

# State of the Art of Zuid-Holland

Authors

*Association Regio Water  
with contributions by Province of Zuid-Holland*

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provincie **HOLLAND**  
**ZUID**

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# **1. Introduction**

The province of Zuid-Holland, being a delta, has a lot of water and waterways. The process of land cultivation had left the province with many waterways. These were used for transport of people and goods before roads and railways took over. To gain the land the Dutch used windmills, pumping stations and sluices. All of which are now part of the cultural and natural historical heritage of Zuid-Holland.

The main focus of the SWARE project (Sustainable heritage management of Waterway Regions) is to foster integrated management of natural and cultural heritage within inland waterway regions. This project aims to improve the partner regions' related policy instruments in order to create a better balance between the protection and sustainable exploitation of the natural resources and the built heritage sites. SWARE supports interregional policy learning of the partner organisations related to their common problems identified in the field of heritage management. The interregional learning process is divided into two stages: analysis and good practice transfer.

The analysis stage serves to refine the thematic assumptions identified during the project development through regional State of the Arts inventorying. This information is necessary to improve the policy instrument described in the State of the Art. These knowledge needs are either relevant for all partners or for only a few of them.

The State of the Art as it is presented in this report, serves as an important input for the continuous dialogue with the stakeholders involved in the field of sustainable heritage management in waterway regions. It does not serve as a policy document, and it has not been discussed as such.

## **1.1 Methodology**

The State of the Arts is divided into three parts: the regional analysis, the analysis of the policy and the identification of reference projects. First the regional analysis will be drawn up. This will be done based on a literature review. The regional analysis addresses at least the following parts: geographic analysis, socio-economic analysis, governance analysis, tourism and culture, natural heritage, water network and a SWOT analysis of the region. This information originates from the website of the province of Zuid-Holland, policy documents and publications of municipalities in the region.

Subsequently, an analysis shows the strengths, weaknesses and learning needs of the policy instrument. This analysis has been done through a literature review and expert consultations.

The reference projects have been analysed through literature studies. Other information will be found through the companies' reference project websites and via expert consultations.

To guarantee the quality during the project there are a number of conditions which research must comply by. These conditions are mentioned below and differ by objectives (Valck, 2016).

<b>Intersubjectivity</b>	During the consultation of experts and the field work, it is important that the information is correctly interpreted. To do this as well as possible, two people interpret this information and come to an agreement.
<b>Peer-reviewed articles</b>	To make sure that the literature comes from good sources, it is important to use as many peer-reviewed articles. If these items cannot be found, it is important that the sources are properly investigated.
<b>Triangulation</b>	To ensure that information obtained by references a literature search or through an expert, this information should be compared.
<b>Logbook</b>	To ensure that no mistakes can be made of the interviews, all data must be kept in a logbook.

## 1.2 Definitions and acronyms

**Policy instrument:** Visie Ruimte en Mobiliteit (VRM) is a vision at provincial level and contains the outline of the Spatial Policy.

**Water authority:** Waterschap, a government organization responsible for the water management in a given area.

**Rijkswaterstaat:** The executive agency of the Ministry of Infrastructure and Environment in the Netherlands.

**Rijksdienst voor Cultureel Erfgoed (RCE):** National Office of Cultural Heritage, a national agency focused on heritage policy.

**Green pressure:** Ratio between the number of people aged 0-19 years and the number of people aged between 20-64.

**Grey pressure:** Ratio of people aged 65 and older, and the number of people aged between 20-64.

**CPB:** The Central Planning Bureau (CPB) is a research institute that makes economic policy analysis.

**DNB:** De Nederlandsche Bank (DNB) is the central bank of the Netherlands.

**Natura 2000:** Natura 2000 is a European network of protected areas in the territory of the Member States of the European Union.

## 2. The regional context

This chapter will give a brief description of the territory of the policy instrument. First, the geo-institutional context is described. Secondly, the social economic context is analysed. Then, the governance system and the tourism in the area and lastly, the strengths and weaknesses of these subjects are complemented with a list of knowledge needs.

### 2.1 The geo-institutional context

The policy instrument, the Visie Ruimte en Mobiliteit (VRM) was developed by the province of Zuid-Holland. Therefore, the scope of the policy instrument is directly linked to the borders of the province, which are visualised in figure 1.



Figure 1, Province of Zuid-Holland and the overlap with the policy instrument (Zuid-Holland, 9 juli 2014).

The landscape of the province of Zuid-Holland varies from the dunes directly adjacent to the coastline of the North Sea, to the polders (lowlands), lakes and waterways in the centre and more firm meadow lands towards the east.

The southwest of the province is part of the Rijn-Maas delta. The so-called Randstad, which consists of the big cities and urbanized areas in Noord-Holland, Utrecht and Zuid-Holland, is the most important conurbation of the Netherlands. The eastern part of Zuid-Holland has a very open countryside and is therefore called The Green Heart. In the south of the province there are multiple islands located which are largely rural and open. In total the area covered by the policy instrument is 3.418,50 square kilometres, of which 2.814,69 square kilometres land and 603,81 km<sup>2</sup> square kilometres water.

There are three main landscapes in the province of Zuid-Holland: *the moorland*, *the river landscape* and the *coastal landscape*. These different landscapes are visualised in figure 2.

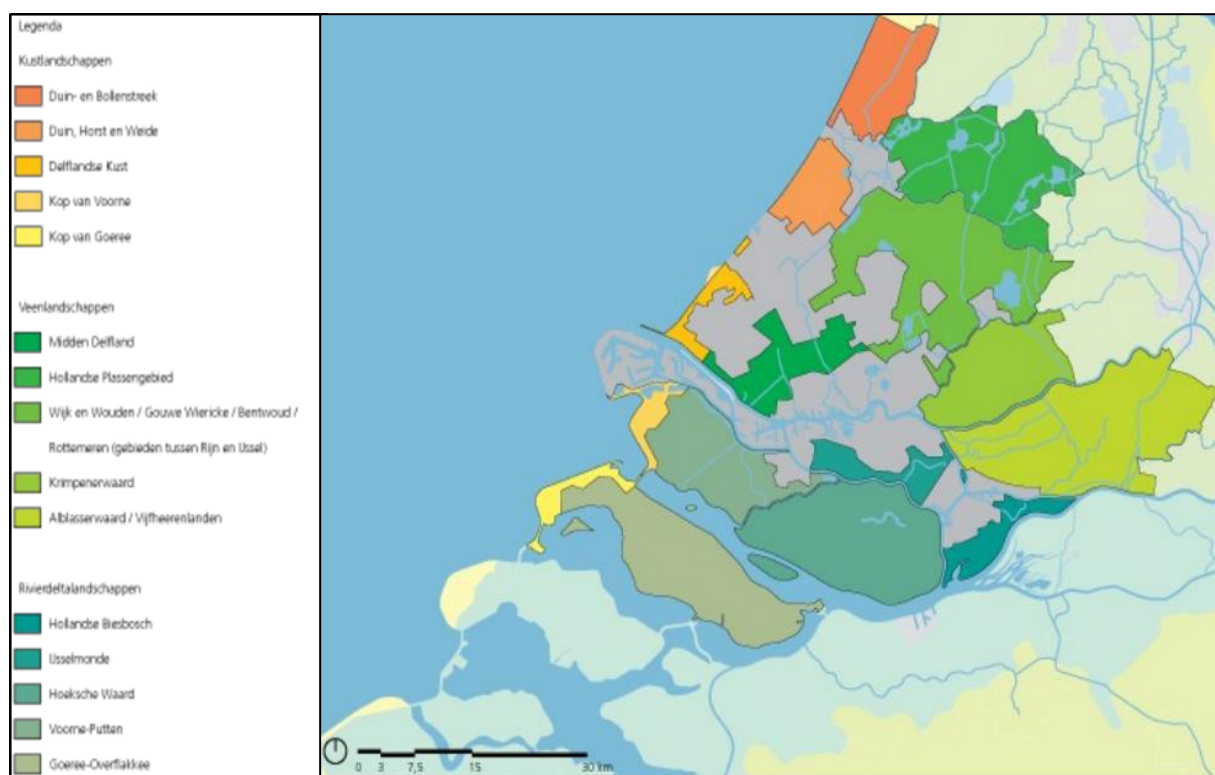


Figure 2, Moorland, river and coastal landscape of Zuid-Holland (Zuid-Holland, 9 juli 2014).

The moorland is largely in overlap with the Green Heart. The characteristics of this area are the wetlands and its open character. In addition to that, the moorland is known for its diversification of peat meadows, rivers, storage basins, ponds and reclaimed lands. Lastly, the area is massively representing cultural, historical and ecological value. This makes the moorlands attractive as a recreational and touristic area.

The river landscape is known for its innovative agricultural, recreational and scenic values. Traditionally multiple industrial sites were located along the banks of the rivers. Many of these sites are now transformed into urban/residential sites. The economic sector is dominant around the agriculture of the Hoeksche Waard and



Goeree-Overflakkee. Besides that, the delta ecosystems and the associated heritage and waterrecreation are also important for the river landscape in the province of Zuid-Holland.

The coastal landscape is, more than other large landscapes, characterized by urban areas, nature and dunes. Preserving the quality of the dunes and the estate zones is, in view of biodiversity and coastal safety, prioritised by the province of Zuid-Holland. This goes together with water extraction inside dune areas. The coast between Hoek van Holland and Scheveningen is naturally protected and expanded by the Zandmotor<sup>1</sup>. For the economic sector in the entire coastal zone, tourism is a key priority. The coast is an important vehicle for the strengthening of the business climate in Zuid-Holland. Therefore, proper zoning and the connection with the wide variety of urban, economic, cultural, historical, landscape and ecological qualities must be the main focus.

The Netherlands is partly below sea level, which is shown in figure 3. More than half of the province of Zuid-Holland is below sea level. Nevertheless, the province is not flooded. This is because the lands are protected by dunes and dikes. The lowest point of the Netherlands is 6.76 meters below sea level. This point is located in the town Zuidplas in Zuid Holland (Waterschappen, 25 september 2016).

Typical parts of the Netherlands (but also present in other countries such as Belgium and England) are polders. Polders are lower than the surrounding watercourses. Quays ensure that the water will not flow into the polder. If it rains and the water level is too high in the polder, the water is pumped to the surrounding conduit (ring canal, channel). From the canal the water is pumped to the river or the sea (Floodsite, sd).

Nederland onder zeeniveau  
Bij 0 NAP

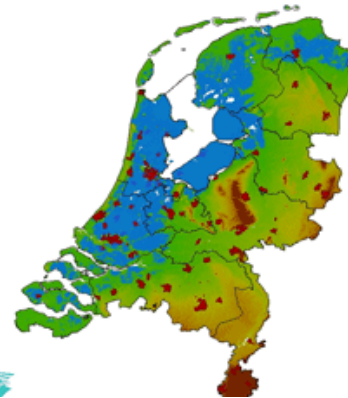


Figure 3, Heightmap of the Netherlands.

## 2.2 Socio-economic context

The province of Zuid-Holland has a total of 3,62 million inhabitants. The two major cities, Rotterdam and The Hague, have respectively 633.000 and 522.000 inhabitants. Other cities which have a population of 100.000 inhabitants or more are: Zoetermeer with 124.107, Leiden with 122.561, Dordrecht with 118.801, Alphen aan de Rijn with 107.960, Westland with 104.960 and Delft with 101.034 (Statistiek, 2016).

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<sup>1</sup> The Zandmotor ("Sand Motor") is an experiment in the management of dynamic coastline. More information can be found at <http://www.dezandmotor.nl/uploads/2015/09/280778-factsheet-zandmotor-engels.pdf>.



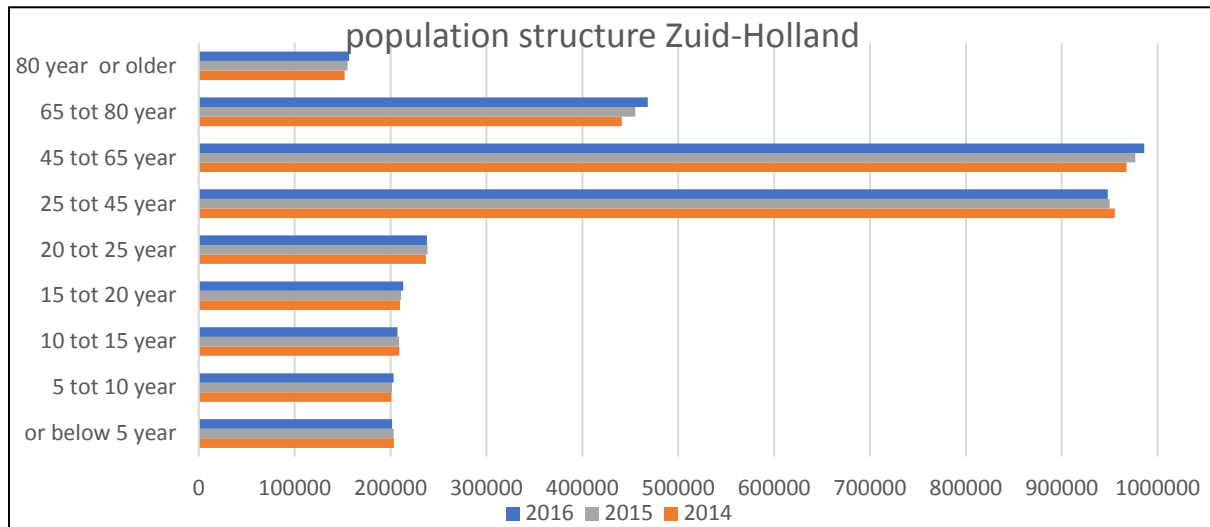


Figure 4, Population structure in Zuid-Holland (CBS, 2016)

The population changes in Zuid-Holland are quite characteristic for the ageing of The Netherlands. Figure 4 shows that the amount of people aged between 45 and older is increasing and that the amount of younger people stays unchanged. The green and grey pressure shows the ageing process in the province very adequately. For every 100 people aged between 20-64 in 2014, there were 27,5 people aged older than 65. In 2016 this number rose to 28,8. This shows the rising ratio called grey pressure. In the same period of time, the green pressure, which is the ratio between people aged between 0-19 and people aged between 20-64, stayed the same.

In the Netherlands, the percentage of people from ethnic minorities is about 11 percent. In Zuid-Holland that percentage is 30%. According to the CBS, ethnic minorities especially live in metropolitan areas and in places where there is a high percentage of job opportunities. In figure 5 the population origin of Zuid-Holland is visualized. In Rotterdam, the percentage of inhabitants with a non-Western migration background is, according to figures published by Statistics Netherlands in the annual report Integration, 39.9%. This means that more than one out of three inhabitants of Rotterdam are of non-Western origin. In The Hague this percentage is 31,9 (Dichtbijn, 2013).

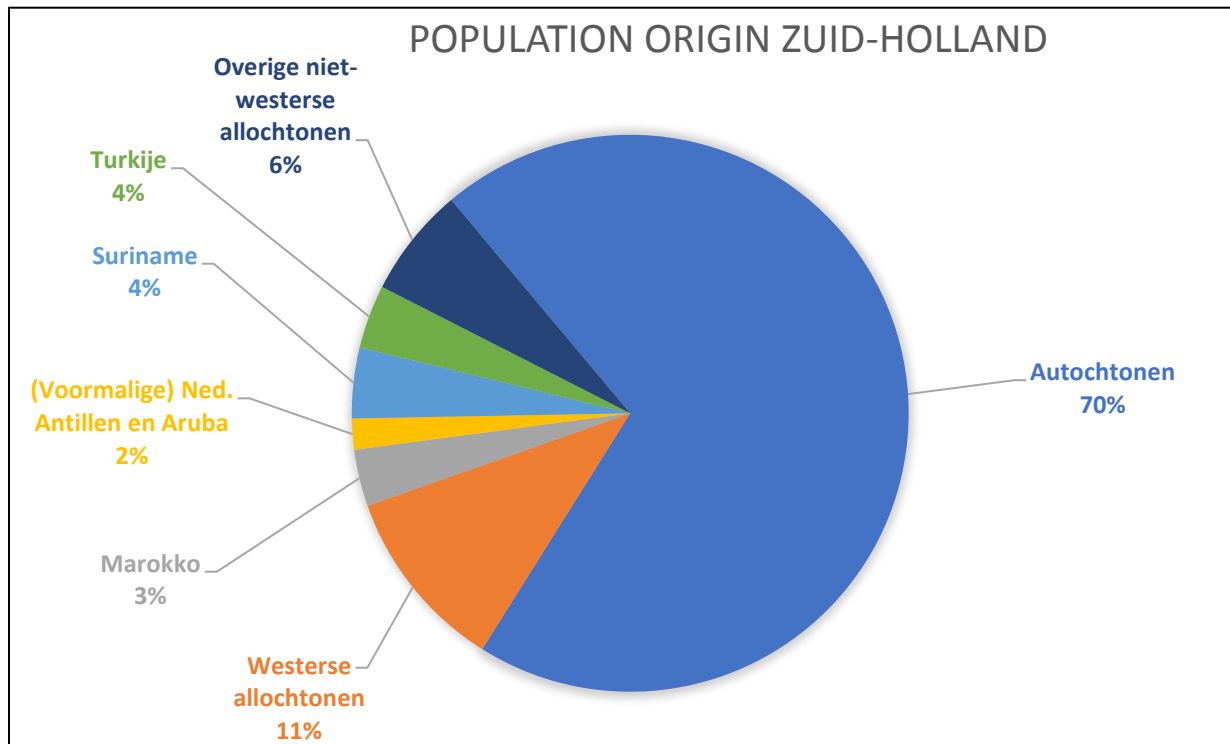


Figure 5, Population origin of Zuid-Holland 2016. (CBS, 2016)

In the Province of Zuid-Holland population growth is one of the key elements to take into consideration in the development of new policies. In general, population growth is a development that can be considered as an external factor, as the province has no direct effect here. Over the past ten years the population has only increased. This can be seen in figure 6. Secondly the migration balance was above zero in the past seven years. This means that there were more immigrants than emigrants in the province of Zuid-Holland and this caused an influx in population figures. The Province expects to have a total population of 3.72 million in 2020. In 2030 this will be 3.87 million, and finally in 2040, 3.96 million people (Zuid-Holland, Demografie, 2016).

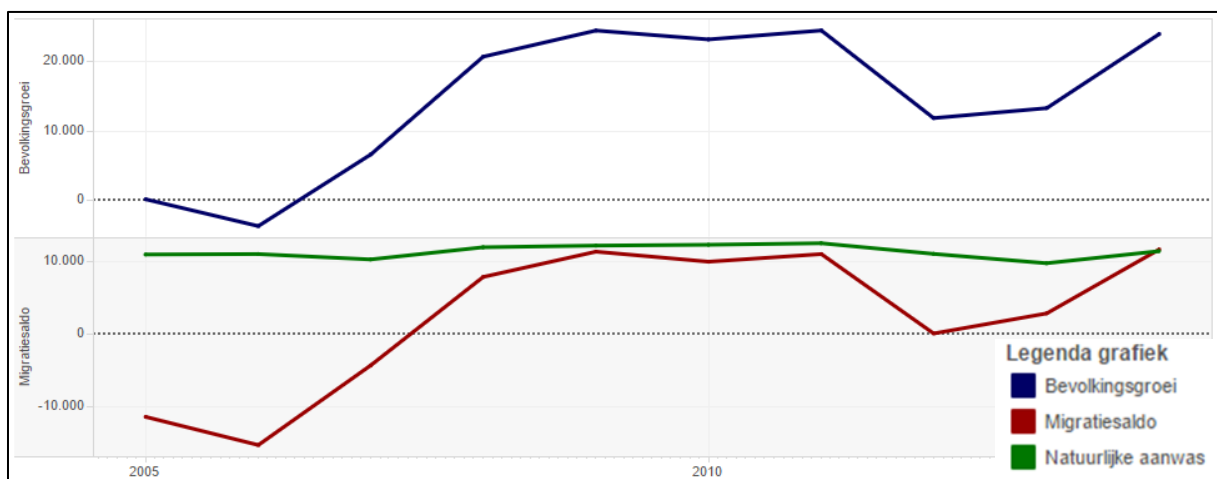


Figure 6, Population growth, migration and birth from 2005-2015 (Zuid-Holland, Demografie, 2016).

The increase of the total population effects the population density. In 2014 there were 1275 inhabitants per square kilometer in Zuid-Holland. In 2016 this increased to 1287 inhabitants per square kilometer. Secondly, there is still a sign of urbanisation in Zuid-Holland. Table 1 shows the urbanisation proces from 2014 till 2016. This movement to the big cities also causes a higher density in the already highly urbanised cities. For example, the density of the cities of Rotterdam and The Hague. It is respectively 2960 and 6344 inhabitants per square kilometer (CBS, 2016).

	Urbanisation Class		
Time	Urban	Suburban	Rural
2014	1.447.140	509.750	251.290
2015	1.490.960	491.550	238.570
2016	1.509.800	489.510	237.340

Table 1, Number of people in urbanisation classes 2014-2016 (Statistiek, 2016).

The province of Zuid-Holland is the largest contributor to the gross national product. An important part of the employment in Zuid-Holland is in the wholesale and retail sector. The expectation is that unemployment is not over yet, but it passed its peak. CPB and DNB recently published reports with information that unemployment will hardly diminish until 2017.

The Netherlands had a gross domestic product (GDP) of 662,77 billion euros in 2014. The 2008 economic crisis had a huge negative impact on the GDP. Only in 2011 did the GDP finally recover to the point of before the economic crisis. After 2011 the GDP increased every year with an average of 1,1%. The Impact of the economic crisis on the GDP per capita was bigger. In 2009 it was 38.865 euro, in 2009 it decreased to 37.357 euro. It took five years to recover to the point of before the crisis. After that it increased to 40.065 euro in 2015.

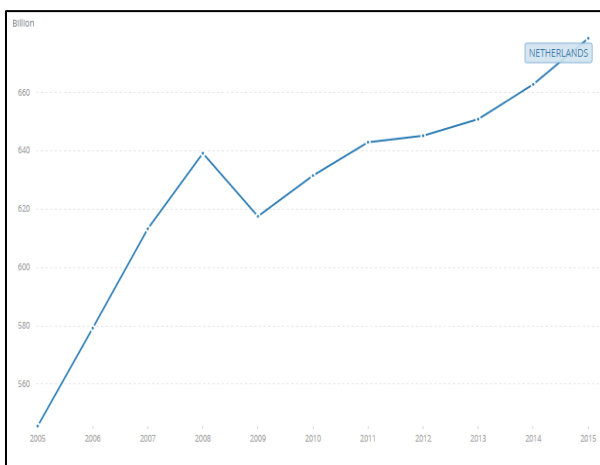


Figure 7, GDP of the Zuid-Holland

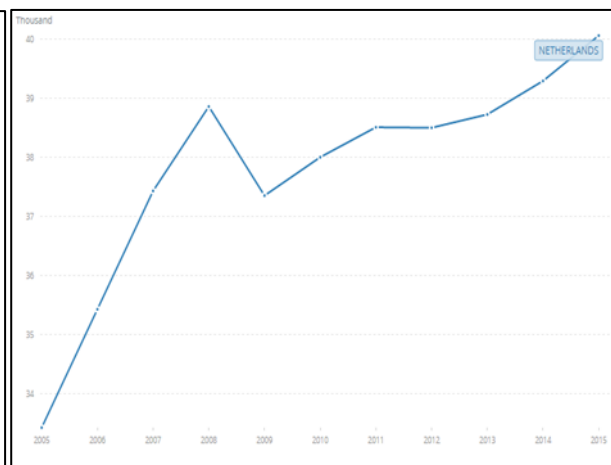


Figure 8, GDP/capita of Zuid-Holland

In Zuid-Holland the GDP was 141,76 billion euros in 2014. This amount is more than a fifth (21%) of our GDP in the Netherlands, thus most of our GDP is earned in this province. This is partly because many companies are located in and around Rotterdam and The Hague. The activity in and around the port of Rotterdam and the export of fruit and vegetables from Westland adds to the Dutch economy (ING, 2014). The GDP per capita in Zuid-Holland was lower than the average for the Netherlands. In 2014 it was 39.703 euro.

In 2014 the economy of Zuid-Holland grew by 1.5%. Thus, the region scored above the Dutch average of 0.9%. Despite the above average growth in 2014, Zuid-Holland was still behind. In the period 2010-2014, the volume of the economy in the Netherlands remained in balance, but declined in Zuid-Holland by 1.5%. Nevertheless, the impact of Zuid-Holland on the Dutch economy is still comprehensive. For every euro that the Netherlands BV earns, 21 cents come from the province.

Zuid-Holland houses the most top sector branches of the Netherlands. Top sector companies in Zuid-Holland employ almost 380,000 people, 19% of the total amount of jobs in the top sectors. Three big sectors are mostly concentrated in the province of Zuid-Holland. Of the amount of jobs in the sector Water and Delta Technology, 33% is located in Zuid-Holland. For the Energy sector, 28% and for Horticulture, 27%. Companies in the top sectors are spread across the entire region, with Rotterdam being the largest hub. The largest top sector is High Tech Systems and Materials. In this sector around 8.900 companies provide nearly 92.000 jobs. It also provides an important pillar of competitiveness to the other top sectors. In figure 9 the employment per region is visualized (Nieuwenhuyzen, 2015).

The economy of Zuid-Holland is in transition. First of all, the port of Rotterdam is changing from a traditional economy into a knowledge-intensive complex, based on (information) technology, green materials and smart services. Secondly the horticulture sector renews and preserves to maintain its position as the largest hub in the world of manufacturing and trading fresh produces. The knowledge infrastructure and business services play an increasingly important role in the development of innovative economic activities (Nieuwenhuyzen, 2015).



Figure 9, Employment in the top sectors in Zuid-Holland

## 2.3 Governance

The governance system of Zuid-Holland (and in the Netherlands) is built on four main pillars: European government, central government, provinces and municipalities. Beyond these four levels of government, there are other organisations, with specific tasks: Water authorities for example have specific tasks to take care of sufficient water, protection against flooding and so on.

The central government makes policy, implements European regulation, passes laws and is responsible for the control of the compliance with the law. In addition, the government prepares plans and executes these plans on a national scale. The central government is divided into several organisations. Two organisations which are particularly relevant for this project are Rijkswaterstaat and Rijksdienst voor Cultureel Erfgoed (RCE). They execute legislation and government policy relevant to water and cultural heritage.

The National Office of Cultural Heritage carries out regulatory and heritage policies. The National Cultural Heritage focuses on four areas: monuments, archeology, cultural landscapes and collections.

Rijkswaterstaat is the executive agency of the Ministry of Infrastructure and Environment, and works on a safe, liveable and accessible Netherlands. Their goal is to make the Netherlands protected against flooding. A country where green is ample, where there is sufficient clean water and where we can smoothly and safely travel from A to B. Rijkswaterstaat manages and maintains the main waterways outside the diked areas. Other waterway authorities include the provinces, municipalities and water authorities. Rijkswaterstaat grants permits and exemptions to individuals, companies or other institutions and authorities. Projects that influence areas of Rijkswaterstaat first have to follow extensive procedures, such as the m.e.r. procedure. Part of this process is an environmental impact-study for the project, which includes the implications for nature and environment.

The province of Zuid-Holland<sup>2</sup> is an area authority and is responsible for the mid- and long-term vision of the future of Zuid-Holland. The province commits stakeholders and creates spatial-economic conditions. Where necessary, the province uses its influence. For executing the vision of the province, executive tasks will be done as much as possible by other agencies, such as municipalities. As a quality guard the province proceeds independently. The municipal level of government must be mature and self-reliant. The province is in the first place responsible for spatial and environmental planning, for infrastructure in general and for the development of the rural area in particular. They execute their own policy and the national policy made by the state. For example, they can determine where they want to establish industrial

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<sup>2</sup> <http://www.zuid-holland.eu/europe/>

estates. On many issues the province should decide independently. The province supervises a number of national laws made by the state. The province is responsible for the maintenance of provincial infrastructure (roads and waterways of regional importance). At second they realise and preserve nature reserves. At third they supervise the Environment Act for water. At last they supervise the Water authorities and municipalities and represent the common interest. In the future, the province wants to play a new, more innovative role. They can bring stakeholders together and present smart connections. Therefore, the province can do what she does best: stimulate innovation and collaboration. The VRM is the provincial structure as required by the spatial planning law (WRO). Visie Ruimte en Mobiliteit does not offer a definite spatial image. It is a perspective for the desired development of Zuid-Holland. The vision gives certainty on a mobility network that is in order and offers the passenger and the carrier freedom of choice and provides sufficient flexibility to respond in spatial development on social initiatives.

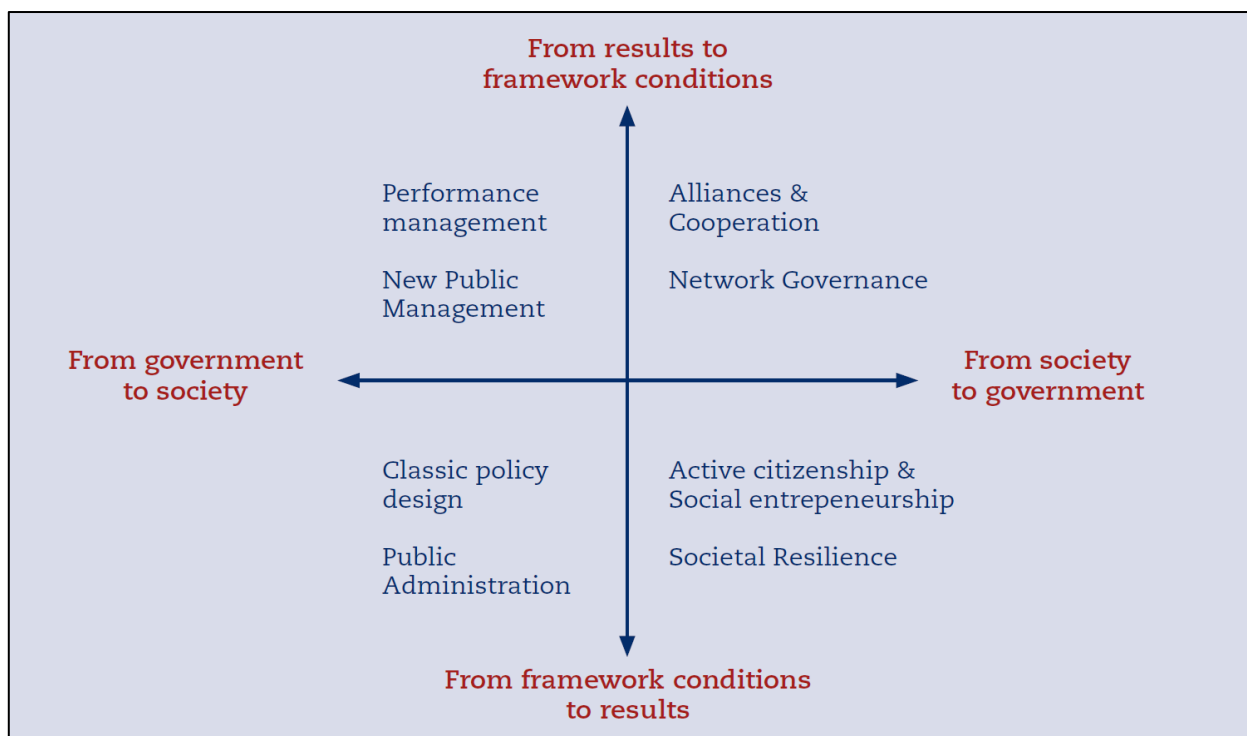


Figure 10, Four Perspectives on Government, Van der Steen et al. (2014)

The public domain is changing. Not so long ago, the different government bodies had quite typical intervention policies in spatial processes and in the development of areas. However, the power of policy instruments for each of the government bodies has diminished and the urge of cooperation to achieve results has increased. Initiatives from society, be it citizens, NGOs or firms, are usually not specifically aimed at achieving different goals from governments, but the results of their work do contribute to (part of) the government goals. On the level of societal benefits there are common grounds to be found between the bottom-up initiatives and the goals set by the government.

The challenge for, among others, the province of Zuid-Holland, is to connect the bottom-up initiatives with their own, and other governments goals and ambitions. The Netherlands School of Public Administration (NSOB) has outlined governance methods that can be organised into a diagram with four quadrants, see figure 10. The vertical axis (between results and framework conditions) of the diagram refers to the emphasis in the government efforts; where does the emphasis of governance lie? On delivering pre-determined and sufficient public results or on creating the required framework conditions? Obviously, the framework conditions must be defined with a view to achieving the envisaged public value. However, looking at the classic texts of the public administration literature and the policy proposals of several decades ago, we see that these devote little attention to the complex reality of implementation. The implementation and attainment of objectives is simply assumed as a given, without devoting any attention to the efforts required to achieve this. Implementation is treated as an apolitical and technical issue, on the evident assumption that the policy intentions can be transformed into effective measures that will inevitably lead to the desired results. Alternatives other than implementation by the government are also completely disregarded. Even today, the approach to governance methods and views on policy are strongly dominated by an emphasis on the discussion about what should be done, how it should be done and what should be achieved. The dominant focus is on creating the required framework conditions, paying scant attention to how the objective can be achieved in the diverse and complicated reality of concrete working practice.

The horizontal axis (between government and society) concerns the involvement of citizens or other stakeholders in the realisation of the government's objectives. Does the government produce public value on its own, or together with others? Can the government operate on its own, or do others have an inherent role to play in the solution, for instance by helping to promote sustainability, advance innovation, reinforce the knowledge economy or expand knowledge valorisation into economic production? Our current thinking is inclined towards the view that the government can define the objectives, but that the policy can only be realised with the aid of other, external parties. The government can support, but cannot implement on its own. On the left of the diagram the government tends to trust itself more than others, on the right there is more room for outside initiatives and more need for cooperation. These two axes lead to a diagram of four fields, which each stand for a different form of governance. These are briefly discussed below.

*Public Administration* (bottom left) is the classic perspective on governance. Back in 1922 Weber already described government as a bureaucracy with a clear division of tasks: politicians produce policies and the bureaucracy implements these without any personal interest or preference. The civil service is in principle neutral and follows the political priorities set by the government above it. In this hierarchical structure,



political ambitions are translated via policy into rules, procedures and the deployment of resources, subsequently leading to beneficial social effects.

In the 1980s the *New Public Management* (top left) approach came to the fore.

Viewed from this perspective, implementing government policy is no longer primarily a question of following rules and/or defining objectives in the proper procedural and democratically legitimate manner; instead, the focus is on an efficient and customer-focused delivery of results. The emphasis is on 'delivery', measurable results, budgets, legitimate outputs and effectiveness and efficiency. Government is organised to deliver results based on business-like performance commitments.

According to this interpretation, governance is primarily a question of making good arrangements about the efforts (input) and the results (output) that are expected in return.

This was succeeded by the *Network Governance* (top right) perspective based on the idea of the networking society. After a period of strong emphasis on quantitative performance measurement, there was a development towards a more integrated and joined-up approach based on cooperation, networking and flexibility. In order to achieve its objectives, the government is forced to 'go outside' and connect with the wishes and initiatives within society. Not just because interaction contributes to the legitimacy of decisions, but above all because experience shows that many of the government's objectives cannot be achieved without far-reaching interaction with social parties. The actors in the network mainly consist of organised networks: umbrella organisations, consultative bodies and other organisations such as cooperatives that enter into partnerships based on agreements, covenants and alliances. Viewed from this perspective, the organisation of the government is characterised by affiliation, dependence and interconnectedness with the broader network. Public objectives are not realised from within the government's own organisation, but in the context of broader-based co-productions with other participants.

Today, more and more voices are urging government to become more hands-off and give citizens free rein to create public value themselves. The theory refers to this form of governance as *Societal Resilience* (bottom right). Government policy is given shape in the context of an autonomous bottom-up movement, social self-organisation, active citizenship and social entrepreneurship. These 'bottom-up' initiatives are essentially unorganised networks; they are unstructured and still lack a fixed shape. This calls for an approach to governance that not only leaves sufficient room for local initiatives, but actually seeks to stimulate these bottom-up dynamics. In this case, government is more hands-off and leaves room for social variety and bottom-up initiatives. It supports these developments where possible and takes corrective or preventive action against any undesirable dynamics (whilst realising that such interventions may not always be easy to achieve). The relationship between these forms of self-organisation and the government is complex. The government must deal adaptively and responsively to these initiatives. It must identify what is

happening and respond accordingly, remove obstacles and create leverage, whilst operating within the constraints of a government organisation that is not always amenable to such a flexible ad hoc approach.

In the context of our present-day network society, government is increasingly acting on the right-hand side of the diagram. Partly in the top right, where the government seeks to forge alliances and partnerships with a view to realising public value together with others, but also in the bottom right, where others take initiatives of their own accord in order to realise public value without direct government involvement. It would, however, go too far to claim that the government is moving from left to right and abandoning its traditional forms of organisation. In some policy fields the government engages with and via networks, but in other fields the government either remains the key producer of public value or at least draws clear boundaries between its tasks and the activities of external parties. The biggest challenge for the government now is to assess the wide range of possible approaches and to choose the appropriate role and instruments for each individual context.

This has consequences for the way in which the government organises itself; where the government engages in co-production with other parties it must abandon its traditional compartmentalised structure and adapt its organisation to the needs of the dynamic outside world. The more government gravitates towards the centre and right-hand side of the diagram, the more it will need to align itself with the nature, form and structure of society. Instead of imposing its own shape and agenda on society, the government must increasingly adjust to the contours of the field in which it operates. Rather than foisting ready-made solutions on society, the government must ascertain how citizens perceive specific issues and shape its organisation to cater to their needs. Policy will thus increasingly become interactive: conceived and implemented with, rather than for, others. The realisation of policies thus depends on the government's ability to make connections with other parties and secure their commitment to shared objectives. The new focus on cooperation also means that government will develop new approaches such as network governance, focusing less on tightly controlled policy-making and implementation and more on managing interactions between parties.

The province of Zuid-Holland is actively searching for new ways to intervene. For the cooperation at the level of nature, recreational use and the development and management of cultural heritage, 'tables' have been organised. At these tables bottom-up initiatives are welcomed and bound together where possible, in order to achieve results beyond each partner's possibilities. These 'tables' are called 'erfgoedtafels' and 'landschapstafels'.

The municipalities in Zuid-Holland are in the first place responsible for all tasks that are directly relevant to its residents. Secondly they supervise some of the national

laws. Every municipality must have a destination plan, in these plans the usage of the areas is visualised.

Unlike provinces and municipalities, which have many different tasks, water authorities are only concerned with the management of the water and care for the techniques/innovations to keep the water under control (water management). These tasks are not isolated, they have several interfaces with other areas such as spatial planning, conservation and environmental management. These are areas in which provinces and municipalities have tasks. A good coordination of policies between water authorities and municipalities and provinces is therefore needed. In addition, the province is responsible for overseeing the functioning of the water authorities. The main task of the water authorities is controlling the amount of water in an area. This task involves for instance the regulation of surface water. The water should not be too high, but also not be too low. This may in part be governed by a proper supply and discharge of water. The government manages the level of the water from the large rivers and the IJsselmeer, while the regional water authorities regulate and monitor the water level. Another responsibility is the concern for water and waterways, this includes the dredging of water and waterways, maintenance and operation of locks and bridges, and care for facings and roadsides. This task creates overlap with cultural heritage and the connection between waterways.

To meet the requirements of the water management of the future of The Netherlands, on December 22, 2009 the Water Act came into force. This law has merged eight old water laws. So, one law rather than all individual acts. No more individual licenses on the basis of various laws, but only one water permit.

The noise produced by a project may not exceed the standard which is written down in the Noise Act. When this happens, Rijkswaterstaat should take measures to minimize the inconvenience. The Flora and Fauna, the Birds and Habitats Directives and the Nature 2000 protect nature, animals and plants, and their environment against the expansion of the infrastructure.

## **2.4 Tourism and Culture**

The aim of this subchapter is to provide information about tourism and culture sectors of Zuid-Holland including water system and water network. Also, the most important natural and cultural heritage, the characteristics of tourism and culture in the region, and the strengths and weaknesses of these sectors will be described and visualised.

### **2.4.1 Natural heritage sites**

The green in Zuid-Holland is of great value to the people of the densely-populated province. It offers space for relaxation, health, food and biodiversity. A pleasant green space is important to the economic competitiveness of the region. The province committed to attractive green areas close to cities, sufficient space for flora and fauna

and a basis for agricultural entrepreneurship. These are themes central to the Beleidsvisie groen (2012), in which the province of Zuid-Holland has described the ambitions for the green space, and the process of coupling bottom up initiatives to provincial ambitions.

Zuid-Holland has many acres of dunes, ponds, willows, grasslands and swamps. Along with the newly constructed natural areas and corridors between areas, they form the provincial ecological structure. In Zuid-Holland the natural heritage is based on the Natura 2000 areas and the National Nature Network

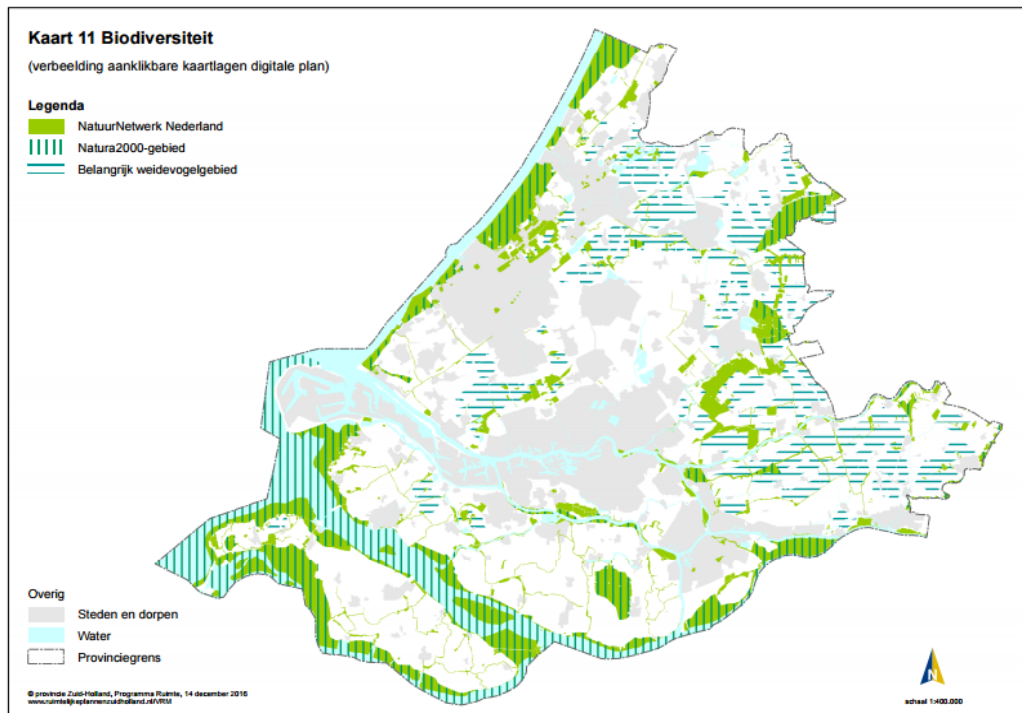


Figure 11, biodiversity in the province of Zuid-Holland

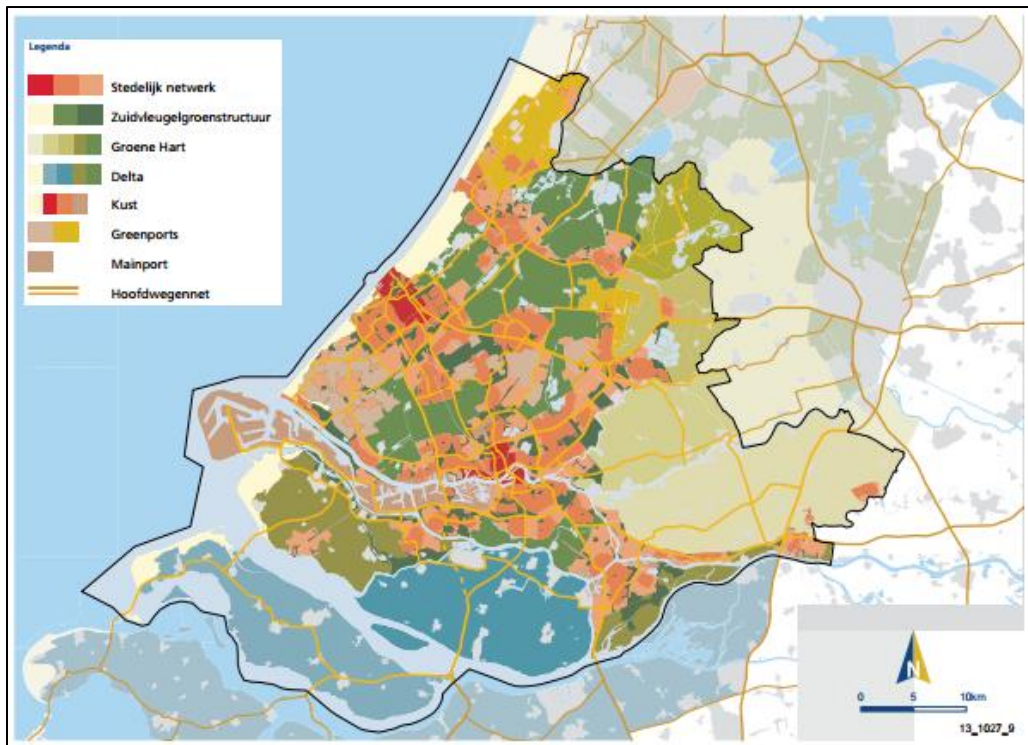


Figure 12, Area structure of Zuid-Holland

Natura 2000 areas with the European ecological network are aimed at maintaining or restoring the natural habitats and habitats of species in their natural range in a favorable conservation status. In Zuid-Holland 23 areas are designated as Natura 2000 areas. These areas can be seen as the 'crown jewels' of nature in Zuid-Holland.

The National Nature Network (NNN) is a Dutch network of existing and newly constructed nature in addition to N2000. The provinces are responsible for the assignment and the development of this natural network. The province of Zuid-Holland designates the nature objectives in the NNN. Each NNN area has a so-called natural target. A natural object describes a certain quality of nature and is used as a verifiable target for a nature reserve. Under Article 2.10.4 Barro there is a general protection regime for NNN areas. This general regime underlines that there should not be granted permission to activities that lead to a significant deterioration, the essential characteristics and values or a significant reduction in the surface or coherence those areas (Onrust, sd).

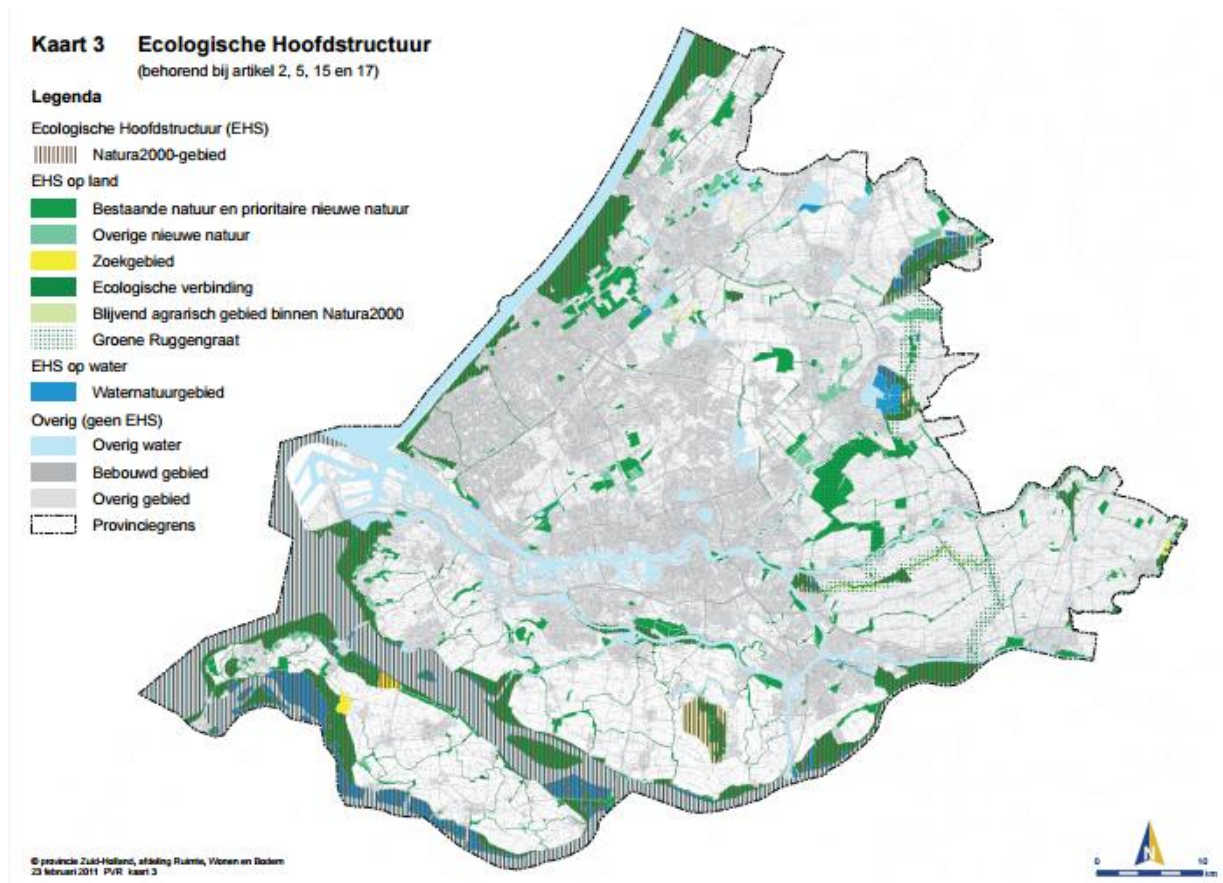


Figure 13, Ecological structure and natura 2000 areas of Zuid-Holland

## 2.4.2 Water system and water network

The province uses the water network of Zuid-Holland as an important carrier of the identity, economy and quality of life for the region. The versatility of the water network offers much potential for better utilization, integration and further development of various qualities.

The North Sea, estuaries, rivers, canals, storage basins, ponds and creeks together, form an extremely varied and coherent network. The different uses (commercial, recreational, fishing) usually go well with each other and the environmental quality. The water network is also a supplier of fresh water in Zuid-Holland. It carries recreational and cultural qualities and the quality of living and working environments. In particular, the large tidal rivers largely determine the identity of adjacent cities.

The province is committed to the integral gain of quality and consistency in the water network, that has to do with water quality, safety, and economical, environmental, recreational and cultural quality, including the dikes. The province also invites parties to contribute to the better utilization and improvement of the Zuid-Hollandse water network. Future investments in the province focusses on further optimization of the (supra-regional) accessibility and enjoyability of the recreational navigation network.

Accordingly it focusses on a better coordination of commercial, recreational and road traffic, in addition to improvements to the water system.

The province wants to encourage water transport. It is important that there is enough room for retained waterways-related activities. The provincial waterways are marked on the map in figure 14. The waterway provides opportunities to increase the spatial quality and accessibility of areas. In conjunction with the policy development for recreational touring and the development of a network that will have a more integral role.

More than 1 in 5 residents of Zuid-Holland are involved in water sports. There are 5.6 million water activities a year. Zuid-Holland is therefore the largest watersports province in the Netherlands. An important part of that is recreational. Some of the cruises will take place on the Basis Recreatietoervaart Netwerk (BRTN). There are approximately 130,000 water recreants making use of this.

It is important for the province to maintain and develop the network of attractive, differentiated and navigable waters consistent with the above mentioned BRTN. The province makes arrangements with water authorities, municipalities and entrepreneurs to enhance this network for the user. The province is only directly responsible for the so-called “provincial waterways” which make up for 143 kilometers, of the 530 kilometers that form the BRTN. A good and attractive navigation network is important to connect towns and the countryside to each other and to realize a well-received outdoor experience.

Zuid-Holland is under active water recreants from the Netherlands, one of the most popular regions. 27% of active boaters made use of the Zuid-Holland area at least once. Friesland and Noord-Holland are the most popular areas for boating in the Netherlands, with Zuid-Holland following closely.

The management and maintenance of historical waterways, based on the waterwet, is for a part the responsibility of the waterschappen (Water authorities), and for a part the responsibility of the province. For the province, the particular waterways marked in the figures, are included in the Visie Ruimte en Mobiliteit. These include the memorable inland waterways that also serve as the backbone of a heritage line, namely: Trekvaarten and Limes (see figure 12 for an overview of heritage lines).



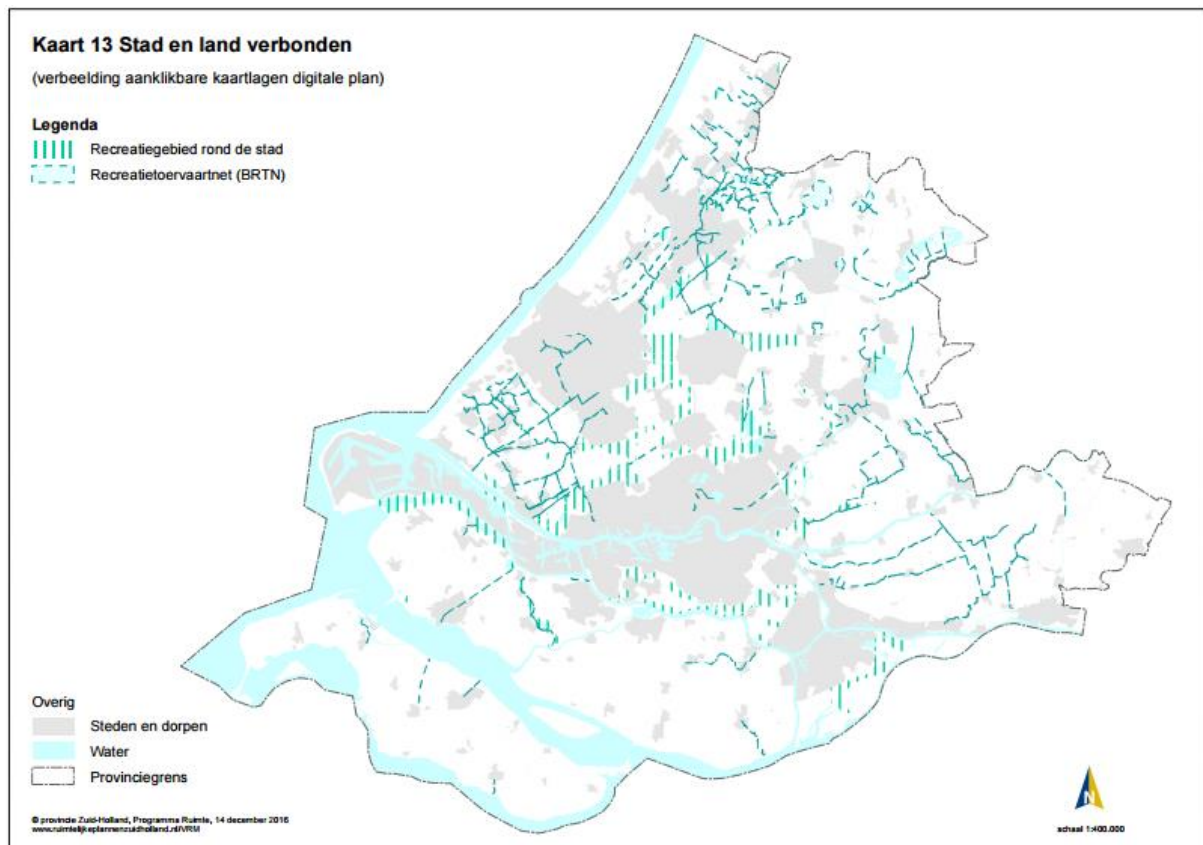


Figure 14, BRTN of Zuid-Holland

### 2.4.3 Cultural heritage sites

The cultural heritage of Zuid-Holland is an important carrier in spatial quality, especially in combination with green and water heritage. It increases the variety and therefore the attractiveness of city and landscape. This added value of heritage promotes the province in various ways: conservation and enhancement of cultural historically valuable structures and ensembles of particular provincial interest and the protection and appropriate spatial development. The cultural, historical and archaeological values are combined in the Cultuur Historisch netwerk (CHS), which forms the basis for provincial heritage policy. The protective spatial policy focuses on a selection of the CHS:

- cultural and historical jewels
- mill and farm habitats
- world (existing and potential)
- archaeology

Cultural and historic crown jewels are unique and highly distinctive heritage ensembles in Zuid-Holland. To this end, we count: the Landgoederenzone, the Kagerplassengebied, the Keukenhof, the key areas of Midden-Delfland and the

Krimpennerwaard, Aarlanderveen, Oude Hollandse Waterlinie, the long villages Meije and Weipoort, the “schurvelingen”-area on Goeree, the windmills of Kinderdijk and the Biesbosch on the island of Dordrecht.

Besides the historic structures and cultural landscapes the province divides cultural heritage in two specific types of monuments: mills and estates. Mills and estates are a characteristic combination of cultural history, nature and landscape. This not only concerns the monument itself but also its environmental value. The above includes planning protection areas (so-called habitats) in the regulation area.

World cultural and natural heritage, that is of unique and universal value, is designated by UNESCO as World Heritage. Zuid-Holland has four (potential) World Heritage Sites: the mills of Kinderdijk, the Roman Limes (former Roman border), the New Dutch ‘Waterlinie’ (Nieuwe Hollandse Waterlinie) and the Van Nellefabriek in Rotterdam. The province encourages the enhancement of the utilization and perception of the heritage. This is combined in seven heritage lines, geo-structures combining different heritage ‘points’ with a strong, historic story. There is no specific protection regime linked to these lines. Heritage lines combine ensembles of heritage, landscape and water, which provides spatial quality and a basis for a large recreational and touristic potential. The erfgoedlijnen in Zuid-Holland are: Landgoederenzone, Waterdriehoek, Atlantikwall, Oude Hollandse Waterlinie, Limes, Trekvaarten and Goeree-Overflakkee. The spatial policy for the heritage lines focuses on the continuity of their character, by maintaining and strengthening the structure, combined with the promotion of contemporary destinations of this heritage. In figure 15 the seven cultural heritage lines are visualised.



Figure 15, erfgoedlijnen in Zuid-Holland

#### 2.4.4 Characteristic of tourism and culture

On an annual basis, nearly one million foreign tourists visited the province for a (short) vacation, worth approximately € 500 million in spending. Around 1.3 million Dutch inhabitants visited Zuid-Holland for a (short) vacation. This is good for a small € 190 million in spending (CBS, 2015).

Tourism is an important factor for the economic sector in Zuid-Holland. The sector is dedicated to develop and strengthen a consistent and top regional tourist offer. International tourism is a growth market. According to the Central Bureau of Statistics (CBS), nearly 14 million foreign visitors - both tourists and business - brought a multi-day visit to the Netherlands in 2014. This represents an increase of 9% compared to 2013. It is expected that the number of tourists and business travellers will grow to 16 million by 2020.

In order to stimulate a sustainable management of tourism in the inland waterway regions and with respect for natural and cultural heritage, two important processes have already been initiated in Zuid-Holland. Both processes aim at making international visitors familiar with the beauty of Dutch natural and cultural heritage, aside from the already famous destinations and hotspots.

First, the Dutch Bureau for Tourism and Congresses (NBTC) has developed the Holland City concept. A part of this concept is the development of several storylines. This development takes place in close cooperation with different provinces and other public and private organizations. These storylines are meant to invite international tourists to get off the beaten track and see more of the Netherlands than just the hotspots.

Supporting the known and introducing the new, two important storylines for Zuid-Holland are the “Holland Waterland”-line and the “Dutch food and cuisine”-line. For both these storylines the story is being built and will be introduced from 2017 onwards.

Second, the Dutch national government has introduced four World Class National Parks. In 2016 relevant parties, have been invited to submit their plans for becoming a world class national park. In a process with a lot of public participation, four parks have been awarded this title. On this total of four, two world class National Parks have been elected in Zuid-Holland: The National Park “Hollands Duin” which covers most of the dunes and the inland behind the dunes along the coastal line and National Park “Dutch Delta” which covers the Rijn-Maas delta for the larger part, including the big waters of Haringvliet, the nature reserve Biesbosch, and the mills of Kinderdijk.

A total of 1.95 million foreign tourists visited the province. Half of this was a holiday or short break (975,000 visitors), the other half was a business visit. The category 'business trip' is not considered further here. The average duration of the holiday was 4.3 nights. The majority came by car to Zuid-Holland (70%), 21% came by plane. The origins of the most important tourist are Germany with 481,000 visitors, Belgium with 167,000 visitors and the United Kingdom with 74,000 visitors. Most tourists stay in a hotel / guest house.

42% of holidays are spent on the coast. 22% of holidays were city holidays and 11% cultural holidays. Most activities undertaken are a walk (67%), visiting a bar/pub (52%) and shopping (48%). The most popular cities were Amsterdam (37%), Rotterdam (35%), Leiden (27%) and Den Haag (18%).

Annually about 1.3 million Dutch spent a holiday in Zuid-Holland. This is 8% of the total number of domestic holidays. This involves 4.8 million overnight stays. The holidays in Zuid-Holland have a reasonable spread throughout the year.

The top three holiday destinations are, the Coast (433,000 holidays), The Hague region (211,000 holidays), and the Green Heart of Holland (199,000 holidays). The beach is visited by 43% of the holidaymakers, 26% visit a noteworthy building and 20% a museum. The total spending of Dutch travellers in Zuid-Holland is approximately €188 million.

Type bezoek	Herkomst	Volume	% van de Ned. markt	Gemiddelde besteding per reis, activiteit	Totale bestedingen	Werkgelegenheid totale R&T sector
Zakelijk verblijf	Nederland	510.000 reizen	13%	€ 335	€ 170 miljoen	79.320 banen (2014)
	Buitenland	815.000 gasten	23%	€ 869	€ 708 miljoen	
Vakanties	Nederland	1,3 miljoen vakanties	8%	€ 145	€ 188 miljoen	
	Buitenland	975.000 gasten	10%	€ 512	€ 499 miljoen	
Dagrecreatie	Nederland	287,5 miljoen activiteiten	20%	€ 16	€ 5,5 miljard	
Watersport	Nederland	260.000 vakanties	26%	€ 218	€ 101 miljoen	
	Nederland	3,9 mln. dagtochten	31%	€ 12		

<sup>[1]</sup> Bron: NBTC-NIPO, diverse onderzoeken (zie factsheets in de bijlage)

<sup>[2]</sup> Bron: Lisa, 2014.

In Zuid-Holland, inhabitants make up for the larger part of the holiday visits, as can be seen above. Therefore, the province has established the Lifestyle Atlas air recreation. This atlas provides insight into the needs and behaviour of the people of Zuid-Holland specific in day recreation.

Especially in Zuid-Holland, the most populous province of the Netherlands, green and recreation is important to an attractive living environment. One of the central points of the provincial green and economic policy is to increase the recreation. With the data from the Lifestyle Atlas in hand the province can tailor its green policy even better to the needs of different types of holidaymakers. But also for other policy makers and entrepreneurs the information is interesting in developing their offerings and their marketing.

In the province, there are seven different categories of recreants described by the Lifestyle Atlas.<sup>3</sup>

Stylish and Blue Luxe	Stylish relax, sports and' social network
Subdued Aqua	Wide interest, open-minded and engagement
Quiet Green	Just take rest in their own environment
Cozy Lime	Take time away together
Exuberant Yellow	Together, active, entertainment and enjoyment
Creative and Inspiring Red	Creative, challenging and inspiring experience
Purple entrepreneurial	Culture, history, surprise and inspiration

<sup>3</sup> <https://www.zuid-holland.nl/onderwerpen/landschap/recreatie-vrije-tijd/leefstijlatlas/>

## 2.5 Strengths and weaknesses of tourism, heritage management and culture

	Strengths	Weaknesses	Knowledge needs
<b>Governance</b>	<p>Acknowledgement of cultural and natural heritage, as well as waterways, as important factors for determining location of business and living environments</p> <p>Cooperation at 'landschapstafels' and 'erfgoedtafels' to stimulate bottom-up initiatives</p> <p>Cooperation with the national tourist board NBTC Holland Marketing on stimulating tourism (linking the unknown to the known)</p> <p>Developing a new kind of National Parks of world class values (Dutch Dunes and Dutch Delta)</p> <p>Tourism is integrated in other agendas such as green, heritage, economic and spatial agendas.</p> <p>Tourism is (and has been in the recent economic crisis) a growing sector and offers jobs for lower-educated employees.</p> <p>Innovation is stimulated by loosening tight</p>	<p>There is no overall knowledge sharing between stakeholders</p> <p>Zuid-Holland is not presented as a tourist destination. Therefore, there is no overall marketing organization for tourism.</p> <p>Cross-sectoral knowledge exchange between governments is limited.</p>	<p>Further integration of policy instruments. Based on recognition that tourism is an important economic sector.</p> <p>Development of update information-systems to level knowledge needs between stakeholders.</p> <p>How to secure the overall importance of topics when a bottom-up strategy is implemented and how to balance this.</p> <p>Developing an overall strategy from the unique DNA of the Regions (IMA pilot)</p>

	procedures where possible.		
<b>Infrastructure</b>	<p>Routes for hiking trails, biking paths and boats/canoes have been developed for nearly the whole region.</p> <p>Routes are loaded into several apps and are available through websites</p> <p>Zuid-Holland has a very diversified supply of destinations (historical cities, landscape, cultural heritage and waterways)</p> <p>Zuid-Holland makes use of so-called Toeristen overstappunten (TOP): locations where different routes can be accessed.</p> <p>Zuid-Holland has some important tourist destinations/attractions like Keukenhof, Kinderdijk, the coastal area, the Hague and Rotterdam, and historic cities like Leiden and Delft.</p>	<p>The distribution of maintenance tasks of routes for hiking trails, biking paths and boats is complex and not always secure for the long term.</p> <p>The interconnectivity between walking, biking and boat networks might be improved, as well as services to the users of the networks.</p>	<p>How can the relation between services at and around waterways and recreative networks be strengthened?</p> <p>How can the management of thousands of kilometres of marked hiking trails, bike paths and boating routes be better organised and developed, linked to tourist demands and the offer of new experiences. and together with marketing and further development of the physical networks?</p> <p>How to improve access to information / multilingual?</p>
<b>Marketing and PR methods</b>	Cooperation with NBTC Holland Marketing on spreading and stimulating tourism	Marketing activities take place at the regional level, with limited	How can forces be better joined to implement the Holland City concept



	Profiling the Netherlands as "Holland City" a metropolis with several districts, theme years and storylines.	budgets (risk of fragmentation)	<p>successfully in Zuid-Holland?</p> <p>What role could / should the province play in this?</p> <p>Develop an international brochure as a calling card for South Holland</p>
<b>Services and Actions</b>	Development of river cruise port Dutch Delta		(How to) develop new experience concepts, for example linked to the ever existing living with the water?

### **3. Policy instrument addressed in SWARE**

This chapter describes the part of the policy instrument which discusses the topics written down in SWARE: Programma Ruimte.

#### **3.1 General overview of the policy instrument**

The Visie Ruimte and Mobiliteit is the strategic policy of the province of Zuid-Holland. It does not offer a fixed set of goals, but does offer a perspective on the desired development and growth of the region. Four overarching topics offer direction to this desired course. These are:

- Improving the utilization of (and upgrading) the existing network and areas;
- Increasing the agglomeration effect;
- Improving the spatial quality;
- Promoting and improving the transition to a water- and energy-efficient society.

Programma Ruimte and Programma Mobiliteit together, are the operational policies, which derived from the VRM. Both are determined by the Provincial Council. Programma Ruimte describes the operational goals and indicates which instruments will be used to achieve these goals. These consist of legal, financial and administrative instruments. In practice there will always be a mix of instruments at force to achieve the province's goals. In addition to that, there is a commitment to gradually achieve a new balance between flexibility (for social initiatives) and clarity (within the provincial frameworks and rules). This is in line with the new governance method/philosophy, which aims to provide room for initiatives and ideas from market and society.

#### **3.2 Management and control**

Programma Ruimte provides the scope for opportunities, innovative ideas and plans from society, translated into concrete action perspectives. The province creates important conditions for new vital collaborations with partners in the region.

The province is responsible for the management and control of the instrument. GS monitors and reports to the elected members (PS) on a yearly basis on the delivery of the objectives and policies of the plans. The reporting program also includes a back loop for proposals to change (parts) of the instrument.

#### **3.3 Priority axis(as) related to SWARE**

Chapter 3 of Programma Ruimte in particular is relevant for the SWARE project. This chapter is about the quality of the landscape, "green" and heritage. For SWARE we will closely align ourselves with chapters:

- 3.2 Area-based operations;
- 3.4 Maintain and increase biodiversity;
- 3.5 Maintaining and strengthening the cultural heritage;
- 3.6 Connecting urban and rural areas (recreational networks).

### 3.4 Strengths and weaknesses of the policy instrument

	Strengths	Weaknesses	Knowledge needs
<b>Preparation</b>	<p>Program was suitably prepared.</p> <p>Strong stakeholder involvement during the preparation phase.</p> <p>The strategy defined in program documents responds to real needs.</p> <p>Appraisal of socio-economic analysis is good.</p> <p>The results of the previous policy instrument for the same territory and topic have been taken into account during the preparation.</p>	<p>The program avoids conflicts in itself as a consequence of:</p> <ul style="list-style-type: none"> <li>• Integral policy making</li> <li>• The level of detail of the program (which is close to policy making)</li> </ul>	
<b>Relevance of the policy instrument</b>	<p>The program is relevant for addressing problems and possible solutions.</p> <p>The main development potential (more flexibility in instruments) is presented in a concise manner.</p>	<p>The level of detail is not always adequate to help discussions on development with other stakeholders.</p> <p>The analysis can be improved by enhancing public intelligence (use of detailed and realtime data).</p>	<p>Could another balance of instruments (legal, financial, communicative, administrative) improve the relevance?</p> <p>How can we improve the relevancy of the policy instrument with better use of</p>

	The main disparities and deficits relevant to the programs strategy are not always presented in a concise manner (avoidance of conflicts in the program).		data (real-time, in more detail)? (this corresponds to more data-driven policy making)
<b>Rationale and consistency of the policy instrument</b>	<p>The program objectives and the selected priorities appropriately address the needs identified in the socio-economic analysis.</p> <p>The strategic approach is in line with the premises and principles of the program strategy and goal.</p> <p>The program is well focused at the policy level.</p>	It is quite possible that other relevant economic and environmental effects are still unknown. Broader policy development and a broader use of data and geographical instruments could influence current policy choices.	How can we make effective use of digital tools and broader data sets to further professionalize our policies?
<b>External and internal coherence</b>	<p>The policy instrument is coherent with the relevant external papers, strategies and objectives.</p> <p>The document ensures coherence between program parts.</p>		
<b>Implementation</b>	Management (the roles and tasks of various structures are clearly described). Project selection system is clear, as far	Control system is clear and adequate for sectoral programs but less so on the level of the	How to secure durable cooperation on all levels of governance?

	<p>as it is applicable (e.g. programs on heritage and green / nature).</p> <p>Networking is an important part of the implementation.</p>	<p>program as a whole; this is due to the abstract level of formulating ambitions.</p> <p>The use and presentation of data and information in state of the art geographical instruments is being developed on a national level. Since this is still in an early stage of development, this could become a liability.</p> <p>Program is not legally binding for external partners. Effectiveness therefor depends on intrinsic commitment of partners.</p>	<p>How to get and to keep the private sector involved?</p>
<b>Results and impacts</b>	<p>Goals of the policy instruments are relevant, and can be achieved.</p>	<p>The indicators, expected results are not always real and it is not always clear whether they can be achieved.</p> <p>Indicators are relevant but not always clearly defined.</p>	<p>How to deal with possible tension between close cooperation with bottom-up initiatives (‘netwerkend werken’) and setting the framework (‘kaderstelling’)?</p>
<b>Finance</b>	<p>The financial allocation at priority level were agreed in a collaborative</p>		

	<p>manner between the program partners taking into consideration their thematic preferences and estimations.</p> <p>The allocation of financial resources is in line with the policy instrument's objectives and theory of actions</p> <p>The way the program is organized, facilitates the possibilities of public-private funding of projects</p>		
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## 4. Good practices

### 4.1 Case study: Waterdriehoek

#### **OVERVIEW**

**Country:** The Netherlands

**Region:** Province of Zuid-Holland

**Topics:** 1-5, 8-10

**Duration of the project:** 2013-2019

**Funding Program:** public and private (PZH – budget heritage lines / program green / transport over water)

**Total budget:** € 16 mln and counting

**Key partners:** PZH (budget heritage line / programme green, transport over water), St. Werelderfgoed Kinderdijk, Dordrecht. Nationaal waterpark biesbosch, waterbus

**Current status:** *ongoing*

#### **Why can it be used as a good practice?** 2,3,4

The Waterdriehoek is the area between Dordrecht, Kinderdijk and the Biesbosch. Ten public and private partners work together to stimulate the attractiveness, accessibility and familiarity of the area since early 2013. Since then the investment program has collected an amount of 16 million euro and counting. The goal of the program is to improve the regional economy by strengthening the iconic sights and the connections between them. Among these is the fast connection between Kinderdijk, Dordrecht and the Biesbosch over water. The desire is to bring more visitors by water to the region. Additionally, partners invested in a new visitor center for the World Heritage site of Kinderdijk, the restoration of windmills and other features, recreational facilities in the Biesbosch and the improvement of cycling and walking routes in and around Dordrecht.

#### **BACKGROUND**

##### **Problems before implementation:**

In the meeting of February 27, 2013 the participants in the heritage line Waterdriehoek established principles ("why we do this"):

- Strengthens the profile of the region (regional amplification);
- Contributes to regional support (residents should be proud of the region, and more make use of);
- Promotes regional entrepreneurship;
- Has to spur other regional projects;
- Regional cooperation (rather than competition);
- Contributes to an attractive connection between icons;
- Should lead to visible results (performance-oriented);
- Must be a unique, qualitative addition to the amenities of the Waterdriehoek;
- Have potential visitors;
- Has an (economic) impact on the region.



## **IMPLEMENTATION**

### **Project activities:**

1. Water transport;
2. Recreational route network (hiking and biking);
3. Attractive, relief pressure and make the iconic sights of Dordrecht, Kinderdijk and Biesbosch (ports) accessible;
4. Improving quality of banks by at least 3 showcases;
5. Support from residents, tourists, students and entrepreneurs;
6. Niche marketing and products (packages).

In 2013, nine organizations in the Waterdriehoek took the initiative for a regional investment program. These nine parties form the coalition for the implementation of the Waterdriehoek. By bundling aspirations, initiatives and investments a series of projects started and accelerated to start the Waterdriehoek

This provides a basis for a regional program 2014-2015 which were used to improve the compounds (water transport, recreational route network, edge quality, packages and marketing) and the upgrading of ports (Kinderdijk, Dordrecht and the Biesbosch).

**Management:** external procesmanager

**Monitoring and evaluation system:** in progress

**Obstacles and problems:** There is an obstacle in achieving a consensus on general interests. The different interest groups must recognize the fact that spending in different projects then their own, can stimulate the region as a whole.

**Innovative elements and novel approaches:** The common interests have been inventoried, from which a set of goals have been realised. The process of a joint operation of inventorying the ambitions, connecting these ambitions to specific goals, and developing programs to achieve these goals (in cooperation with the province of Zuid-Holland) has been an important element.

## **TRANSFERABILITY AND LESSON LEARNT**

1. It is a loose form of cooperation.

The collaboration is not institutionalized. There is no formal cooperation or a development company. It's just nine organizations that have decided to join forces. These are quite different organizations: traditional partners in the area such as the Province of Zuid-Holland, the region Drechtsteden and municipalities Dordrecht Alblasterdam and Molenwaard, but also the public transport company Waterbus, the iconic sights administrators Park Board the Biesbosch National Park and World Heritage Foundation Kinderdijk. It is certainly not an exclusive cooperation, because there is also cooperation with many other organizations at the project level.

2. The participants' willingness to invest is key.

The organizations in the coalition of implementing the Waterdriehoek find support for their (individual) goals. There is an investment made at the interfaces of these ambitions. This means that there is a central willingness to the investment of the participants. They have ambitions in which they want to invest. And they want those investments aligned to make a profit of their investment and achieve a more effective program. By these goals the organizations had a common vision. This is elaborated in three pages and flexible enough to accommodate future initiatives and projects. Each of the nine organizations additionally pays for the process.

3. Investments are made in the area, in products and in market development.

The investment program of the Waterdriehoek is a broad program. Making better use of the water is the basis. And it is invested in special heritage, recreational trails and marketing. It therefore involves an area and a product and market development. With the first, the governmental bodies take a leading role and business owners and marketing organizations take a leading role in the second. This application of the „let the cobbler stick to his last“-doctrine constantly helps managing expectations and is also easy to explain: a public investment in a new jetty at Kinderdijk for the Waterbus only makes sense if Waterbus, Kinderdijk and marketing organizations invest in the promotion of the fast connection therewith as between Rotterdam, Kinderdijk and Dordrecht.

The Waterdriehoek is therefore characterized by regional territorial, product and market development through an occasional collaboration of public and private organizations with investment readiness. The concept Waterdriehoek is no more than a working title. Dordrecht, Kinderdijk and the Biesbosch are indeed much stronger terms. The connection between these icons is central and the icons bear the marketing. The Waterdriehoek works, Loos concept and extremely effective.

Uitvoeringscoalitie:

- Aquabus BV (exploitant Provinciale Waterbus)
- Dordrecht Marketing
- Gemeente Dordrecht
- Gemeente Molenwaard
- Parkschap Nationaal Park de Biesbosch
- Provincie Zuid-Holland
- Regio Drechtsteden
- Stichting Werelderfgoed Kinderdijk
- VVV Zuid-Holland Zuid Overige betrokken partijen (in projecten) en
- Alblaserdam

Gesprekspartners (aan tafels):

- Baggermuseum

- Driehoeksveer
- Duurzaamheidscentrum Weizigt
- Erfgoedhuis Zuid-Holland
- Gebroeders Barone
- Gemeente Alblasserdam
- Gemeente Ridderkerk
- Gemeente Sliedrecht
- Havenbedrijf Rotterdam
- Historische Vereniging West Alblasserwaard
- IVN
- Landelijk Fietsplatform
- Maritime Delta
- Monumentencommissie Alblasserdam
- NBTC
- Observatorium Rotterdam
- Rabobank
- Rijksdienst voor het Cultureel Erfgoed
- Rijkswaterstaat
- Rotterdam Marketing
- Staatsbosbeheer
- Stichting Groene Hart
- Werkgevers Drechtsteden
- Zilvermeeuw Procesmanagement:
- Investeren in Ruimte
- TLC Group

## **TOPIC**

### **GOOD PRACTICES**

<p>Strong stakeholder involvement or cooperation with the government</p> <p>Management system</p> <p>Innovative activities</p> <p>Results are innovative, unique</p> <p>Communication</p>
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## 4.2 Case study: Oude Rijnzone

### **OVERVIEW**

**Country:** The Netherlands

**Region:** Province of Zuid-Holland

**Topic:** Results are innovative, unique, communication, cost-effectiveness

**Duration of the project:** 2013-now

**Funding program:** PZH (budget erfgoedlijn)

**Key partners:** Provincie Zuid Holland – Gemeenten Leiden, Leiderdorp, Zoeterwoude, Rijnwoude, Alphen aan den Rijn en Bodegraven – Hoogheemraadschap van Rijnland

**Current status:** ongoing

### **BACKGROUND**

#### **Problems before implementation:**

"Excluding restructuring threatens more clutter, less green and less accessibility. We need to address the quality and vitality of the Green Heart and the Randstad. This successful strategy shows the region that there are profits by restructuring. A few years ago, the number stood still on 135 hectares of new issues. Now that is only 75 hectares. That's nearly 50 percent gain. I hope that this strategy will result in many other regions."

Jacqueline Cramer, former Minister of Housing

### **IMPLEMENTATION**

#### **Management:**

1. Inventory and vision
2. Engage and seduce
3. Activating and deserve

**Obstacles and problems:** Finance and cooperation

**Problem solving practices:** It confers an overall goal and with aquapuncture it will achieve the overall goal.

### **TRANSFERABILITY AND LESSON LEARNT**

The middle of the Randstad and the Green Heart is traditionally an urban area along the Oude Rijn. It's a whimsical area with outdated industrial and messy green, interspersed with towns and villages. Here is much to be gained spatially for the Green Heart and the Randstad. The government in this region gives a boost to the restructuring of businesses, to residential locations and greenery and to the improvement of the accessibility.

At regional and national importance, the rural area between Leiden and Woerden, with outdated businesses and companies in the industrial sector is heavily cluttered.

The connection to the main roads is often poor. These principles form the basis for redevelopment, to better utilize the location. Together with the municipalities of Leiden, Leiderdorp, Zoeterwoude, Rijnwoude, Alphen aan den Rijn and Bodegraven, the province of Zuid-Holland prepared a business strategy. In this strategy less space is set aside for business (by an expected lower demand) and the accelerated restructuring. The rollout of new businesses has been postponed. In this way, efficient handling of the space prevents cluttering. The redevelopment is of regional importance for employment, infrastructure and residential facilitation, but also the Groene Hart Nature has benefited.

The extra river crossing project Oude Rijn Zone interweaves live features, infrastructure and green. In eight subprojects municipalities work together to improve the quality of the environment. It is focussed on the redevelopment of industrial sites located in Alphen aan den Rijn and Rijnwoude, where an extra river crossing is an essential link for the improved accessibility. At stations of the planned Rijn-Gouwe's, new space to live and work is provided close to public transport. Green outlet areas situated at Rijnwoude and Bodegraven. This makes the new living areas attractive residential areas close to the Randstad with high quality green. The landscape remains intact in these areas: green buffers keep the sight lines of the Oude Rijn to the Green Heart of Holland.

In the region it is important to house all kinds of people, of all ages and with different levels of education. The Green Heart remains guaranteed an adequate supply of labor to run them economically. And within this growth, it is important to monitor the core qualities of the landscape, such as the green windows. This particular vistas characterize the landscape. The government also ensures a qualitative integration of green, housing and industry in the area, in cooperation with local authorities and local executive authorities.

### 4.3 Case study: sloepennetwerk (uniformly marked network of waterways for (small) boats)

#### **OVERVIEW**

**Country:** The Netherlands

**Region:** Green Heart of Holland (Zuid-Holland and surrounding provinces, specifically Noord-Holland and Utrecht incl. Zuidvleugel and the connected cities)

**Topic:** public and private cooperation regional and supraregional level to introduce uniformly marked/signposted networks of waterways for small boats

**Duration of the project:** 2013 - ongoing

**Funding program:** divers

**Total budget:** approximately € 500.000,- thusfar

**Key partners:** Programmabureau Groene Hart, Waterrecreatie Nederland, VRW different regions, entrepreneurs in the tourist branche, provinces of Zuid-Holland, Noord-Holland and Utrecht

**Current status:** ongoing

#### **Why can it be used as a good practice?**

3. preparation methods, elements => so called 'versnellingskamers' to achieve basis

4. strong stakeholder involvement and cooperation with the government:

- initiative from cooperating governments and VRW has pulled the trigger, but success can only be achieved with close cooperation with businesses providing services close to the marked network
- governments (provinces, municipalities and water authorities) are needed and willing to help with bottlenecks in the routes (infrastructure)

5. management system => responsibility for each part in the process of realising the network has so far been very clear (maintenance and attendance is important for continuity)

#### **BACKGROUND**

##### **Problems before implementation:**

The Green Heart of Holland (important part of the province of Zuid-Holland) has more water than for example the province of Friesland but is not known for that. Has also more interesting space and more diversity in recreational and cultural activities, but the waterways are not optimally used or connected to landactivities. One specific problem to be tackled was the introduction of a broad, uniform network. Specifically for navigating the waterways, different, fragmented marked networks existed. The former existing networks were not all connected.

##### **Preparation**

- The effectiveness of the fragmented networks was questioned
- Building an integrated network was suggested
- Volunteers already organised information on region specific SWOT
- Funding programs were analysed

- The Programmabureau Groene Hart (a specific working organisation for the three provinces in the Green Heart of Holland) took over coordination together with VRW: they introduced the (innovative) approach of 'versnellingskamers' in the preparation: this is a specifically designed meeting to get a quick view on shared ambitions, possible obstacles and a joint agenda for the stakeholders. This type of meetings accelerate processes, therefore its name: accelerating chambers.

### **Project objectives and purposes**

- Improving the interconnectivity between urban and more rural areas
- A uniform network of marked waterways:
  - That has potential for expanding
  - Realised in close cooperation with stakeholders (among them SME's)

### **Project beneficiaries**

- Users of the network
- SME's providing services next to the network
- Regions as a whole as the network give boosts to the tourist and recreational sectors

## **IMPLEMENTATION**

### **Project activities**

The accelerating chambers and follow-up meetings have led to the coordinated action planning for one region, including possible extensions; in short the project activities were:

- Definition phase (possibilities, obstacles, management and maintenance issues, stakeholder management)
- Implementation phase
- Evaluation phase and expanding

The implementation phase concerns implementation on two stages:

- The implementation of facilities on a general level
- The physical implementation of a similar structure, uniform signposting and so on, in a specific region connected to other regions

Cooperation on general level leads to:

- Uniformity
- Strong concept
- Easy to adopt and to transfer
- Ways to commit (a.o. entrepreneurs)<sup>4</sup>

Cooperation on the region level leads to:

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<sup>4</sup> Good parts of this implementation are described in a manual that is available from the coordinating organisation (Waterrecreatie Nederland). This manual eases the possibilities of transferring the good practice.

- Specific opportunities in different regions to accentuate their specific qualities and icons
- Commitment of specific entrepreneurs
- Opportunities to cooperate for entrepreneurs
- Knowledge of specific threats and opportunities

The expansion of the network with uniform signposting is a constant factor.

### **Management**

- Region Holland-Rijnland was the first region to build the network
- Programmabureau Groene Hart has coordinated the expansion of the network and organised the different stakeholder sessions; the region is responsible for the actual signposting and the management thereof.

### **Monitoring and evaluation system**

- There is no overall monitoring and evaluation system;
- However, all marked networks are loaded into digital systems
- A good example of the possible use of all data can be found on [sloepennetwerk.nl](http://sloepennetwerk.nl), a site on which the marked networks are combined with data on services (accommodation, harbours, restaurants, and so on) and the dimensions of waterways

### **Obstacles and problems**

- Each region has its specific (physical and non-physical) obstacles
- Preparation in the region gives a lot of information in the problems to solve and of course the opportunities
- After that it's much easier to start with a joint image

### **Problem solving practices**

- 'Versnellingskamers' lead to committed stakeholders with a joint image how to develop the marked waterways
- Responsibility in the regions for continuity
- Cooperation between governments and entrepreneurs to make sure you keep the same goals
- Use the knowledge of users and volunteers in an early stage to identify chances

### **Innovative elements and novel approaches**

- Versnellingskamers: specifically designed meetings to get a quick view on shared ambitions, possible obstacles and a joint agenda for the stakeholders. This type of meetings accelerate processes, therefore its name, which loosely translates to 'accelerating chambers'.



## **TRANSFERABILITY AND LESSON LEARNT**

### **Evaluation results**

- Over 400 kilometres have been realised thusfar (probably the largest connected network in Europe, see [sloepennetwerk.nl](http://sloepennetwerk.nl) for an overview of the marked routes)

### **Lessons learnt**

- A manual helps new initiatives and takes care of uniformity in looks and quality of the signs
- Important part of the manual is: agreements on the management of the network have to be made in advance

### **Success factors**

- Concept is simple
- Clarity on the uniform standard, helps other regions to follow up
- Clear benefits for users and suppliers (entrepreneurs)
- Improvement of connections between urban and rural areas
- Cost-effective measure to optimise the use of waterways in Zuid-Holland (and beyond)
- Good basis for entrepreneurs for developing (self-guiding) tours and so on
- By the regional approach the connection with points of interest is guaranteed: the network's success increases the experience of natural and cultural heritage in waterways regions.

### **Transferability**

- The development of a uniform network is already being transferred beyond the Green Heart of Holland and can easily be transferred to all regions with a finemazed network of waterways that can be used recreationally
- VRW and other organisations have the ambition of expanding the network of uniformly marked networks throughout the Netherlands

## TOPIC

1. Involving (protected) natural areas into touristic routes
2. Development of related infrastructures (e.g. visitor centre) and their management
3. Renovation of sites/buildings for leisure & hospitality (L&H) purposes, development of related infrastructure and their management
4. Integrating intangible cultural heritage (e.g. traditions, local products) into L&H services
5. New diversified L&H packages (integrated products and services), thematic touristic clusters (network of service providers)
6. Smart ICT tools (e.g. apps, smart tourism card systems)
7. Eco-innovation (e.g. sustainable modes of recreational transport)
8. Heritage related awareness raising & community engagement (e.g. voluntarism)
9. Public-private participatory policy-making model for tourism development, management, promotion (e.g. destination management organisations including municipalities, SMEs, NGOs)
10. Multi-level & cross-sectoral governance structures, integrated policy-making
11. Boosting local/regional (green) employment, supporting innovative potential of SMEs & microenterprises
12. New marketing and PR methods for promoting the region (e.g.: tourism card system)
13. Other:

## GOOD PRACTICES

1. Specific topic
2. Special, unique solution for an existing problem
3. Preparation methods, elements
4. Strong stakeholder involvement or cooperation with the government
5. Management system
6. Monitoring, or evaluation system
7. Innovative activities
8. Problem solving practices
9. Results are innovative, unique
10. Communication
11. Cost-effectiveness
12. Other:

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