIES OF BENEVOLENCE	
BELGIUM	
Tuesday 14/5	
12.30 – 15.30	Opening meeting; acquaintance and expectations + a brief presentation on the overall management and protection mechanisms of the Colonies Location: Merksplas (Antwerp-region) Defining the programme of the day (suggestion of buildings and places to be visited)
15.30 – 19.00	Field visit/discussion Merksplas (VII) Wrap up
19.00 – 20.30	Dinner with members of the Steering group
21.00	Hotel (B)
Wednesday 15/5	
9.00 – 12.30	Defining the programme of the day Field visit/discussion Wortel (V)
12.30 – 15.30	Transfer Wortel (B) – Ommerschans (NL) Defining the programme for Ommerschans
THE NETHERLANDS	
15.30 – 19.00	Field visit/discussion Ommerschans (IV) Wrap up
19.00 – 20.00	Transfer Ommerschans/Veenhuizen
20.00 – 20.15/20.30	Hotel Veenhuizen
20.15/20.30 – 22.00	Dinner in Veenhuizen
Thursday 16/5	
8.00 – 9.00	Breakfast with members of the Steering group
9.00 – 16.00	Defining the programme of the day Field visit/discussion Veenhuizen (VI)
16.00 – 17.00	Transfer Veenhuizen - Willemsoord Defining the programme for Willemsoord
17.00 – 19.30	Field visit/discussion Willemsoord (III) Wrap up
20.00 – 21.00	Dinner in Willemsoord
21.30	Hotel in Veenhuizen
Friday 17/5	
8.00 – 9.00	Defining the programme of the day.
9.00	Check-out Hotel Veenhuizen
9.00 – 10.00	Transfer Veenhuizen - Frederiksoord, Wilhelminaoord (I, II)
10.00 – 15.00	Field visit/discussion Frederiksoord, Wilhelminaoord (I, II)
15.00 – 18.00	Wrap up meeting
18.30 – 20.00	Dinner Frederiksoord, Wilhelminaoord
20.00	Transfer to railway station Steenwijk
20.45	Departure train to Amsterdam
Way of transport between the Colonies: minibus	

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Annex 8: List of Figures

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