

The added value of Heritage

Strategy making for public heritage.



Monument voor de Wereld en de Wijsheid

De Uil, wijs en geleerd

De Aarde onmetelijk schoon

Daar sta ik op

Uit sterrestof geboren...

Marte Röling, 2008

Colophon

The added value of Heritage

Strategy making for public heritage.

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Supervisors:

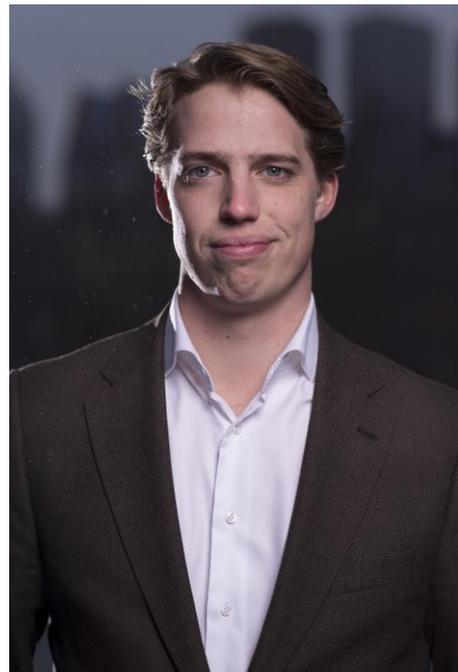
First mentor: dr. A.C. den Heijer
Second mentor: dr. A.R. Pereira Roders
Examiner: dr. B.M. Jurgenhake

Author:

Name: Rutger de Ridder
Student number: 4153545

Contact:

Phone number: +31 (0)6 273 25 908,
Email: r.l.deridder@student.tudelft.nl



Preface



BK City
Photo: Elsa Snyder

Preface

This has been a long, hard, sometimes aggravating, but overall fantastic experience. Writing your very own thesis something one of a kind. Interestingly during this process I have regained some active memories from the very start of my studies at the TU Delft. The first project I did was a architectural, urbanism project in the very first year which was located in The Hague. The last project I finished with this thesis is also located in The Hague. The city I love and hope to live in for the rest of my life. It is a very interesting city of course, but much could be improved to make it even better.

My first project and my last project are similar in difficulties regarding my persona. The main problem with the result of my first project was that it was a bit extreme. The professor who graded my performance as a starting architectural student phrased it as follows: *"I am startled by the eccentricity of the design. The natural stone façade and large curtain walls of glass give his design a somewhat Spanish/Portuguese extremist design like that of the Franco fascist regime."* A complete shock for a starting architectural student, but looking back at his remarks not all of them are as bad as they seem. In the first year of my studies the seed was planted that I would finish my studies with something which exhales grandeur and history. As a person I like the extreme in architecture and life.

The challenges I faced during the exhausting time of writing about and researching public heritage could not have been successfully completed without the help and support of my mentor team: Alexandra den Heijer and Ana Pereira Roders. I especially valued our conversations about other things in live and society. For example the time that an extremist political figure won the provincial elections and we both were flabbergasted about what was happening in our society. I thank you both from the bottom of my heart.

Another big thank you goes out to Anouk van Brug, who has been the foundation of my home and love. She has made sure that my temperament did not got the best of me and I stayed on course. Also her insights in the writing of this thesis has helped extremely with the last hurdles and finalization of this thesis. A big acknowledgement to her.

I would also like to thank the interviewees for taking the time to provide me with their knowledge and insights. Without those insights this research was not able to be completed. I thank you very much. Also interesting to see that this research is supported only by women: the four main interviewees were women, the mentor team is totally female and the delegate of the board of examiners is also female. Not that it truly matters, but interesting nonetheless.

Looking back on this thesis I regard this rather large document as the icing on the cake, as the last chapter of the book I call Management in the Build Environment. It has been a pleasure to write and research the Caballero Factory, the Breuer building and the municipal strategy making of The Hague regarding public heritage and hope that this work contributes somewhat to the state of the art of public heritage strategy making.

Rutger de Ridder.

Management Summary



Management Summary

Introduction and research question

“Tangible and intangible heritage are sources of social cohesion, factors of diversity and drivers of creativity, innovation and urban regeneration – we must do more to harness this.” This was the message of Irina Bokova, the Director-General of UNESCO, during the World Urban Forum in Naples in 2012. Her statement provides the basis of this research, if urban heritage is preserved and used correctly it can deliver social change. Urban heritage can be perceived in several ways but in general urban heritage can be perceived as real estate. This real estate serves, as mentioned above, a common good: the understanding of a shared history (Pereira Roders, 2007; Tarrafa Silva & Pereira Roders, 2012). Preserving these buildings for that goal is reached through a spatial programme or strategy. This research is therefore a symbiosis of heritage management and real estate management. Understanding the added value of heritage in city development will create the possibility to give certain weight to the preservation of these buildings. Knowing which weight a building carries for society, in terms of added value, provides the basis for the decision making process of preserving a building or not.

Heritage however, does not only add value it costs capital as well. It is costly to preserve heritage due to the restrictions posed by governmental rules and regulations. Heritage is also difficult to preserve due to the mostly unwieldiness of the properties for modern businesses. Preserving only to preserve for the afterlife does therefore, not yield success. Knowingly investing in heritage that adds more value to society than it costs is more likely to yield success. The difficulty however is the definition of added value for society.

The cost of heritage conservation is measurable through the financial investment needed to conserve the real estate, it is however far more difficult to know the added value of heritage. It is somewhat measurable how heritage adds value for specific stakeholders, for example the added value heritage has for its users. It is even more difficult to understand the added value of heritage for society. There are no tools available which pinpoint the added value of individual heritage. The Historic Urban Landscape approach provides only a general view on the added value of heritage.

The aim of this research is to provide insight in the tension between the different values of heritage (both economic and otherwise) through the recognition of added values of heritage for society.

Main research questions:

- *What is the added value of Heritage for society?*

Theoretical sub questions:

- What are the main specifics of public heritage?
- How does public heritage add value to society?
- Which theories apply to the public real estate strategy making?

Empirical sub questions:

- How are the values of heritage translated to the practise of heritage strategy making for Municipalities?
- What management information is required, what management information is available and what is the demand for additional management information for assessing public heritage?
- What is the discrepancy between the theoretical added value of heritage and the perceived added value of heritage in practise?

Research methods

The methodology of this research is divided into three parts: Part A: Background and applied theories, Part B: data collection and analysis, Part C: conclusions and recommendations. The first part, background and applied theories, is the theoretical part of this research, which included the research proposal and literature study. The second part, data collection and analysis, is the data collection from the case studies and the expert interviews. This research entails a case study with expert interviews because that way the strategy making of the Municipality could be best presented. Most Municipal information is sealed, which results in some gaps of knowledge if using only document review. The expert interviews provide more in-depth information about the strategy making and decision making process. The second part is the part of the research where the data from the cases and expert interviews is connected to the literature review. This results in the determination of added value of public heritage for society. This is the answer to the research question and is the starting point of the conclusion. The conclusion which follows is the result of this research, providing a new step in creating a more holistic approach in heritage management for public real estate.

Heritage Management

The theory on Heritage Management provides a view on the added value of heritage, which has shifted from solely cultural historic value for society towards a broader view on the added value. The added value of heritage is also a resource for the strategic integration within society for social and economic development, it provides a possibility for sustainable development. This shift towards a broader interpretation of the added value of heritage is the product of the Historic Urban Landscape approach as adopted by UNESCO. This approach sees landscape as all aspects influenced by humanity. Landscape is in the definition of the HUL approach a universal, dynamic, hierarchical and above all holistic concept. It provides the shift towards seeing heritage as a resource, not a product. The conservation of heritage is because of this approach a strategy. The strategy of heritage conservation can provide a balance between liveability, through the enhancement of the quality of life, and our urban areas.

The value of heritage is subject to the main definition of value: an object of value is worth keeping, using and cherishing, an object which is not valuable is neglected, abandoned and thrown away. This definition is refined to three main categories of values: architectural values, emotional values, and historic values. Those values are further refined in eleven non-economic values and four economic values. These values form the basis for further research for public heritage.

Heritage adds value through its possibility to be a resource for societal development. Both in the city development, in economic and non-economic ways. The main driver to reach the possible added value for society is the integration of heritage in the strategy-making process. As seen in the review of policy documents of the Municipality there are policies to integrate heritage in city development.

Public Real Estate Management

This chapter answered the question: "Which theories apply to the public real estate management strategy making?" Real estate has an impact on performance, because of it had no impact organizations would not be willing to invest in real estate. Real estate has multiple functions but two main categories are to be distinguished: protection of humans from external influences like whether, animals, and other dangers. And secondly, real estate is meant to enable human activities. The accommodation of organizations should remain functional over time, even when the output of real estate changes. Real estate has an impact on both individuals and on organizations. The impact of real estate on individuals is measured through the hierarchy of needs pyramid of Maslow. This pyramid is adjusted and connected to real estate objectives and output. The basis of the pyramid is the protection of humans from external factors through sheltering them. The very top of the Maslow pyramid is self-actualisation, translated to a real estate objective is the top of the pyramid: inspiring people. The second type of impact real estate can have is on an organization. This type of impact is the influence real estate decisions can have on the organizations goals. It is

however very difficult to determine if a real estate decision has a positive impact on the organizational goals. Therefore, real estate is seen as one of the five resources of an organization. The other resources are: human resources, capital, information & communication, and technology. Real estate is also not a resource which can be seen individually from the other resources.

Next to the general note that real estate has an impact on performance is the strategy making for real estate subject to Corporate Real Estate Management theory, or CREM-theory. The definition of CREM has shifted from the sole purpose of using corporate real estate to optimize profit towards a more inclusive, general and broader definition. CREM-theory has included, next to the economic goals also the social and political goals. The public component of real estate management is therefore a form of CREM. The CREM-theory forms through the DAS-framework a foundation for strategy making in real estate. The DAS-framework provides the four management tasks needed to create a real estate strategy. This framework gives the opportunity to determine the (mis)match between supply and demand for real estate. The first task of this framework is the assessment of the current supply and current demand, the match or mismatch so to speak. This task is the core of the further research in heritage management for this research. The DAS framework is expanded and refined with an extra frame, the CREM-framework. This framework includes the stakeholder perspectives in the strategy making process. Stakeholders are a vital part in creating a sustainable strategy for real estate. With the inclusions of the stakeholder perspectives the strategy for public real estate becomes more complete.

Assessing public Heritage

The chapter on assessing public heritage is the chapter in which the two cases are researched. The two cases are selected through multiple criteria and are assessed through a format combining heritage management and CREM-theory. This chapter focuses on the first management task of managing public heritage: assessing current public heritage. The following research question will be answered: "What management information is required, what management information is available and what is the demand for additional information for assessing public heritage?". The essence of 'assessing public heritage' is to generate information about the (mis)match between current supply and current demand, or what we have and what we want. The assessment is made from four different stakeholder perspectives derived from the CREM theory: physical, financial, strategic and functional perspectives. It is however not the intention of this research to compare one public heritage asset with the other, both are seen as resources for the development of society. The only comparison which will be made is the comparison in decision-making by the Municipality for both cases. The assessment of public heritage is executed through the application of the CREM framework from theory to the two selected cases (Den Heijer, 2011). As background information some additional information about the history and other general information is added to the assessment. The example of the heritage profile of figure 5.2 illustrates what data was collected through document and website review for public heritage.

Assessing policy making for public heritage

This chapter is the analyses of the expert interviews which are paramount in the collection of information about the process of heritage preservation and city development for the Municipality of The Hague. The interview samples are chosen on the basis that they have a connection with one of the two selected case study areas and are in any position to determine the tensions and conflicts between the four quadrants of the CREM framework by Den Heijer (2011). The samples are policy makers from the Municipal council of The Hague, a current user of one of the two heritage case study areas, a developer who has developed one of the two case study areas for the Municipality, and a former project manager who was responsible for the development of one of the two case study areas and is currently vice-president of a company who specializes in the development of heritage assets throughout The Netherlands.

The analysis is executed through the recognition of concepts and ideas in the transcription of the interviews. The concepts are analysed using the seven steps of the Historic Urban Landscape approach. This approach

determines all aspects of a holistic approach for the development of heritage within the wider urban development process. These steps are further analysed using the four quadrants of the CREM framework to determine which of the previously determined heritage values are the strongest and which frames are in conflict with each other. This is done to understand where the tensions are situated in the development of public heritage and the answer the sub-question: *“How are the values of heritage translated to the practise of heritage strategy making for Municipalities?”*.

The answer to the sub-question is that the Municipal policy makers are the strongest party for public heritage conservation and should therefore use the heritage values to create an added value. However, the policy makers of the Municipality are not all aligned, creating different views and different actions and policies which affect the strategy making for the conservation of public heritage greatly.

Results

The results of this research are generated through the assessment of public heritage and the valuation of public heritage by the expert interviews. The merged theoretical framework of public heritage management provided the basis for the collection of data for this research. The theories were tested with the interviewees and the development of the two cases were discussed and determined if and how the municipal decision-making process contributed to the success or failure of public heritage. The results were discussed through the adding of value through public heritage to determine how and why heritage adds value to society. The main answer is that heritage has in comparison to newbuilt two main advantages: heritage is the only real estate which has historical value and can therefore more easily provide experience value. The sum of the values of heritage is more than the values separately.

Recommendation

The aim of the research was to add a new step to the knowledge of policy makers through recommendations for a more holistic approach for heritage conservation. The research provides two recommendations: better assessment of heritage and the integration of heritage in city development. If heritage is better assessed through the values of heritage the added value of heritage becomes more apparent. This way developers and policy makers understand better how to develop the heritage asset to create more value for society. The second recommendation is to integrate the development of heritage fully in the wider city development. Heritage still has a separate role in the urban development process, this should change. If heritage is seen only as a resource rather than a threat the development of urban areas could become much stronger.

Content



Industrial Heritage
Photo: Martien Schouten (2019)

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Chapter 1: Introduction



Chapter 1 : Introduction

1.1 Introduction

This part of the research is an introduction to the subject of public heritage real estate. The introduction starts with the explanation of the reasons for this research and is followed by the problem statement and research objective. The conceptual model and the research questions including the expected results are part of this chapter as well.

1.2 Reasons for this research

The world is globalizing at a very fast pace, and the past twenty years the pace has only increased. Creating a division within society between the people that can cope with the globalizing world and the people who fail to keep up. This division is a feeding ground for societal unrest and populism (SCP, 2017). The people who tend to have populist tendencies or sympathies have a feeling that their voice is less valued than the voices of big corporations like Shell and Unilever. There has been created a gap between winners and losers of globalization. Democracy has shifted, in their views, due to globalization towards a restricted democracy where CEO's can influence policies and the people are left behind (SCP, 2017).

According to bestselling author Francis Fukuyama, PhD. (2018) identity is becoming a more important aspect for society. When revising statements of political parties which are not part of the ruling elite, in The Netherlands these are two parties on the left (SP and Denk) and two parties on the right (PVV and Forum voor Democratie) of the political spectrum. There is one aspect which these parties have in common: a nostalgic belief in a country which worked better before. These parties are not like conservative parties who wish to keep certain values of society intact but want to apply modern values and freedom to a bygone time. Wanting the country to retreat from international communities and reinstate border control, part of a feeling of control of their own country with sovereignty as a centre definition. Those parties use identity to appeal to their voters, identity is therefore key in creating a solution for societal problems. Identity is created through common references and beliefs. The identity of a city is conceived through the recognition of buildings like churches, city halls, schools and shopping centres. An identity of a city centre is different from the identity of a suburban neighbourhood through the present buildings and program of the buildings present. Heritage provides points of recognition for people. It serves as a point of recognition through the shared history these buildings have with the people who live in the city (Pereira Roders & Van Oers, 2011). They convey a feeling of development in a bygone time and shape the feeling of the city (Pereira Roders & Van Oers, 2011). For people this notion of history is important to ground their own identity as a citizen of the city, the country or even that part of the world. In countries of southern Europe, for example Italy, the recognition of catholic cathedrals in the city centre brings a basis for their identity. For visiting tourists these heritage buildings are a point of recognition as well. Imagining Italian city centres without a catholic cathedral is like coffee without caffeine, it's possible but it's not the real deal.

“Tangible and intangible heritage are sources of social cohesion, factors of diversity and drivers of creativity, innovation and urban regeneration – we must do more to harness this.” According to Irina Bokova, the Director-General of UNESCO, during the World Urban Forum in Naples in 2012. This statement provides the basis of this research, if urban heritage is preserved and used correctly it can deliver social change. Urban heritage can be perceived as multiple objects but in general urban heritage can be perceived as real estate. This real estate serves, as mentioned above, as a common good: the understanding of a shared history (Pereira Roders, 2007; Tarrafa Silva & Pereira Roders, 2012). Preserving these buildings for that goal is reached through a spatial programme or strategy. This research is therefore a symbiosis of heritage management and real estate management. Understanding the added value of heritage in city development will create the possibility to give certain weight to the preservation of

these buildings. Knowing which weight a building carries for society, in terms of added value, provides the basis for the decision making process of preserving a building or not.

1.3 Problem analysis

The public domain is an important part of Dutch society. In The Netherlands people can achieve all their dreams and have security of living. This is achieved through public bodies and public goods like schooling, culture, healthcare, and job security, paid for by public funds. The goal of governmental institutions and politicians is to increase the quality of life of individuals through these public goods. But political decision-making is the distribution of scarce resources. Therefore, the under-laying question is: "Which investment delivers the best result for the problem at hand?" In other words: "Which policies add the most value to our society?"

As stated in the previous paragraph public heritage adds value to society through the recognition of shared history. Heritage however, does not only add value it costs capital as well. It is costly to preserve heritage due to the restrictions posed by government rules and regulations. Heritage is also difficult to preserve as it is due to the mostly unwieldiness of the properties for modern businesses. Preserving only to preserve for the afterlife does therefore, not yield success. Knowingly investing in heritage that adds more value to society than it costs is more likely to yield success. The difficulty however is the definition of added value for society. Which value is more important is not easy to measure for decision makers, as stated in BOX 1. However, heritage serves both the identity and the economy of a city (Turner, Pereira Roders & Patry, 2012). In recent years the practise of heritage management has developed from preservation of individual buildings to preservation of heritage sites, incorporating the surrounding buildings and aspects of the heritage (Pereira Roders & Van Oers, 2011). This more holistic approach reveals the opportunities of heritage sites for cities. However, governments need to have clear strategies for managing these sites to optimize their added value to the city (Pereira Roders & Van Oers, 2011). Preservation alone is not enough; a strategy is needed.

BOX 1: The renovation of “Het Binnenhof”

Dutch politics are difficult to follow for most. The working place for the Dutch House of Representatives and Senate is one of the oldest, if not the oldest, governmental building on the globe. This complex of buildings originates from the 13th century (the hall known as the “Ridderzaal” or “Knights-Hall”), the 17th century (The Senate) and the 18th century (The House). In the 1990’s the complex was altered with an addition in order to provide a more modern way of working for the politicians. This addition is perceived by many as strange next to the almost medieval structures. The “Binnenhof” is also the décor of multiple important affairs of the state, including the opening of Parliament known in The Netherlands as “Prinsjesdag”.

In 2016, the Government decided that the complex of the “Binnenhof” needed a large scale renovation to bring the complex up to date and to catch up with overdue maintenance. The decision was that the complex would be renovated in 5,5 years. Provided that all users of the complex moved out for that period of time. This decision was taken mostly on the basis that it would be cheaper to do it all at once without users than bit by bit with users (Blok, 2015). This decision followed multiple debates and decision making processes underlining the importance that the renovation became “frugal and effective”. These two words have become the central two words for the renovation of a complex of which most of the buildings supersede the 250 year line of age.

The decision to reduce costs by moving the heart of Dutch democracy towards other, far less or almost not historic, buildings brings out the difficulty of urban development in combination with heritage. Most people would argue that the buildings which are the home of our democracy are not just buildings, they have an extra layer. But will also argue that the money spent on renovation of transformation can only be spent one time. In case of the renovation of the “Binnenhof” a complex most people will want to keep and protect the words “frugal and effective”, whatever it may mean, have won from the idea that the basis of democracy is also the buildings they are in.



Figure B1.1: The Binnenhof in The Hague (Laura Vliek)



Figure B1.2: Aerial photo from the Binnenhof (ANP)

1.4 Problem Statement

The cost of heritage conservation is measurable through the financial investment needed to conserve the real estate in good condition. It is however far more difficult to know the added value of heritage. It is somewhat measurable how heritage adds value for specific stakeholders, for example the added value heritage has for the users. It is even more difficult to understand the added value of heritage for society. There are no tools available which pinpoint the added value of individual heritage real estate. The Historic Urban Landscape approach provides only a general view on the added value of heritage.

1.5 Research Aim

The aim of this research is to provide insight in the tension between the different values of heritage (both investment and return) through the recognition of added values of heritage for society.

1.6 Conceptual model

The conceptual model derives from the problem analysis and the aim of this research as described in the previous paragraphs. The starting point of the problem statement is twofold. Both the unclear values of heritage and the unclear strategies for heritage result in the under use of heritage. The underuse of heritage is subject to the decision-making process of urban planners. The public real estate strategies are subsequently not equipped for the heritage assets in the public domain. To support the awareness of the added value of heritage for the decision-making process this research is executed. The research contributes to defining the qualities and hereafter the values of heritage. Also, the decision-making factors are to define the tension present between the values of heritage and other decision-making factors. This research aims at a stronger connection between the inherent values of heritage for the public domain, making those values a more decisive role in the decision-making process of urban planners.

1.7 Research questions

Main research questions:

- *What is the added value of Heritage for society?*

Theoretical sub questions:

- What are the main specifics of public heritage?
- How does public heritage add value to society?
- Which theories apply to the public real estate strategy making?

Empirical sub questions:

- How are the values of heritage translated to the practise of heritage strategy making for Municipalities?
- What management information is required, what management information is available and what is the demand for additional management information for assessing public heritage?
- What is the discrepancy between the theoretical added value of heritage and the perceived added value of heritage in practise?

1.8 Expected results

The expected result of this research is to provide the next step for policy makers in creating an holistic approach in heritage management for public real estate. This next step is provided through the recognition of added value for society in both theory and practise. The expectation is that the added value for society is numerous but can be reduced to a couple of overarching values. The research is successful if the results are applicable to policy makers and decision-makers of local and national governments and provides new insight in the state of the art of heritage management in the Dutch context.

Chapter 2: Methodology



US Embassy, Auditorium.
Photo: Jan Versnel / MAI Amsterdam

2. Methodology

2.1 Type of research

This research is a qualitative research. The reason to choose a qualitative research is found in the aim of this research. The aim is to provide insight in the tension between the added values of public heritage. Through this qualitative research the expert opinions carry a lot of weight. Also the theoretical insights can be connected with the reality provided by the expert opinions.

2.2 Research method

The methodology of this research is divided into four parts: theory, data collection, data analysis and conclusion. The first part, theory, is the theoretical part of this research, which included the research proposal and literature study. The second part, data collection, is the data collection from the case study areas and the expert interviews. The third part, data analysis, is the part of the research where the data from the cases and expert interviews is connected to the literature review. This results in the determination of added values of public heritage for society. This is the answer to the research question and is the starting point of the conclusion. The conclusion which follows is the result of this research, providing a new step in creating a more holistic approach in heritage management for public real estate.

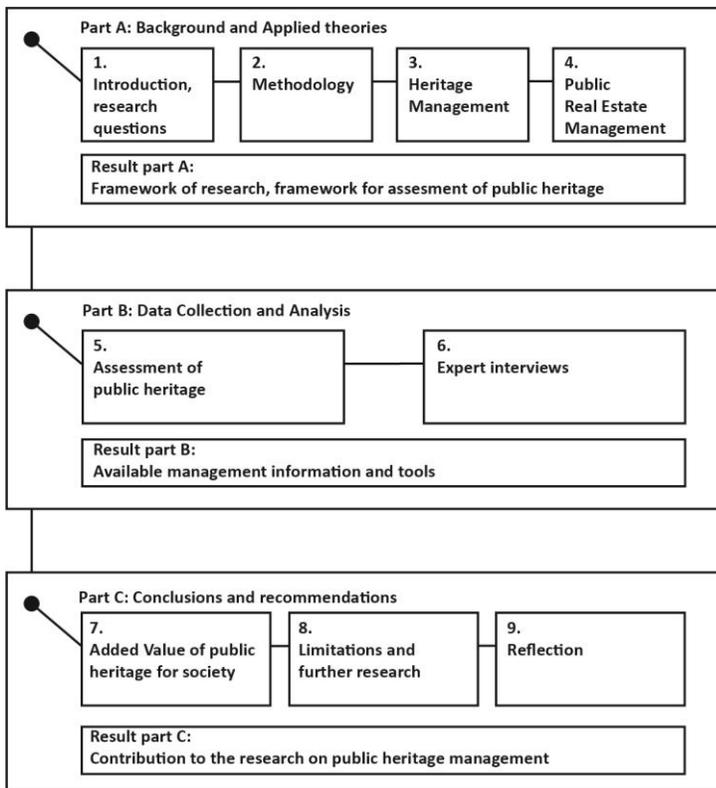


Figure 2.1: Research model (Own illustration)

2.2.1 Part A: Background and applied theories

This research starts with the reasons for this research. The starting point for this research is the societal unrest in the world due to the unequal benefits of the globalization. People feel betrayed by their decision-makers and have a strong need for identity. This identity is given in cities and in culture through the presence of historical culturally significant buildings: heritage. Therefore, this research focuses on the build heritage of cities in The Netherlands. The problem analysis of the build heritage is the lack of strong ideas and strategies for heritage. This results possibly in an underuse of heritage. The theoretical framework of this research consists of public real estate management and heritage management.

Public real estate management

Real estate is strongly connected to the performance of an organisation. The real estate needs to have an added value for the organisation, therefore organisations need to manage this relationship closely (Den Heijer, 2011). The main relationship to manage is the relationship between demand and supply. This relationship is of course fluid and changes over time. To manage this process De Jonge et al (2009) created the DAS-frame, the Designing an Accommodation Strategy framework, is a framework or method to create a real estate strategy. The DAS-frame is used to assess the current situation of public heritage, to explore the changing demand, to generate future models for the public heritage management, and to define projects to transform. To generate these steps a second model is used in real estate management, the CREM-framework, the Corporate Real Estate Management Framework. This framework is used to present all aspects of the public heritage site, focused on both the goal and the building: strategic, functional, technical and financial (De Jonge et al, 2009; Den Heijer, 2011). These two concepts provide the framework for this research to understand how municipalities and other public organisations in theory should manage the relationship between real estate and performance and provides the understanding of added value in general for public real estate.

Heritage management

Heritage management is often perceived as the conservation or preservation of historic sites. And in some way this statement is correct. The only perspective in which that statement is incorrect is if it is understood as an argument to freeze the current state of historic sites (Veldpauw & Roders, 2017). Heritage management is the theory of creating an approach in which history, heritage, has a place in a changing urban environment. The literature focuses on a shift within heritage preservation from individual buildings to a whole complex of heritage sites (Guzman, Pereira Roders & Colenbrander, 2014; Guzman, Pereira Roders & Colenbrander, 2016). This shift is also caused by a broader view on how heritage is part of the fabric of a city and contributes to the identity of a city or place. Without the identity of a city, caused by heritage, cities become dull and equal (Guzman, Pereira Roders & Colenbrander 2016). The HUL approach, the UNESCO recommendation on the Historic Urban Landscape, is the result of that shift. This more holistic approach to heritage management is multidisciplinary. The HUL approach is used throughout this research and provides tools for the strategy making process for municipalities and governments. Understanding this approach and all its disciplines provides insight in the added value of heritage for organisations and society in general.

2.2.2 Part B: Data Collection and analysis

The data collection for this research consists of an explorative research into the Municipality of The Hague. The Municipality of The Hague is the case of this research, the policy making of the Municipality to be precise. To research the policy making this research uses two heritage objects situated in the Municipality of The Hague: the Caballero factory and the former embassy of the United States. The two heritage objects are selected through three criteria: the project has to be listed as a monument (1), the project has to be transformed (in its use) in recent time (2), and the case has to be public real estate (3). The explorative case study is executed through the review of policy documents, decisions by the Municipality, public debates, newspaper articles and expert interviews. The CREM-

framework is used to categorize the different stakeholders with these cases. The method of expert interviews is chosen to determine the conflicts in the development of heritage objects. Only six experts are interviewed because their knowledge contributes to the gap in knowledge. The experts who are interviewed have strong links to the policy making for the Municipality but are selected through their connection to the two heritage objects which are scrutinized. The interviews are semi-structured interviews and are focused on the policy making instruments used and experienced during the policy making for those two public heritage sites. The result of these interviews are the perceived values and reasons for policy makers to invest in public heritage as well as the conflict between the four quadrants of the CREM framework. There is a downside in selecting only a few interviewees, they are biased or could have interest in a certain outcome of the research. However, the downsides are mitigated through the recognition of those downsides in the format of the analysis.

The data analysing method is the approach known as sensitising concepts. This approach is based on an inductive way of research. Conceiving the facts as they are. This approach is guided through the theories conceived in the theoretical framework of this research. This approach does not abandon the principle of discovering new patterns and relations in the data. It only suggests a direction along which to look. The core concepts discussed in the literature review about real estate management and heritage management are therefore leading. However, it is still difficult to compare abstract concepts of the theoretical framework with practical examples and decisions. This approach is built on the mutual understanding between theory and practise of concepts and ideas.

2.2.3 Part C: Conclusions and recommendations

The conclusion starts with the presentation of the answer to the research question and therefore provides what the added value of heritage is for society. The answer is constructed through both the theoretical truth from the public real estate management and heritage management theories, but also through the perceived added values of experts and case studies into public heritage management. The second part of the conclusion is the translation of this answer to the HUL approach and DAS framework. The result of this research is an next step in creating a more holistic approach for public heritage management, including a tool for municipalities to use.

Chapter 3: Heritage Management



US Embassy main entrance
Photo: Plattform Stad (2020)

Chapter 3: Heritage Management

3.1 Introduction

Even though heritage management is nothing new to the field of real estate management, heritage management as a field of research can be considered at a younger stage of development than other related studies. This field of research emerged in the 1990s, at a time in which the role of culture and heritage in processes of sustainable development was gaining more ground (Pereira Roders & Van Oers, 2011). The literature widely accepts the role of governments in the protection of heritage assets for present and future generations. The following paragraphs explain this role and the practises that come with it in the research of heritage management. This chapter answers the theoretical subquestion: “How does public heritage add value to society?”

In former times heritage management was centred on the conservation of heritage facilities, as individual buildings or structures. Nowadays heritage management is a complex process that deals with change of uses, changes in surroundings, a widening circle of stakeholders and competing demands about environmental, economic, social and cultural requirements (Pereira Roders & Van Oers, 2011). This provided a more holistic approach where the cultural significance is also considered. This means that heritage management is gaining ground as an added value in more aspects than only historical relevance. This is also stated in the article of Guzman, Pereira Roders and Colenbrander (2011) on the levels of integration of cultural heritage as a mean for sustainable development. This research identified three levels of integration of cultural heritage: on the strategic level, the operational level and the monitoring level. The strategic level is for this research interesting to explore. The strategic integration of cultural heritage is strongly linked to social and economic development.

3.2 Historic Urban Landscape Approach

One of the key changes in research and practise regarding heritage management is the introduction of the landscape approach (Veldpaus & Pereira Roders, 2017). Landscape is in this approach an important definition and should not be seen lightly. Landscape in this case refers to how humans affect geographic space as well as to real places (Nassauer, 2012). The landscape cannot be perceived as anything else than a universal, dynamic, hierarchical and holistic concept. Landscape can in this notion not be understood without an integral, multidisciplinary approach that embraces all its components (Taylor et al. 2015; Brown et al. 2005). The landscape approach addresses the quality of the resources which form a landscape over time (Cortina, 2011; Darglish, 2012). This shift in focus provides an interest in the material and immaterial as resources of a more performative, constitutive nature.

In the 2011 UNESCO Recommendation on the Historic Urban Landscape (hereafter HUL) landscape is defined as something which goes beyond the fabric of a city core and should include the hinterland, metropolitan regions, urban peripheries and peri-urban zones, from World Heritage to wastelands. It also states that the HUL constitutes key resources in enhancing liveability of urban areas, and fosters economic development and social cohesion in a changing global environment. This means that conservation has become a strategy to create a balance between the liveability, through the enhancement of the quality of life, of our urban areas and urban growth. This also leads to the idea of protecting and enhancing the quality of the living environment, without forgetting that the urban environment is dynamic and needs change in order for communities to prosper (Veldpaus & Pereira Roders, 2017). Heritage management has become through the introduction of the HUL approach the management of change instead of the prevention of change. Balance is key in managing historic urban landscapes.

The HUL approach is an integrated approach applicable to the entire landscape, including all tangible, intangible, movable, immovable, cultural and natural resources and all the values they constitute. It stresses a holistic approach to heritage management and supports the integration of many branches of heritage and its respected stakeholders. The integration of branches of heritage however needs attention regarding concrete suggestions for practise. The

integration of heritage management and urban development is seen as a first important step towards this wider integration (Veldpaus & Pereira Roders, 2017). Also the integration of policies is seen as a reactive measure. Bringing together existing systems without those systems cease to exist does not yield the result looked for by the HUL approach. Critical reading of the HUL approach is needed.

The landscape is defined for the HUL approach as a complex and layered set of values and attributes. These two umbrella terms have replaced far more specific terms such as 'beauty' or 'historic' for values and 'traditions' and 'monuments' for attributes. This way the heritage can be conceived as a more open and nuanced concept. It also provides the opportunity to use alternatives to the often used Authorized Heritage Discourse (Smith, 2006). Without defining categories in advance the HUL approach provides the opportunity to create a holistic approach, everyone can contribute and everything can be involved. The only disadvantage to this is that bias can persist. Although the potential of using values and attributes which are not defined to categories is large, further defining what these values and attributions mean is missing in the HUL approach. If these terms are not defined further the categories are not acknowledged as guiding the thinking on heritage, but will steer the process implicitly (Veldpaus & Pereira Roders, 2017).

The HUL approach is seen as a management process rather than something else. An integrated process with seven defined steps. Those steps are: Undertake a full assessment of the city's natural, cultural and human resources (1), use participatory planning and stakeholder consultation to decide on conservation aims and actions (2), assess the vulnerability of urban heritage to socio-economic pressures and impacts of climate change (3), integrate urban heritage values and their vulnerability status in a wider framework of city development (4), prioritize policies and actions for conservation and development including good stewardship (5), establish the appropriate public-private partnerships and local management frameworks (6), develop mechanisms for the coordination of the various activities between different actors (7) (UNESCO, 2012). Defining these steps as clearly as they are provides the opportunity for all stakeholders to be involved, especially the non-expert stakeholders. It also emphasizes the shift from category driven to process driven guidelines. The process is the main place for integration, instead of steering on common categories the HUL approach steers on a common process. The HUL approach does not have pre-set limits, either for what is heritage or for what is acceptable in terms of heritage. One downside to this process driven management is that bias can play a strong role in the heritage management process. The process focus can facilitate such implicit bias without naming it (Veldpaus & Pereira Roders, 2017).

The HUL approach is open and potentially integrates all stakeholders: everyone and everything can be part of the HUL approach. To not exclude people, ideas, disciplines, and perspectives is an opportunity to create a holistic and inclusive approach. HUL is ultimately meant as a stakeholder-led process. However, the roles and responsibilities of stakeholders are not pushed or addressed specifically in HUL. The only clear idea for stakeholders for the HUL approach is the aim for consensus on attributes and values among all stakeholders. It is not clear how power and co-creation exists within the HUL approach. It remains important to discuss this aspect of the HUL approach to provide a workable approach in practise (Veldpaus & Pereira Roders, 2017).

3.3 The Value of Cultural Heritage

As mentioned earlier there is a widespread believe that heritage is of value to society. Within the literature this believe is recognised (Ahlfeldt & Maening, 2010; Domingo, 2015; Gram, 2018). However, this recognition does not prevent society from finding it difficult to pinpoint what the actual added value of heritage is. According to Bazelmans (2013) it is difficult to define the added value and therefore people use multiple definitions. The overlapping definition of value is that an object of value is worth keeping, using and cherishing, while something without value is neglected, abandoned and thrown away (Bazelmans, 2013). It however does not provide a definition to measure. This part of the literature review provides knowledge on the definition of (added) value of cultural heritage. This definition and the values defined hereafter are used as input for the data collection and analyses in the following chapters.

The literature describes and divides the values of cultural heritage in different ways (Smit, 2014). This difference in division and descriptions is the result of differences in viewpoints of the authors but express the same quality. The different values often overlap (Smit, 2014). Multiple authors have tried to categorize the values of cultural heritage. The first review of studies on the value of heritage is probably made by Pearce, Mourato, Navrud and Ready (2002) according to Moro, Mayor, Lyons and Tol (2013), they reviewed twenty-seven studies about the value of cultural heritage. Also, the evaluation of Throsby in 2006 about the economic values of cultural heritage and the study of Remøy (2014) of the different values of cultural heritage contribute to the categorization of values of cultural heritage. Remøy (2014) states that the value of heritage, besides its land value and the value of physical elements, also contains social, historical and cultural value. Throughout history the appreciation of values changed in the current era, market value is most important. During the postmodern era the experience one gained, and the emotional value were more important than other values (Saris, 2013). Governmental agencies in The Netherlands value cultural heritage mostly in terms of scientific-content or in cultural-historical terms. The value these institutions give to cultural heritage is therefore specifically derived from the 'expert' view. Users, owners and other stakeholders are not presented in the valuation of the cultural heritage. The value is derived from the physical state and historical character of the building (Bazelmans, 2013; Saris, 2013).

Bazelmans (2013) makes a strong distinction between the economic and non-economic domain. His distinction is the difference between the estimation of value of heritage in prize and the appreciation of the value of heritage in content. This distinction is the basis for the categorization of the value of heritage, the distinction between economic and non-economic value.

3.3.1 Non-economic value

Non-economic value of heritage is associated with the appreciation of heritage. Underlying principles are virtue, meaning, principles, traditions, ideals, conception and decency. The non-economic value is the basis of how people value the community and how they see the world. This valuation is extremely subjective and differs per person, therefore the valuation of non-economic value is so difficult (Bazelmans, 2013). This non-economic value is also referred to as 'cultural value' which is hard to define and hard to measure. This cultural value is given to a piece of art for example. This provides the notion that there is some sort of awareness that there is more than financial (economic) value, which transcends a financial measure (Throsby, 2006).

Non-economic value for build heritage can be divided into several sub-values. The first sub-value distinguishable is architectural value. Architectural value can also be further refined in aesthetic and artistic value. As stated before, the non-economic values are subjective. The notion of beauty is therefore in some sense also architectural value. These values become more and more part of cultural tourism, because of its possibility of triggering strong feelings and its strong subjectivity, like city branding (Grefe, 1999; Remøy, 2014; Throsby, 2006).

Some buildings are considered important but have a lack of aesthetic value. According to Remøy (2014) some buildings prove to be important for their apparent ugliness and or their influence in its surroundings or surrounding buildings. This value is defined as familiar ugliness.

The next value is defined by Throsby (2006) and is also strongly connected to the site and in some way even connected to the previous value, familiar ugliness. This value is called: authenticity value. The value of a site is valued, like the familiar ugliness, for its uniqueness. The protection of its authenticity and its integrity is an important aspect for this value.

The value most known and most used by the 'experts' is the cultural-historic value. The building is built on a site in a city and has therefore contributed to the history of a city. This makes it of value to preserve and protect. However, this notion does not provide all buildings a reason to be preserved or protected, the authenticity plays also a role. The cultural-historical value is maybe the most easily measurable value (Bazelmans, 2013; Remøy, 2014; Throsby, 2006).

The symbolic value can be separated from the cultural-historical value, although they are closely related. It gives certain buildings a symbolic meaning for a city and its citizens, even if the buildings are not functional anymore. The buildings are part of the well-known history of the city (Remøy, 2014). They help citizens to interpret their identity and to maintain its so-called cultural personality. The value of the site as a meaningful object may be important to the education of not only young people but for the understanding of the entire society (Throsby, 2006).

According to Greffe (1999) cultural heritage also generates educational values. It can play an active role in the education and training of young and older people. Remøy (2014) recognises the educational role of cultural heritage but does not designate it as a separate value.

The role of cultural heritage is also as a social value by providing common beliefs and values. The existence of these sites might provide strong social networks and stability and cohesion in neighbourhoods and society. It however does depend on the existence and use of these sites (Greffe, 1999; Remøy; Throsby, 2006).

There is also a value in spirituality. Spiritual value can contribute to the feeling of identity for the people living in or around the site, for the community as a whole or for the visitors of the site. This value is obviously strongly connected with the social value (Throsby, 2006).

Bazelmans (2013) and Remøy (2014) also recognise the utility value. For this value the same principle as for social and spiritual value applies, the experience is central. The way build heritage is experienced contributes to the utility effects. When a building is functionally obsolete, because the demand does no longer match the supply, the utility value goes down.

There is also a value strongly connected to the experience of a site, only in a negative way. This value is called the traumatic experience value. This value is less related to the building itself but to the unpleasant activities that took place there. However negative, sometimes this value is so strong that people wish to rethink what has happened at that location. In those cases, a memorial or museum is made.

The last non-economic value of the build cultural heritage is the bequest value. This value is used to conserve the option for future use. People share knowledge and pass it on to next generations, also called the option value (Bateman et al., 2002).

The non-economic value is divided into eleven sub-values, these sub-values have some connections. For this reason, it is difficult to define or measure the non-economic value of the build heritage. The sub-values relate to three main drivers, namely the aesthetics of a building, the experience of people and the (cultural) history. The connection between the sub-values are derived from the connection all sub-values have to the site and the surrounding of the building.

3.3.2 Economic value

The large difference between economic and non-economic value is the measurability of the values. As stated before, non-economic value is hard to define and even harder to measure. Economic value on the other hand is measurable. The economic value is both related to utility and price, price arises from the exchange value or sales value. The price is what you pay, the value is what you get (Bazelmans, 2013). The value of goods is therefore determined by the people's willingness to pay for them. According to Bateman et al. (2002) economic value is related to the willingness of people to exchange something else or sacrifice something else to obtain or safeguard a quantity of it. A definition from Ruijgrok (2006) states that the economic value can only be defined by the amount of welfare it generates for society. This would mean that the economic benefit is not only expressed in monetary terms but also benefits external to the market economy, such as recreational perception values.

Just like the non-economic values, economic values can be divided into several sub-values. The largest sub-value is market value. This value is determined on the basis of the buildings use and the willingness of people to pay for its use. According to Remøy (2014) build heritage has a low market value. The direct market value can be expressed in monetary terms based on its utility and rent or ale value.

There is also such a thing as the intrinsic value, which is strongly related to market value. The intrinsic value is the value the building has from itself. This value is equal to the highest and best use of a building and is determined by its possibilities for future use. The intrinsic value is derived from the experience people gain and therefore depends on the vision of individuals or groups (Remøy, 2014).

The housing comfort value is defined as one of the three economic benefits to generate welfare (Ruijgrok, 2006; Remøy, 2014). This value is described as people generating welfare from living in a historical building or living in the surroundings of a historical building. This welfare is then reflected in the house prices (Ruijgrok, 2006). The second economic benefit determined by Ruijgrok (2006) is the recreation value. This is an indirect economic value because it does not necessarily generate actual expenditure. But it creates welfare when recreationalists enjoy the site or building. The indirect value is based on the spatial quality a monument generates in its surroundings. One of the indirect effects that is named by Remøy (2014) is the indirect value of heritage tourism. Where a monument has a positive influence on the cultural tourism. This creates a twofold multiplier process. First the money spent by tourist on accommodation, food and activities secondary to the monument itself. Second, the income that is generated for people working in the cultural industry.

The economic value of the build heritage is much more than only the market value. The economic value refers to the values generated for welfare for society in monetary terms. These values can either directly or indirectly generate money.

3.3.3 Categorisation

As mentioned in the two paragraphs above one can state that there is no such thing as one (sort of) value. It can also be stated that the value of the build heritage cannot always be measured, which makes it difficult to understand. To create some consistency between the large number of values a categorization is made, starting with the division between economic and non-economic values.

According to Remøy (2014) the non-economic value of heritage can be subdivided into aesthetic value, emotional value experience, architectonic and cultural historical value. However, as described above the aesthetic value can be seen as a part of the architectural value. The overarching value is the emotional value of heritage, including experience value of heritage. This forms the basis for a further categorization in architectural values, emotional values and historical values.

An often-seen distinction in economic valuation is the distinction between use value and non-use value. The distinction made by Bateman et al. (2002) is the start of many studies. According to Bateman et al. (2002) use value can be direct, by actual visits to the site, indirect, by benefitting from the site or an option value. This value is regarded as the willingness of people to pay to conserve the option for future use. The other value, non-use value, is seen as an existence value, the willingness to pay for a good although they do not make use of it.

The literature also refers to non-use values as indirect. Those authors describe the distinction between use and non-use value as follows: The direct value is the use value of a consumer of heritage services as a private good, the non-use values are values that are indirectly created by the heritage activities, the experience of heritage as a public good (Choi et al, 2010; Greffe, 1999; Throsby, 2006).

An economic approach for the categorisation of economic value which helps define the categorisation more clearly is the social costs and benefits analysis and Input-Output analysis. This approach makes a definition between direct, indirect and induced economic effects. The direct economic effect is the benefits through direct spending for the local economy. This spending are sales of goods and services from direct business investment. The indirect effect is the additional economic benefit of increased sales income and employment as a result of the business investment of the direct impact. The third economic effect, the induced effect, is seen as the increased economic activity from household spending due to the increased employment and income earned because of the increased direct and indirect effect (Musil, 2011).

To support the review of economic and non-economic values , a scheme is made that categorises the different sub-values based on the literature described above, and according to personal interpretation.

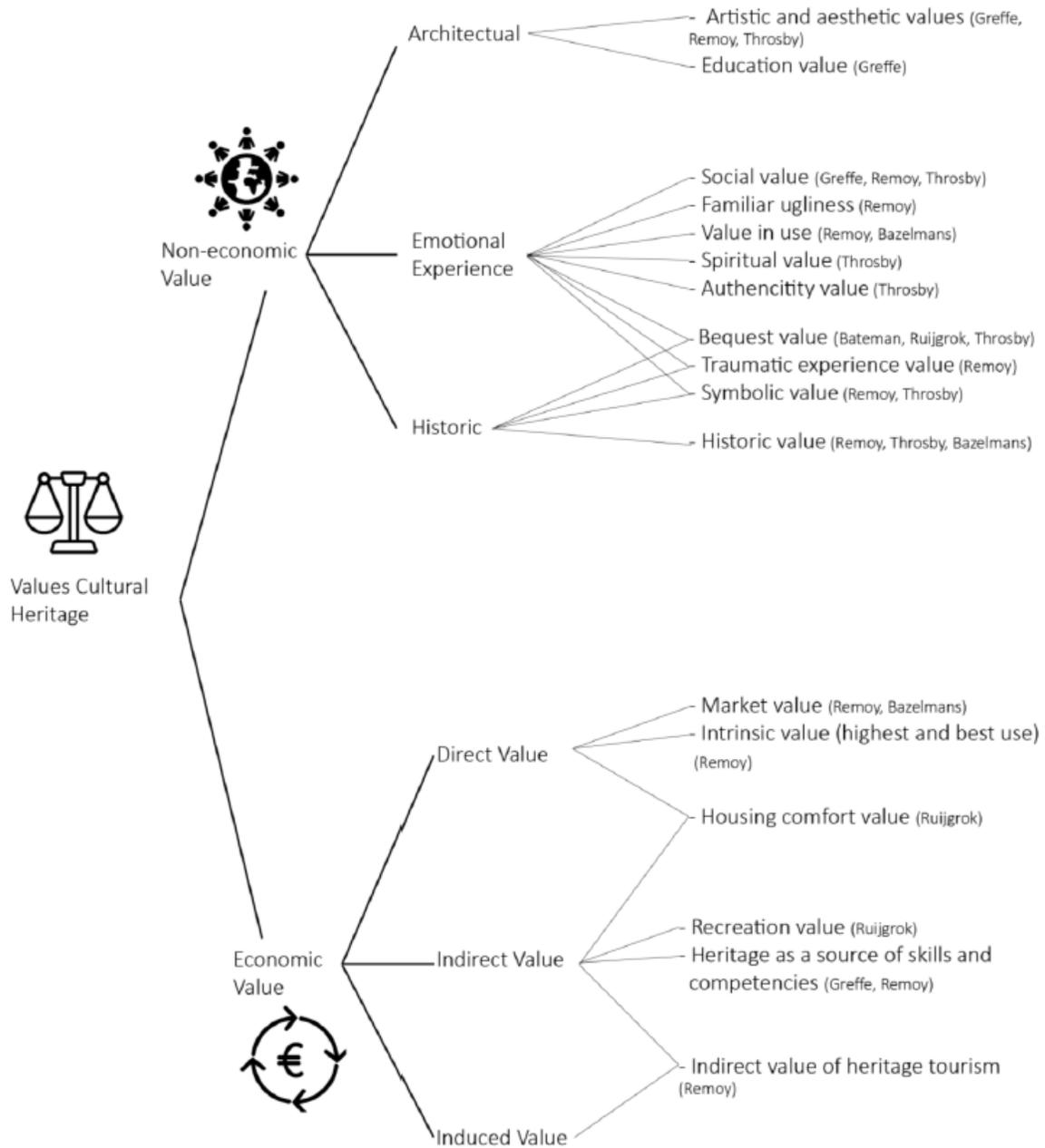


Figure 3.1: Categorization of Heritage values (Persoon, 2019).

BOX 2: The Notre Dame

As most people will know the Notre Dame, one of the most public heritage In Paris, France of maybe even the world, burned partially down on the evening of April 15th 2019 (NOS, 2019). The world in shock, the people of Paris in shock, and rightly so. The building is of course known for its grandeur, the 12th century construction and millions of tourists visited the church on a yearly basis. A tragedy.

As the following morning the people of Paris wake up with a Notre Dame without a roof private donors and large French companies like Gucci and Yves Saint Laurent are donating enormous amounts of money to the reconstruction and restauration of the church (Kruijt, 2019). The donations reach record after record, adding up to almost a billion euros. A nice gesture surely, but the reason the church caught fire in the first place is because there were restauration works carried out for far less than now donated by big corporations. The curator of the Notre Dame has said that the church did not have enough to carry out the overdue maintenance because donations were at an all-time low. This raises two questions. One, could the fire been caused by poor equipment due to insufficient funds? And two, is investing in public heritage only interesting when it needs saving, and provides donors with a high likeability? The second question is only answerable with yes, otherwise those corporations would have invested at an earlier stage.

A last point to make regarding the tragedy of the Notre Dame is the determination of its original features. The construction of the church began in the early 12th century and finished in the 14th century. However, in the 19th century Viollet-le-Duc added iconic features to the church like the wooden tower which burned down on April 15th. Should the Notre Dame be restored in that fashion, in the original way of the 12th century, or should it be adopted to the modern architectural discourse? (Nieuwsuur, 2019).



Figure B2.1: The tragedy of the Notre Dame (AP).

3.4 Public Heritage in The Netherlands

3.4.1 The definition of cultural heritage

According to Dutch official documents Heritage is the total of stories, places, buildings and objects which are carried from generation to generation (RCE, 2009). For the Dutch context, the definition 'heritage' has replaced the definition 'monument' in some way. The definition 'monument' is used in research and official State documents but is only a part of the definition of 'heritage'. However, the definition 'heritage' is more complete. The Dutch Heritage act defines cultural heritage a bit more extensive: *"from the past inherited material and immaterial sources. Sources which are manmade or came into being after interaction of man and its surrounding. These sources can identify men and can be used as an image of constantly changing values, knowledge and traditions and can give those and future generations some kind of reference."* (RCE, 2016 pp. 7). These two definitions are used throughout this research as a basis for heritage.

As stated in the above definition of cultural heritage, as defined by the Dutch government, heritage is subject to the definition of cultural values and its significance. To define this more thoroughly this research uses the definition of cultural significance to define heritage. This definition addresses the range of values ascribed to a cultural heritage asset and justifies its designated status (Avrami et al, 2000). This definition is present in the place itself, its fabric and setting, as well as, on its use, associations, meanings, records, related places and objects (Australia ICOMOS, 1999). Cultural values are subjective, in which different groups (generations, professionals, etc.), and even individuals, may attach a different weight to the cultural value for the same heritage asset. Still the cultural values remain the same (Pereira Roders & Hudson, 2011). Pereira Roders has defined eight primary cultural values in 2007: social, economic, political, historic, aesthetical, scientific, age and ecological values. These values can be used to identify the current cultural significance of a heritage asset. As described in BOX 1, the renovation of the houses of Parliament is a difficult process, but is in all ways a cultural significant building complex. When using the eight values described by Pereira Roders (2009) the "Binnenhof" scores high on all values.

3.4.2 Strategic efforts of governments for Public heritage

The three bodies of government in The Netherlands (e.g. National, Provincial and Local) have three types of tools to strategically steer (public) heritage. Those three types are distinguishable through their identity. The first is the law which provides a hard limit to what can and can't be done regarding heritage. The second is the provision of funds through subsidies, this is a more soft approach. And the third type tool are the policy documents which describe the urban area and poses a vision for the urban area. Hereafter those three types are discussed in more depth.

The strongest of the three tool types is the law. As stated before the Netherlands has an heritage act which protects and preserves Dutch heritage. This act describes what a monument is, which buildings are listed as monuments and how these buildings should be treated. The second part of the first tool is the local law, set out in zoning plans and the 'Welstandscommissie' or planning authority. This locally based authority determines if and how real estate in general should be build or changed, especially for heritage. They act, like the heritage act, as a hard limit. These two parts of the first type tool are all about preserving the heritage as it is. Generally, they do not take into consideration the owners and users of heritage. This tool is used to protect.

The second tool type is a more soft approach and is all about funding heritage owners. The national government has issued two types of subsidies for heritage: the subsidy for the preservation of monuments and the subsidy for the stimulation of transformation of monuments. The local and provincial governments have also provided subsidies for this type of preservation of heritage. These subsidies (national, provincial and local) are all based on a government document known as the 'Leidraad subsidiabele instandhoudingskosten' or the 'directory eligible preservation costs'. The main idea of these subsidies is that the owner of heritage is compensated for the burden of having heritage. The compensation is given through subsidizing costs for long-term maintenance of the heritage assets. It shows a more soft approach in attracting people to own heritage and maintain it. If someone

owns heritage the authorities can contribute to the maintenance costs. However, there are all sort of restrictions. Those posed in the directory, but also the restriction that these subsidies are only for non-residential heritage assets. And lastly, there is a cap on the maximum eligible costs and a maximum of subsidies per year in total. This type of heritage preservation tool is also about protecting heritage.

The third and last tool for heritage preservation are the policy documents of provinces and municipalities. These documents are all different from one another because they are strongly influenced by the governance of a municipality or province, the political colour of aldermen and council members, but also because provinces and municipalities differ. As an example the policy documents of The Hague are discussed. The Municipality of The Hague determines its strategy for its heritage in the policy document: *'Bekend maakt bemind. Den Haag stad van monumenten.'* (The Hague, 2011). This policy document is a vision on the preservation of monuments in The Hague, freely translated the vision is: Knowing it, loving it. The Hague, city of monuments. This vision is remade every ten or eleven years and first came out in 1975. The core of the vision of the municipality is roughly the same. The city states that the monuments of the city contribute to the recognisability of the city and should show the development of the city through the ages. However, the municipality does not want to freeze the current situation, it should still be a city in development, and every generation should contribute to its development. The most important part of the vision of the municipality are the citizens and the businesses that use with the monuments of The Hague. A second type of policy and strategy making of the municipality for heritage are the so-called "Monument Inventarisatie Projecten". These projects have a twofold purpose. They determine the cultural heritage value of a certain period, for example the cultural heritage value of the post-World War reconstruction period. And secondly, to construct a protection policy for certain heritage assets to preserve the cultural heritage for the city. These policy documents are the softest of the three heritage management tools. It poses an idea or a vision for the city but does not create strong measures to develop that vision.

3.5 Conclusion on the added value of heritage

The main conclusion of the literature review on the theory of heritage management is that view on the added value of heritage has shifted from solely culturally historic value for society towards a broader view on the added value. The added value of heritage is also a resource for the strategic integration within society for social and economic development, it provides a possibility for sustainable development. This shift towards a broader interpretation of the added value of heritage is the product of the Historic Urban Landscape approach as adopted by UNESCO. This approach sees landscape as all aspects influenced by humanity. Landscape is in the definition of the HUL approach a universal, dynamic, hierarchical and above all holistic concept. It provides the shift towards seeing heritage as a resource, not a product. The conservation of heritage has become because of this approach a strategy, rather than protection. The strategy of heritage conservation can provide a balance between liveability, through the enhancement of the quality of life, and our urban areas. Critical reading and exploration on this HUL approach is however needed in order to create something which is usable in practise.

The value of heritage is subject to the main definition of value: an object of value is worth keeping, using and cherishing, an object which is not valuable is neglected, abandoned and thrown away. This definition is refined to three main categories of values: architectural values, emotional values, and historic values. Those values are further refined in eleven non-economic values and four economic values. These values form the basis for further research for public heritage.

Heritage adds value through its possibility to be a resource for societal development. Both in the city development, in economic and non-economic ways. The main driver to reach the possible added value for society is the integration of heritage in the strategy-making process. As seen in the review of policy documents of the Municipality there are policies to integrate heritage in city development.

BOX 3: Churches strategy

As discussed throughout this research heritage are important features for cities, for their identity, etc, etc. One of the most iconic heritage assets in cities, villages and neighborhoods are churches. Those churches are build for a society which differs enormously from the society we live in today. Churches were used and meant for worship, today those buildings are (if used at all) far less used for worship and more for tourism. The Dutch government has determined that those 6000 buildings need saving (RCE). They introduced the Churches strategy.

The idea of a church strategy is admirable. Making a strategy for the continuation of the use of heritage assets, in this case religious heritage. Because the 'one size fits all' principle does not apply here, the government provides the financial assistance for Municipalities to come up with such a strategy. In the utopian idea of the Government all 355 Dutch Municipalities create and implement a church strategy. However, the results vary for all Municipalities, and that is understandable. The Government forgot to take into account the fundamental differences between small and large, rural and urban, old and new, Municipalities. For example, a medium size Municipality of 125.000 citizens (Leiden) versus a small Municipality of 9.500 citizens (Loppersum). The first has much more civil servants to create this strategy than the small Municipality. It could be well so that the latter will hire an external bureau to create a strategy and the first will create it in-house. The result: Leiden has a strategy which is easy to implement, the civil service has created the strategy themselves. Loppersum needs to incorporate the external advice, which is much harder.

A external advice could be well implemented, but an in-house strategy becomes much more easily part of the culture of the civil service and policy making. The Government forgets to make the funding for the church strategy structural. A one-time effort is not enough to create the culture in which religious heritage is part of the urban planning.

Chapter 4: Public Real Estate Management



US Embassy, 1959, the library.
Photo: Henk Lindeboom / Anefo

Chapter 4: Public Real Estate Management

4.1 Introduction

This chapter is the review on the theory on public real estate management. Those theories form together with heritage management the basis for the strategy-making of public heritage management. Those theories discussed below are needed to understand how Municipalities can contribute to the use of public heritage for society. The presumed added value of heritage as discussed in the previous chapter is one of the two building blocks for municipal strategy making. This chapter answers the research question: “Which theories apply to the public real estate strategy making?”

4.2 The Impact of real estate on performance

The basis of real estate is the presumed impact, or added value, real estate has on the performance of an organisation, either positively or negatively. If real estate had no impact on the performance organisations would not be willing to invest on their real estate. In this case performance refers to something more than only financial goals, it also refers to social goals like the happiness and well being of individuals. It can even refer to societal goals like environmental goals. The same applies to public heritage, or public real estate in general. Public real estate is not always profitable financially, nor should it be in some cases. Goals for effective primary processes are central (Den Heijer, 2011).

One would agree that the most elementary function of real estate is the protection from the outdoor climate, insects, wild animals, enemies and other hazards. One could say, real estates shelters people and their belongings from negative influences. If real estate would not do so, the performance of users of real estate would confirm the negative impact on their performance. This is just one of the five functions of real estate distinguished by Van der Voordt & Van Wegen (2005). Other functions they describe are spatial, social, symbolic and economic aspects. But also the enabling of human activities is one of the main functions of real estate. Accommodations should stay functional over time. However, the output of real estate changes over time. Technically a real estate object wears out due to ageing. Economically real estate is limited by the return it generates, which is subject to the real estate market. A real estate object depends its functionality to the requirements of the function it accommodates and its ability to adapt to changing requirements. Also, real estate reflects the values of society and facilitates and constitutes changes. From these functions of real estate seven aspects of real estate can be derived: technical, functional, financial, economic, cultural and ecological.

Den Heijer (2011) distinguished two levels of impact of real estate: impact of real estate on individuals and impact of real estate on organisations. These two impacts are discussed hereafter.

4.2.1 Impact of real estate on individuals

The impact of real estate on individuals is connected to the psychological theory of need-satisfaction by Abraham Maslow (1954) which has been transformed to user needs by Blyth and Worthington (2001). This theory is used by Den Heijer (2011) to understand the perceptual qualities which need to be realised in real estate. She states that the degree of satisfaction is largely determined by the extend to which the environment fulfils general and individual needs. The needs as described in the pyramid of Maslow are connected by Den Heijer to the cumulative functions of real estate. This provides a pyramid of real estate functions from sheltering people to inspiring people, as shown in figure 4.1 X. The pyramid works in a certain degree, the hierarchy of needs starts from the basis of the pyramid. Only once the basis is provided can one build towards the top of the pyramid. In countries with a high standard of living the focus lies not necessarily on the basis of the pyramid, individuals are able to shelter themselves and to provide in the basic needs (Van der Voordt & Van Wegen, 2005). This aligns somewhat with the general policies of

Dutch governments and the needs of Dutch citizens. The expectations of citizens are generally not for safety and shelter, but in the higher degrees of the pyramid (SCP, 2014).



Figure 4.1: Cumulative functions of real estate linked to Maslow's hierarchy of needs (Den Heijer, 2011)

4.2.2 Impact of real estate on organizations

De Vries (2007) determined in her dissertation ten ways in which real estate can contribute to organizational goals. These ten ways are an elaboration of the seven ways of adding value in earlier CREM theory by De Jonge (1994) and she links them directly or indirectly to profitability, productivity or competitive advantage. This resulted in ten interrelated ways of adding value, also known as real estate goals. In theory all real estate decisions can be related to any of these goals:

1. Increasing real estate value
2. Controlling risk
3. Decreasing costs
4. Increasing flexibility
5. Supporting user activities
6. Increasing (user) satisfaction
7. Supporting image
8. Supporting culture
9. Stimulating collaboration
10. Stimulating innovation

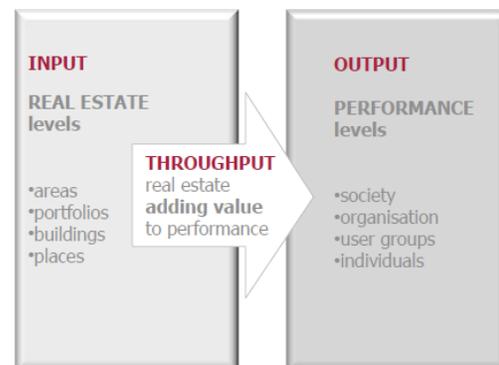


Figure 4.2: Basis of real estate management: real estate adding value to performance

According to the doctoral thesis of Den Heijer, it is very difficult to prove the added value of real estate for the organization by a real estate decision (Den Heijer, 2011). According to the work Den Heijer used from a study of De Vries (2007) it is much easier to prove the negative effect of real estate decisions like neglecting the work environment has on satisfaction and production which has a clear influence on the organization. This result leads to the insight that real estate is connected to other production factors and is therefore one of five resources organizations have (Den Heijer, 2011). This resource can not as discussed earlier not been seen isolated from the other four (capital, human resources, information and communication, and technology) and can provide potentially added value to the organization. The resources, therefore also real estate, can reinforce each other, but can also neutralize or have a combined negative effect on the organization (De Vries, 2007).

4.3 Corporate & Public Real Estate Management

Within real estate management multiple specializations exist. When speaking of real estate management from an investor point-of-view one speaks of portfolio management and this type of management is mainly focused on financial goals. When a real estate object is both used and owned by the same parties this is called corporate real estate management (CREM), this type focuses on the performance of the organization (benefits) in relation to its resources spent on the real estate object (costs). Public Real Estate Management adds public goals to the match between demand and supply of space (Den Heijer, 2011). Of course, public heritage is subject to public real estate management. However, corporate real estate management will be invested also, due to the increasing importance of investment in real estate and the dependency on investment from private investors.

The focus of CREM has shifted from the sole purpose of using corporate real estate to optimize profit towards a more inclusive, general and broader definition: "CREM is the range of activities undertaken to optimally attune the institution's accommodation to organizational performance" (De Jonge et al, 2007). The public component of real estate management, PREM, is therefore a form of CREM. PREM is in this definition not solely focussing on economic goals but takes also into consideration societal and political goals (Den Heijer, 2011).

4.3.1 Public Real Estate

Public real estate has some important differences from corporate real estate, it is important to take a closer look at the characteristics of public real estate and the consequences for the management of this type of real estate. A major difference between corporate and public real estate is the fact that public organisations are not driven, and familiar with, making a profitable return on investment. Thereby, the sometimes very specific nature of the buildings can cause an economic value of zero. Specific buildings often have the disadvantage of being non-marketable. It is for public organisations very common to have a portfolio with non-marketable buildings. The ratio marketable and non-marketable buildings differ per organisation.

Even though it seems obvious public organisations should create a portfolio of marketable buildings, this is easier said than done. Since the activities of the public organisations are often not very standard, they need buildings that can support these activities. This may mean that they need more specific, and therefore less marketable buildings. The public organisations face a challenge to create a balanced portfolio with buildings that suit their needs, but also can be suitable for the needs of future users. (Evers *et al.*, 2002; Van der Schaaf, 2002)

A second difference can be found in the other type of goals in a public organisation. Within public organisations the costs are less important than in corporate organisations. In a public organisation there are other goals that are considered just as important as, or even more important than, costs.

These goals can be social or political goals in the field of economy, culture, employment, environment etc. In the last 25 years, the view on public real estate management has changed quite a bit. In the first place, the amount of attention for the subject has increased. Previously, there was not a lot of actual management of public real estate. Every case was assessed separately. There was no overview of all public real estate and the interactions of the different buildings. (Van der Schaaf, 2002). This situation has changed in the past few years. Public real estate management, as we know it today, looks at the complete portfolio. Thereby, the priority goes to meeting the needs of the occupants by adding value to core business processes. Overall, the focus is more and more on all aspects of real estate. In a way, this complies very well with CREM. However, the application of CREM on public real estate works differently. In CREM it is common that only actors within the organisation influence the decision making. Looking at the characteristics of public real estate, it can be concluded that there are more actors involved than just the actors within the organisation (Evers *et al.*, 2002).

The multiple actor environment of public real estate is probably the largest difference between public real estate and corporate real estate. Especially in the field of heritage the societal influence is large. In many ways, public organisations face the challenge to balance their portfolio. They need buildings that make it possible to reach their

own organisational goals, political goals and are financially viable. Thereby, they need to consider the future needs of their own organisation or possible other users. Overall, it can be said that the characteristics of public real estate creates a more complex decision-making process compared to corporate real estate.

4.3.2 Designing an Accommodation Strategy

Den Heijer (2011) discusses real estate management in her doctoral thesis as a continuous process with explicit and implicit decisions about the match and mismatch between supply and demand. This management process has four important coordination moments: between current demand and current supply, between future demand and current supply, between future demand and future supply and from current supply to future supply, see figure X (De Jonge et al, 2009). Determining supply and demand can be seen in a very broad way. It does not only have to consider square meters but can also consider the demand for facilities or technology, lower costs or other important aspects (Beckers, 2012). Research by the Real Estate and Housing department of the TU Delft resulted in a framework that provides a tool for creating a strategy to match supply and demand. The DAS framework, or Designing an Accommodation Strategy framework, considers current demand and supply and future demand and supply, and gives the essential points for drawing up a strategy to match these two, figure X.

The strategy that this framework describes can be summarized in four tasks:

- Determine the mismatch between current demand and current supply
- Exploring changing demand
- Generating future models
- Creating a method to transform projects

This framework offers a good starting point in developing a strategy. It considers not only the current situation, but also looks at the future developments. As mentioned before, it is very important in real estate strategies to consider these future developments, since it is difficult to make short term adjustments to strategic real estate plans. The framework describes the steps that must be taken to create a strategy that will fit the future demand very clearly. However, filling out this model is more difficult than it may look. For instance, it is not always easy to determine the future demand. Thereby, the mismatch between demand and supply could suddenly become a lot larger than anticipated. A large mismatch is difficult to resolve. Nevertheless, this framework does offer a good overview of the situation. To draw up an efficient strategy, proper real estate management is essential.

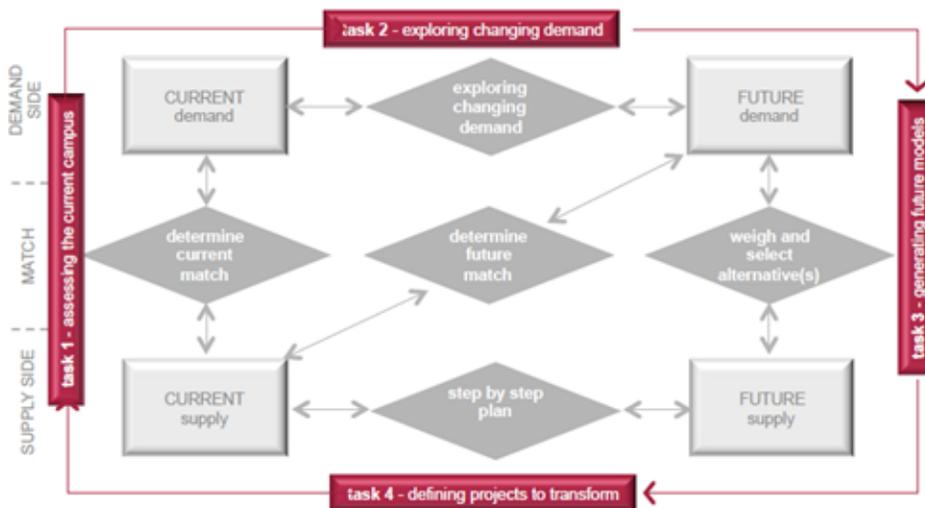


Figure 4.3: DAS framework (De Jonge et al, 2009)

4.3.3 CREM-framework

De Jonge (1997) created a framework for corporate real estate management (Figure 4.3a) in which attention is paid to the four domains that play an important role in the alignment of the real estate to the organisational objective. On a strategic and operational level, both real estate and organisational objectives are presented. In theory, all relevant factors for real estate decisions should be represented in this model. Den Heijer (2011) included a stakeholder approach to this framework in her research. Stakeholders are an important link in the decision-making process. All aspects in a real estate decision-making process can be represented by the people that have an interest in one or more of these aspects (stakeholders). Real estate decisions are influenced by many stakeholders. Each stakeholder has a personal view on the situation and has different criteria. This makes the decisions very complex (Harputlugil et al., 2011). Real estate decision making should therefore always incorporate the interests of the important stakeholders (De Jonge et al., 2009). Figure 3.4b shows the stakeholders associated with the four domains. To the users of a building, the functionality is essential, a technical manager will focus on the physical aspects, the controller looks at the financial aspect, the policy makers are responsible for creating an integrated strategy for the total organisation.

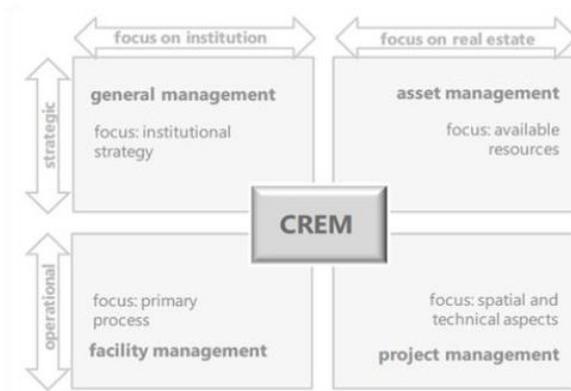


Figure 4.3a CREM Framework by De Jonge (1997)

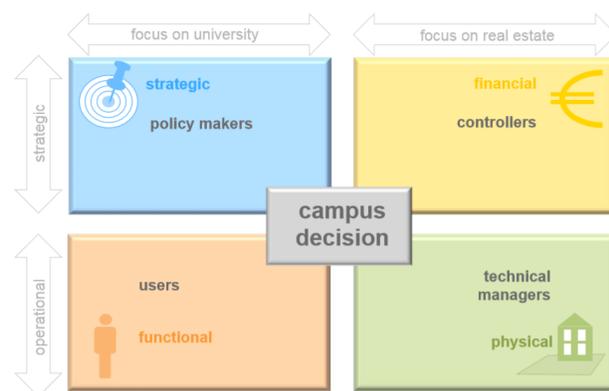


Figure 4.3b CREM framework by Den Heijer (2011)

4.4 Applying CREM theory to public heritage management

The research of Den Heijer (2011) showed that corporate real estate management is the most applicable real estate management theory for campus management theory due to the public goals of educational real estate. The result of Den Heijer on campus management provides a starting point for using corporate real estate management for public heritage management. The goals of educational real estate are comparable to the goals of public heritage, and even in some cases the educational objects are public heritage. However some differences are also undeniably true. This research uses public heritage as a resource for society. The strategy making process is not executed on the level of one object, but instead is viewed from the level of an urban area, with multiple objects.

Similar to CREM public heritage management integrates four perspectives, figure 4.4 describes the four perspectives connected to their main focus and stakeholders for public heritage management. The most important aspects per perspective are mentioned below:

- Physical perspective: The quantity and quality of the current public heritage for society, including location characteristics, historic types, architectural types, condition and age of the objects.
- Functional perspective: number and types of users. Users of the building itself, but also neighbours, satisfaction about the objects.

- Financial perspective: Costs of investment in heritage, impact of resources of governments spent on heritage
- Strategic perspective: added value to societal goals, how and to what extent are societal goals supported, achieved or obstructed with the current public heritage portfolio?

These main variables and aspects form the basis for the required management information for public heritage management and are provided in the adjusted framework for public heritage management in figure 4.4.

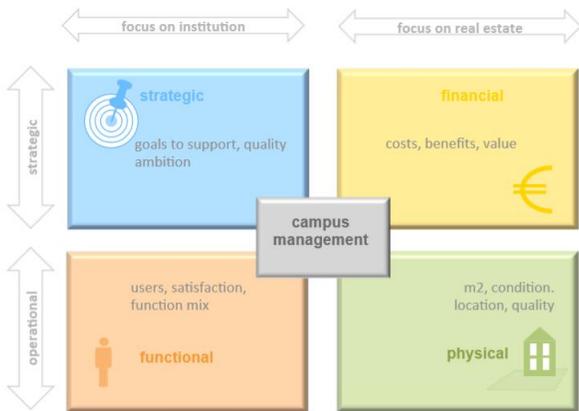


Figure 4.4: Main variables in the CREM Frame by Den Heijer (2011)

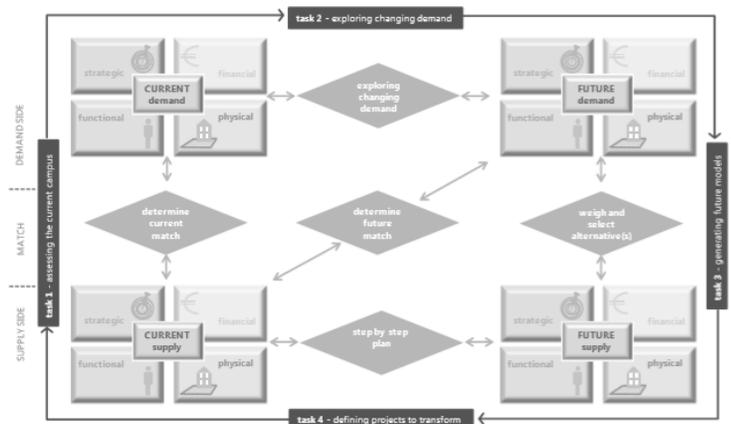


Figure 4.5: All four CREM stakeholders are relevant for each management task

In the CREM theory two questions are posed: what tasks can be distinguished in the management process (a) and who decides if the match between demand and supply is satisfactory (b)? As an answer to question (b) the CREM model with stakeholder and perspectives was introduced. As an answer to question (a) the framework can be applied. With the following management tasks: assessing the current public heritage (1), exploring changing demand (2), generating future models for public heritage (3) and defining projects to transform public heritage (4). The two components are combined in figure X, illustrating that, according to theory, each management task should integrate CREM stakeholders and perspectives. This is the basis of the conceptual framework for the case study of this research. The research by Den Heijer (2011) incorporates the four perspectives of the CREM theory in the DAS-frame, the same applies for this research. With the exception that unlike Den Heijer (2011), this research is limited to the first task of the DAS-frame: assessing public heritage. This step will be discussed in more detail in the next chapter.

4.5 Conclusion on the real estate strategy making for public real estate

This chapter answered the question: “Which theories apply to the public real estate management strategy making?” Real estate has an impact on performance, because of it had no impact organizations would not be willing to invest in real estate. Real estate has multiple functions but two main categories are to be distinguished: protection of humans from external influences like whether, animals, and other dangers. And secondly, real estate is meant to enable human activities. The accommodation of organizations should remain functional over time, even when the output of real estate changes. Real estate has an impact on both individuals and on organizations. The impact of real estate on individuals is measured through the hierarchy of needs pyramid of Maslow. This pyramid is adjusted and connected to real estate objectives and output. The basis of the pyramid is the protection of humans from external factors through sheltering them. The very top of the Maslow pyramid is self-actualisation, translated to a real estate objective is the top of the pyramid: inspiring people. The second type of impact real estate can have is on an

organization. This type of impact is the influence real estate decisions can have on the organizations goals. It is however very difficult to determine if a real estate decision has a positive impact on the organizational goals. Therefore, real estate is seen as one of the five resources of an organization. The other resources are: human resources, capital, information & communication, and technology. Real estate is also not a resource which can be seen individually from the other resources.

Next to the general note that real estate has an impact on performance is the strategy making for real estate subject to Corporate Real Estate Management theory, or CREM-theory. The definition of CREM has shifted from the sole purpose of using corporate real estate to optimize profit towards a more inclusive, general and broader definition. CREM-theory has included, next to the economic goals also the social and political goals. The public component of real estate management is therefore a form of CREM. The CREM-theory forms through the DAS-framework a foundation for strategy making in real estate. The DAS-framework provides the four management tasks needed to create a real estate strategy. This framework gives the opportunity to determine the (mis)match between supply and demand for real estate. The first task of this framework is the assessment of the current supply and current demand, the match or mismatch so to speak. This task is the core of the further research in heritage management for this research. The DAS framework is expanded and refined with an extra frame, the CREM-framework. This framework includes the stakeholder perspectives in the strategy making process. Stakeholders are a vital part in creating a sustainable strategy for real estate. With the inclusions of the stakeholder perspectives the strategy for public real estate becomes more complete.

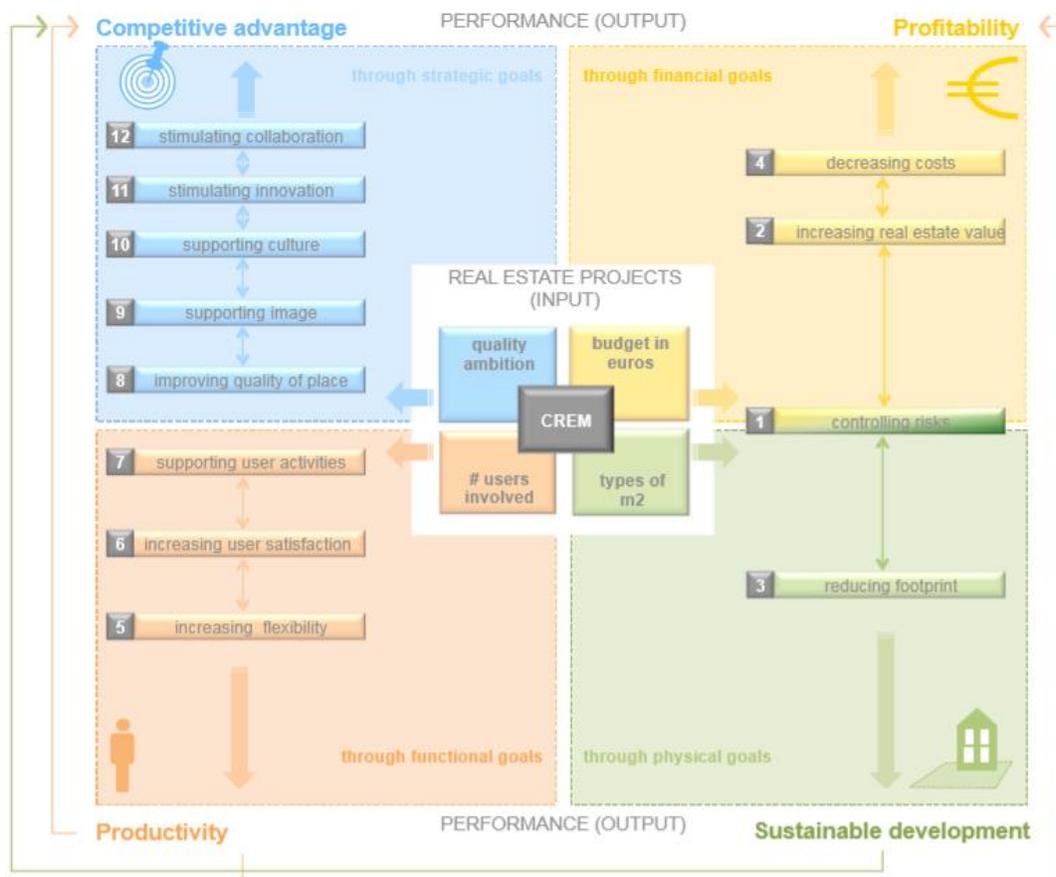


Figure 4.4: Hierarchy of adding value, model to assess real estate decisions, from project tot performance (Den Heijer, 2011)

Chapter 5: Assessing public heritage



Chapter 5: Assessing public heritage

5.1 Introduction

This chapter focuses on the first management task of managing public heritage: assessing current public heritage. The following research question will be answered: “What management information is required, what management information is available and what is the demand for additional information for assessing public heritage?” see figure 5.1. The essence of ‘assessing public heritage’ is to generate information about the (mis)match between current supply and current demand, or what we have and what we want. The assessment is made from four different stakeholder perspectives physical, financial, strategic and functional aspects. It is however not the intention of this research to compare one public heritage asset with the other, both are seen as resources for the development of the urban area. The only comparison which will be made is the comparison in decision-making by the Municipality for both cases. The case study areas are selected through the use of the website *herbestemming.nu* and *dewaag.org*. The first website is a website about adaptive re-use of monument-listed buildings and is initiated by the Dutch Restoration fund. The websites elaborates on approximately 245 redevelopment projects. The second website is initiated as part of the Smart City-SDK-project and is an interactive map based on open data provided by the Kadaster, a government agency with information on Dutch real estate assets. The following sections of this chapter are the selection of heritage cases and the assessment of two cases for public heritage.

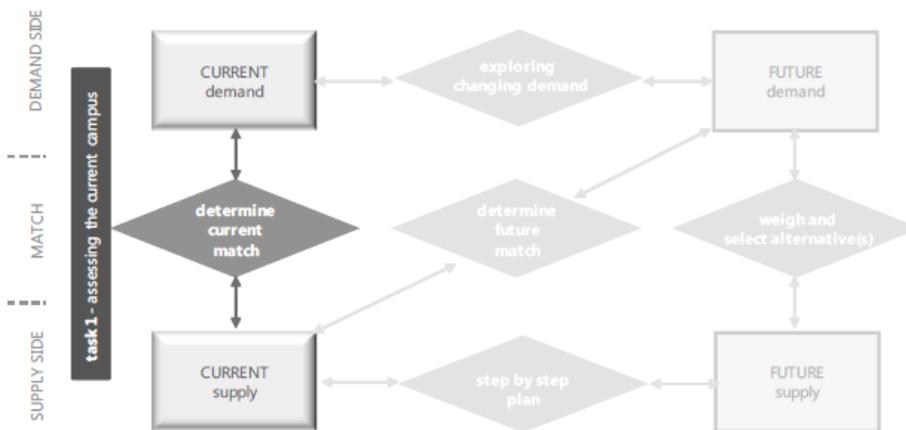


Figure 5.1 Task 1 of the DAS framework from Den Heijer (2011)

5.2 Selection of heritage cases

The selection of cases for this research is executed through the impact an asset has for urban development. The main driver for this research is the presumed added value of heritage for society. Therefore, two cases are selected in which the added value is underlined by all stakeholders but is not determined why and how the added value should be valued for society. The criteria to come to these two cases started with the selection of a case study area, the Municipality of The Hague. The Municipality of The Hague is well known for its abundance of heritage, this case study area will provide a good starting point for the selection of public heritage cases. But also the fact that The Hague is the third largest city of The Netherlands gives the opportunity to investigate whether or not the local government is able to provide good governance and policies for the management of public heritage within city development.

The other criteria used to determine which public heritage objects were to be researched are: (a) difference in scale and use, (b) difference in place within the city limits, (c) transformations. These three criteria give the

possibility to investigate two very different cases, which are in general incomparable in the four perspectives of the CREM-framework but could provide insight in the municipal strategy making by comparing the processes of the strategist and policy makers of the Municipality for those two cases. However, by selecting two very different objects for research the possibility of comparing the objects and elevating the outcomes for a generic view on heritage management by the Municipality of The Hague becomes becomes slimmer. However, the results of the research can be used to understand how the literature is used in practise.

5.3 Format for assessing public heritage

The assessment of public heritage is executed through the application of the CREM framework from theory to the two selected cases (Den Heijer, 2011). As background information some additional information about the history and other general information is added to the assessment. The example of the CREM profile of figure 5.2 illustrates what data was collected through document and website review for public heritage. The figures are derived from the CREM theory of Den Heijer (2011) but are applied to the heritage cases. The format on assessing public heritage provides insight in the first part of the research question for this chapter: “What management information is required?” The CREM frame as described by Den Heijer (2011) has been adapted in order to create the best workable set of information for the assessment and grip on the heritage objects.

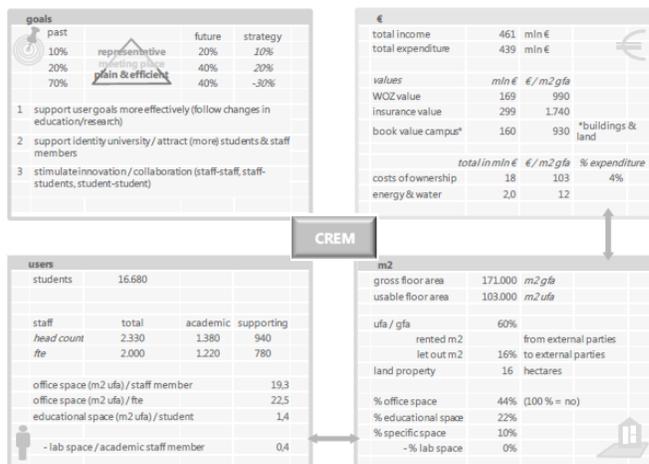


Figure 5.2 Example of a CREM profile from Den Heijer (2011).

5.3.1 The physical perspective

An important aspect for public heritage assessment is the scale of the heritage, expressed in square meters. For this physical perspective the gross floor area and the usable floor area are measured. The difference in space between gross floor area and usable floor area is the space for horizontal and vertical circulation, installation and construction. The second information needed is the listing of the object. When has it become an heritage asset and why? The condition of the real estate objects is determined through a rough estimation of the objects scaling them in the condition varying from very bad through bad, moderate, reasonable, good to excellent. The estimation of the condition is explained. The heritage objects are also assessed in terms of use, determining which type of function they have.

5.3.2 The functional perspective

The core of the functional perspective are the users of the heritage objects. For this type of assessment the users of the real estate itself are assessed (the office employees, etc), but also visitors and passer-by are an important part of this assessment. Heritage is in this research used as a resource for societal development and therefore not only

the direct users of the public heritage objects are assessed, also the indirect users of these objects weigh in. Those visitors and passers-by include also the neighbouring residents, local shopkeepers, etc. The main driver for this part of the assessment is the impact public heritage can have on the area, therefore adding to the answer of the main research question: what is the added value of public heritage for society?

5.3.3 The financial perspective

The financial perspective of assessing public heritage is executed through the review of public documents stating the investment of public bodies into the two studied heritage assets. The main driver for this part of the assessment is to understand the needed investment from public bodies to protect and preserve public heritage for society. The total investment needed for heritage, including subsidies and private investment provides clear insight in the tension between the preservation of heritage and the investment in other societal issues.

5.3.4 The strategic perspective

The public strategy policy documents and interviews with experts on both heritage and city development are the basis for this part of the data collection. The strategic perspective is determined on two aspects: (a) the hierarchy of needs, linked to the qualities of the build environment and summarized in three ambition levels: protection, dynamic preservation and inspiring. And (b) a list of public goals to add priorities to.

The hierarchy of needs model, as introduced in chapter 4, describes human needs connected to real estate quality. This model was first introduced for public real estate in 2002 and revised in 2007 for campus managers of Dutch universities (Den Heijer, 2011). As described earlier there is some overlap between public heritage and educational real estate. Therefore this model is used in this research as well, the model is however adjusted slightly to be more appropriate for public heritage. The first part of the model is the adjusted version of the 2007 model plain & efficient and is adjusted to protection. This aspect is the bare minimum of preservation of heritage. Without protection heritage is no longer the cultural historic attribute society wants it to be. But it also is nothing more than an attribute. The second part of the pyramid in the hierarchy of needs is the adjusted version of meeting place into dynamic preservation. This is the addition of qualities for society by the public heritage object. The object is in this case used for society and is no longer only an attribute, but fits in the changing dynamics of the urban area. The third and highest part of the pyramid for public heritage is the same as the value in the pyramid used by Den Heijer (2011) and is known as inspiring. This way the object is no longer an attribute, is not only used by society but adds an extra quality to society, to its internal and external users, to its surrounding. In this level the public heritage has become a showcase for society. The heritage assets are, just like the condition of the technical perspective, estimated roughly on which level the object stands. The percentages are estimated.

In each case profiles there are goals included in the assessment. These goals are the societal goals the Municipality wants to reach through the public heritage or could reach through the public heritage object. The goals are selected through the document review and expert interviews. These goals reflect the long term and short term vision of both strategist within government and users.

5.4 Heritage asset 1: Caballero factory

5.4.1 General information

The Caballero factory is a complex of buildings situated in the southwest of the Municipality of The Hague. The buildings are built after the second World War in 1953 on commission of the cigarette business Laurens (Herbestemming.nu, n.d.). The design of the factory is mostly functional. The building is erected in brick and concrete, leaving no details of the construction hidden. However, the building does have some decorative elements made in concrete on the façade. The interior of the factory is made, next to concrete and brick, in marble, stained glass and steel decorations. The factory was built by the firm Laurens, a business with a long history in The Hague. From 1921 this firm was located in The Hague. Laurens was the first factory to produce filter cigarettes in The Netherlands. They also produced the famous, almost legendary, brand Caballero. This brand became the most popular cigarette brand in the sixties, one of the reasons to name the building the Caballero factory. The factory is of cultural and historical value according to the Municipality for its history as the factory of the firm Laurens and its product Caballero. The buildings have also architectural value in its architectural style and expression. The building is a good example of Dutch after war architecture, using functional architectural style with some decorative elements (Monumentenzorg Den Haag, n.d.).

5.4.2 historical developments

The Caballero factory is part of a much larger redevelopment process for The Hague. The reason the Caballero factory is transformed and redeveloped in 2003 originates in the worsening quality of the neighbourhood Binkhorst, a large former industrial area in the south-west of the Municipality of The Hague (The Hague, 2005). The Municipality became owner of the factory after the cigarette business (after Laurens, British American Tobacco became the owner) left The Hague for Zevenaar. The core value of the redevelopment was clear from the start, the building should be a place where people and business meet and inspire each other. The design team followed this principle through the backbone of the building, the corridor. This corridor is the internal street of the building, complete with squares for coffee and the front doors of all the business units. GROUP A created a building with a lot of small business units for the creative industry, units for start-ups. The design further rejected the later additions and alterations to the factory. Those additions were demolished in the process. The designers wanted the building to become the most original Caballero factory possible (Herbestemming.nu, n.d.). When the transformation started the building was not listed as a monument yet. The design created the possibility to become a monument listed building, transforming the factory to its original design of 1953. Interestingly in this respect is the decision to accept the interior climate in extreme winter and extreme summer. This decision is made to keep the 70s façade and plastic window frames and all single glazing. The building could keep therefore its original features but become less functional because of it (Herbestemming.nu, n.d.). The redevelopment knew two phases. The first phase, 7900m² including the former office wing and a part of the factory hall, finished in 2006. The second phase, 6600m², is finished in 2009.



Figure 5.4.1: Location of the Caballero Factory in The Hague



Figure 5.4.2: Original exterior of the Caballero Factory

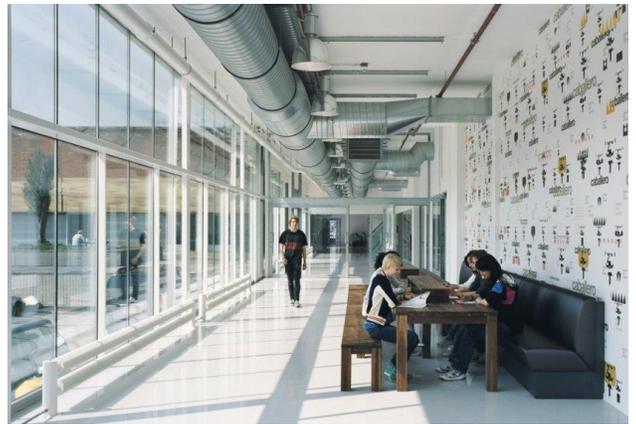


Figure 5.4.3: Interior of the transformed Caballero Factory



Figure 5.4.4: Original windows from completion 1953

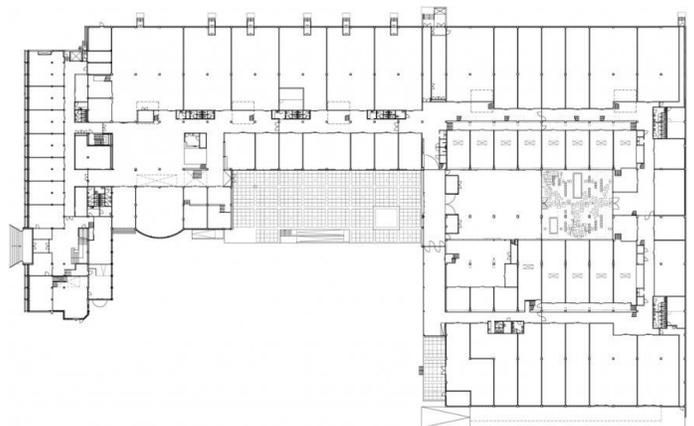


Figure 5.4.5: Drawing of the transformed Caballero Factory

5.4.3 Strategic perspective

The hierarchy of needs: Inspiring

The main driver for the Municipality of The Hague to buy this complex of buildings is to have a strategic advantage on the redevelopment of the area called 'Binckhorst'. The main driver for the Municipality to gain this strategic advantage is because of the rapid expansion of the Municipality. In order to do so this building is developed and transformed to become a Kickstarter for the city development in this area (The Hague, 2005; The Hague, 2010). The fact that this building has been an industrial building has given an identity to the neighbourhood and the developments which are underway. The expert interviews state this also as true. The councilmen spoke of an industrial new city district with creative entrepreneurs and businesses (Appendix 1).

As mentioned before, this area is a former industrial site and has almost no amenities. To create a new city district on this industrial site amenities like entrepreneurs and small businesses are needed. The Caballero factory is chosen to facilitate that. The transformation of the Caballero factory is finished but the redevelopment of the area is far from finished. Development for the area include newbuild dwellings, shops and a large tunnel connecting this part of the city with the highway A13, the main connection between Rotterdam and The Hague ((The Hague, 2005; The Hague, 2010).

When the first phase finished in 2006 the building was awarded with the 'Nieuwe Stad Prijs' or New City Prize. The jury of this award named the redevelopment of the Caballero factory a strong proof of why government investments are needed to create a successful city. They argued that the risks of such an investment are not clear enough for a private actor and private actors would be hesitant to invest. The impulse governments can give is vital for redevelopment for city districts like the Binckhorst, they say (Herbestemming.nu, n.d.). With the addition of this award the former factory has become a showcase for other developments of heritage and therefore the object is in the top of the hierarchy of needs: inspiring.

Public goals

The redevelopment of the Caballero factory is an example of a private asset, a building in ownership and use of a private cigarette business, transformed into a public heritage asset. The use of the building started as a place of work, behind closed gates for only the workers of the factory and the owners of the plant. The transformation has made the building part of the public space. This way the building is not only of value to society for its historical and cultural significance, it is of value for its public use.

The Municipality has used this building from the start, the day British American Tobacco sold the building to the Municipality, as a Kickstarter for the redevelopment of the Binckhorst. This strategy is transparent from the start and understandable for all actors involved. The fact the Municipality bought the building, and therefore saved the building from demolition, plays an important part as well. Without ownership the Municipality could not have transformed this building in such an open and publicly accessible area.

The building became a monument during the transformation and gives a sense of identity to the area. The transformation of the Binckhorst as an expansion of the city, the creation of a new city district, is the goal of the Municipality. Using the Caballero factory gave this district development through its monument listing, a permanent status.



Figure 5.4.6: Strategic quadrant of the Caballero Factory

5.4.4 Financial perspective

According to official municipal documents about the sale of the Caballero factory, the Municipality paid 25 million guilders at the end of 2001 for the entire plot, including the real estate. In that time it was not clear what the cumulative costs would be for the transformation of the building and there were no plans for the development of the area of the 'Binckhorst' yet, according to the expert interviews. According to official documents the first steps in the city district development of the Binckhorst were taken in October 2003, two years later (Deetman, 2001; Heijnen, 2003).

To finance the project the Municipality applied for a European subsidy in 2003 and asked GROUP A, a design company the Municipality worked with in the past to make a preliminary design of the transformation of the Caballero factory. The redevelopment started in 2003, this investment is a long-term deal which made it possible for the Municipality to invest as much in it as they did. The total sum of investment is € 10 million, of which € 4 million is invested by the Municipality. The other € 6 million is provided by Government ministries and the European Union (Herbestemming.nu, n.d.). According to municipal officials the Caballero factory is still in need of municipal funding to keep the building running (Appendix 1). It is as of this moment unknown to what amount the municipality invests each year, and if this amount is reduced over the years or is expanded. The investment by the Municipality could have been seen as a risky investment at the time, knowing that the economy was slowing down. The Municipality still invests in the object, almost 20 years after they bought the object. The financial interest is large.

financial €		
Initial investment:		
Municipality bought (2001)	25 million	(guilders)
Investment for transformation:		
Municipality:	4 million	
European Union	6 million	
Current investent needed:		
Municipality invests to keep the heritage usable, amount is unknown, not disclosed		

Figure 5.4.7: Financial quadrant of the Caballero Factory

physical		
Floor area		
Gross Floor Area (GFA):	12.194 m2	
Usable Floor Area (UFA):	7.900 m2	
Listing of the building:	After transformation	
Condition: GOOD		
2003 - 2009 transformation, update, Windows front facade original, extreme temperature during summer and winter		

Figure 5.4.8: Physical quadrant of the Caballero Factory

5.4.5 Physical perspective

The Caballero factory has a gross floor area of 12.194 square metres. The real estate object has a usable floor area of 7.900 square metres. (Herbestemming.nu) The building is owned in total by the Municipality of The Hague and has rented out all usable floor area to third parties, the so called creative industry. As stated before the building has been built in 1953 as a factory for the production of cigarettes. During the transformation of the building the building has not been listed, after completion the building became listed.

The condition of the object is good. The renovation of 2003-2009 has updated the building. However, a decision was made to transform the building back to its origin, back to the result of the 1953 built. This provided a less qualitative indoor climate, due to the application of single bladed glass in the south façade. During summer and during winter the extreme temperatures are far beyond what would be acceptable. This is a direct consequence of the fact that this building is preserved in its original design.

The large GFA/UFA make the physical state of the object important, it is a large building. However, the physical quadrant of the CREM is at this moment not an important factor, the building had been modernised and transformed only fourteen years ago.

5.4.6 Functional perspective

The functional perspective is assessed through the use of the building, by both the internal as the external users. The internal users of this building are the creative businesses and entrepreneurs located in the caballero factory. The main building houses 79 different small businesses. Those users have small size offices and workplaces, but also use internal meeting rooms and coffee corners. Most businesses have two to six employees, with a rough estimate there are 316 people daily using the main building. There is also a large restaurant situated on the premises of the Caballero factory, which has more employees. The creative entrepreneurs have customers which they meet at their offices in the Caballero factory.

From the main road in the 'Binckhorst' (the Binckhorstlaan), the Caballero factory is visible and provides the atmosphere for the area, as discussed in the strategic perspective. Daily, thousands of people pass-by the building. These are also users of the public heritage. Next to those users the future users of the developed area of the 'Binckhorst' will use the Caballero factory as an inspiration and showcase of post war industrial architecture and place of modern business. According to official municipal documents the city development of the 'Binckhorst' will have an additional 10.000 residential units in the coming years.

These two facts, especially the fact that the Caballero Factory has a large amount of visitors make this quadrant important. The value of the object is present through its ability to become an inspiration to people who work and visit the site.

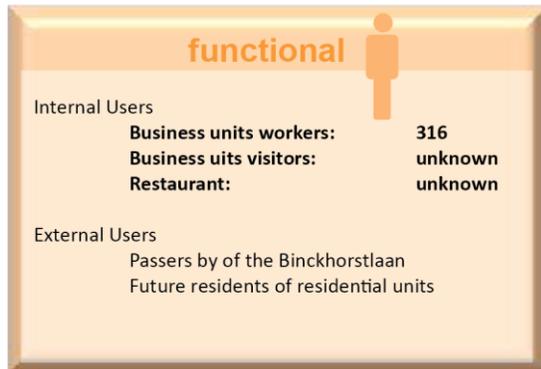


Figure 5.4.9: Functional quadrant of the Caballero Factory

5.4.7 Conclusion

The required information is presented in the format on assessing public heritage. The available management information is presented in the four quadrants from the CREM theory. But there is also management information needed but not presented, the demand for additional management information. As seen in the determination of the four quadrants the object is important for the Municipality, they invest and have invested heavily financially to make the object a success. Is the object a success because of the repeated investments by the Municipality, or are there other success factors? Also, information is needed to understand how the financial investments are weighed against the strategic success. And information is needed about the users of the Caballero factory, are the users satisfied with the transformations made. In other words is creating a lower condition of the internal climate in order to preserve historical features worth it regarding the satisfaction of the users. In short, the independent quadrants and the management information which is required is present, but the interaction and connection between those quadrants are not known.

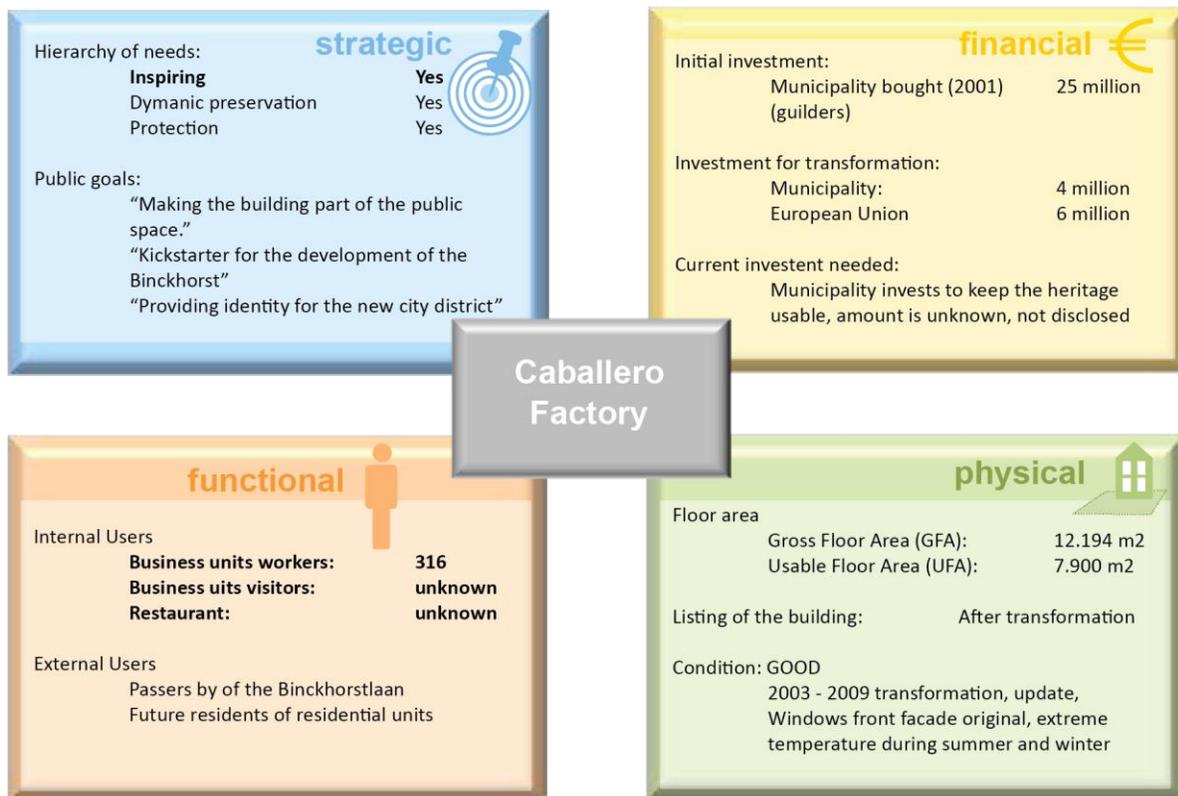


Figure 5.4.10: CREM Framework of the Caballero Factory

5.5 Heritage asset 2: Former US embassy, the Breuer building

5.5.1 General information

The former embassy for the United States of America is a building constructed after the second World War at one of the most eye-catching places of the city centre of The Hague, the 'Lange Voorhout'. This 'Lange Voorhout' is a grand boulevard and is one of the most historical places of the city centre. The boulevard has been an inspiration for 'Unter den Linden' in Germany's capital Berlin. The 'Lange Voorhout' is a very old part of the city. From the middle ages it has existed in the city centre. In 1536 the holy Roman emperor Charles V decided that this lane should become a broad boulevard, showing richness and grandeur. On the head of the short side of this boulevard stands the former embassy of the United States. The building is constructed in 1959 and is designed by Bauhaus architect Marcel Breuer (Onze Ambassade, n.d.). Breuer was one of the first students of the early twentieth century German school for architecture. His building is constructed in trapezium shaped travertine plates with also trapezium shaped windows. The building is a National monument because it is a good example of both 'Pax Americana' and the architecture of the post second world war period. During the war the old building on this important boulevard, hotel Paulez, was destroyed by an enemy bomb. After the war the Municipality did not decide to rebuild the old hotel but instead create a new building. The United States won the battle for this important place and asked a renowned architect, the Hungarian-American Marcel Breuer, to design a building fitting to the historical area but with a contemporary feel. The design adapts to its surrounding using the building lines and heights of surrounding buildings. However, the building remains, as it did before it was built, a hot topic.

5.5.2 historical developments

The events following the attack on the World Trade Centre in New York on 9-11 have had a serious impact around the globe. The United States of America have tightened their security on all embassy's, including the one in The Hague, the Breuer building. This meant a huge impact on the visible and invisible security measures taken to secure the embassy. One of the security measures taken were multiple gates around the building, extra guards to protect the diplomates and even armoured vehicles surrounding the building. However proud the Municipality of The Hague is on its international status as city for peace and justice and serving as the seat of the Dutch Government, the streets of The Hague should not become closed and almost war like. Especially an important boulevard like the 'Lange Voorhout' must remain its grandeur. The city council asked the office of the Mayor of The Hague whether the embassy should remain in the city centre or should move to an area of the city better equipped with this type of security measures. As early as 2002 the office of the Mayor concluded that a move was the best option, which meant a long process of redevelopment started. The first obstacle for the Municipality were the Americans. The years after the Municipality's decision that the embassy should leave the city centre negotiations were held to discuss the terms of the move. In 2004 the Municipality and the Embassy came to an agreement; the Municipality could buy the building from the Americans after they vacated the building. It however, would take up to the end of 2017 before the Americans left the building.

After the deal was struck the discussion started in the Municipality of The Hague about the redevelopment of the building. The building has always been disliked by many because of its contemporary look and feel. The core discussion for this building became whether the building should be preserved or not. This debate ended in a discussion about the status of the building, monument listed or not. The discussion resulted in a long-standing disagreement in the city council but resulted in a monument listing in 2009, a Municipal monument. This status granted the building a long-term protection. The council debated the matter another time in 2012, nearly ten years after the discussion started about the imminent move, some political parties wanted the building removed from the monument list. The matter did not change and in 2017 the government of The Netherlands granted the building national monument listing. The debate on its architectural and historical value was closed. The building is, according to multiple Chief Government Architects, hugely important to the architectural style of the post second world war

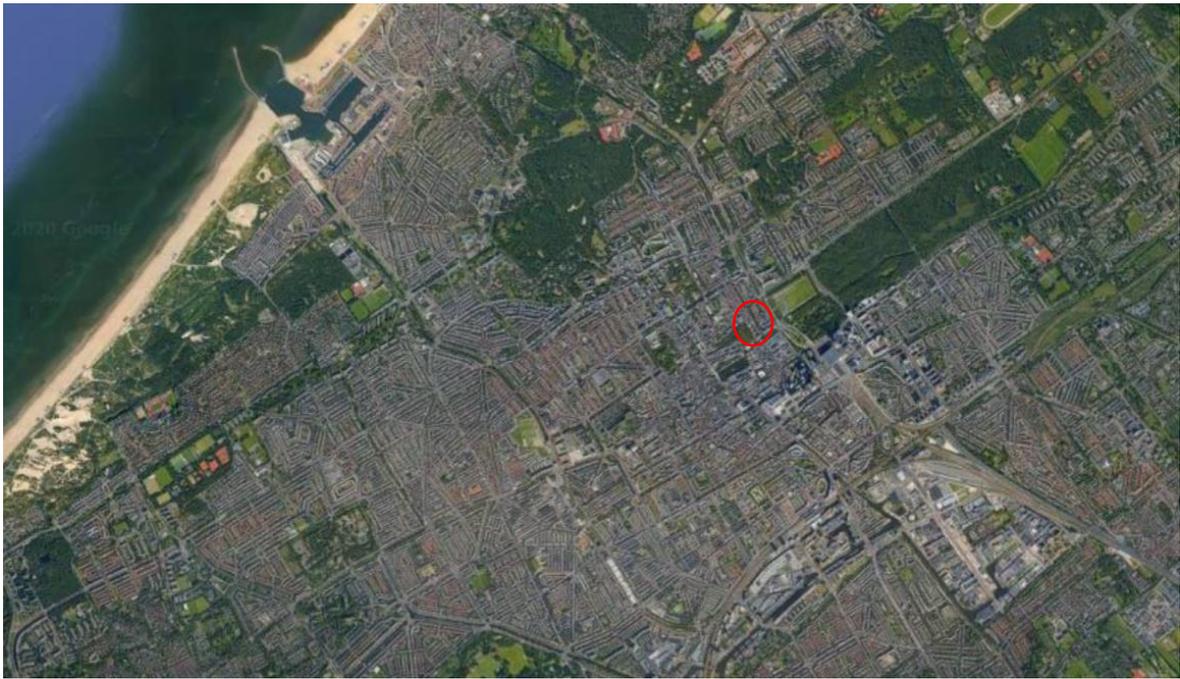


Figure 5.5.1: Location of the Breuer building in The Hague



Figure 5.5.2: Lines of people wanting to visit the former embassy.



Figure 5.5.4: Map of the location of the Breuer building



Figure 5.5.5: Original auditorium of the former embassy

period, the so-called rebuild period. And it is important to the oeuvre of the architect Breuer. The embassy was the first building the architect completed After the vacancy in spring 2018 the Municipality discussed several options for the building’s redevelopment. However, political unrest and debates following the spring 2018 Municipal elections made it difficult to determine a long-term strategy for the former embassy. Therefore, the Municipality decided to create an opportunity for transformation for a short-term period, a minimum of two years, for temporary use. Anna Vastgoed & Cultuur and West Den Haag have taken on the challenge to transform the building for temporary use. Anna Vastgoed & Cultuur is responsible for the exploitation of rooms suitable for conferences and events and West Den Haag is responsible for (international) contemporary art exhibitions in the former embassy.

5.5.3 Strategic perspective

The hierarchy of needs: Protection, towards dynamic preservation

As stated in the general information and historical developments of this chapter the Breuer building is liked but also disliked by many people. As it seems, after expert interviews, newspaper review and official municipal document review there is no in between: either you like or you very much dislike the building. The Municipality has however decided to buy the building to protect it, and more importantly to protect the location (Appendix 1). The location of the important lane the ‘Lange Voorhout’ is in need of protection, is stated by councilmen. Preserving the building because of its historical values can be seen in the hierarchy of needs model as protection. However, the Municipality has decided that Anna Vastgoed en Cultuur and West Den Haag could (temporarily) use the Breuer building for the cultural sector (#OnzeAmbassade, n.d.). This way the building became part of the open fabric of the city and comes in to the part of dynamic preservation as described in the adapted version of the hierarchy of needs model.

The building is located in the so-called Museumquarter. The museums which are neighbouring the former embassy are the Mauritshuis, known for its large collection of Dutch masters including Vermeer’s masterpiece: the girl with the pearl earring, The Hague historical museum and the Escher museum. One of the possible future uses of the Breuer building is to house a museum in this building, preferable a museum for contemporary art (GroepdeMos et al., 2018). If executed, this could bring culture and architecture together with the historical values of the Breuer building and could become a showcase for other redevelopment, bringing it up the hierarchy of needs model into inspiring.

Public goals

The main public goal of the acquisition of the former embassy, the Breuer building, is to once again incorporate the building in the public space. The security measures taken to protect the embassy for (terrorist) attacks are removed which provides the possibility that the building becomes public. The second public goal is to incorporate the building into the so-called, and earlier discussed, ‘Museumquarter’. This way the building contributes to the strategy of the Municipality to provide a large cultural hub in the city centre. The goal of the coalition of Anna Vastgoed and West Den Haag is to contribute to the Museumquarter and form a synergy with the other museums. The goal is also to use the temporary use optimal for the citizens of The Hague to meet the building through excursions and tours (#OnzeAmbassade, n.d.). The coalition made the transformation and temporary use under the name #OnzeAmbassade, which is translated to #OurEmbassy. This name underlines the importance of public use for this building on this location. This transformation is an example of a semi-public asset which is transformed in a public heritage asset. The building is not transformed with large plans and a long-term view for the building. However, the transformation has made an impact on the surrounding area. The intention to redevelop this building for public use has not changed and will in the future not change according to Municipal officials.



Figure 5.5.7: Strategic quadrant of the Breuer building.

5.5.4 Financial perspective

As stated in the historical development of this chapter, the Municipality struck a deal with the users and owners of the Breuer building to buy the building. According to councilmen this is done to have a strategic advantage of the development of the important 'Lange Voorhout'. The amount the Municipality has payed to acquire the Breuer building is unknown. The Municipality needed to invest, next to the amount to buy the building, a lot to acquire the building. Not only financially but in time and effort as well. This example shows that location is extremely important for a redevelopment and the type of use. It also shows that a Municipality needs to create a strategy for its heritage. It remains however unknown how many funds the Municipality is willing to invest in the former embassy in the coming years. The Municipality has shown by its acquisition of the Breuer building that they conceive the building, its location, as important. However, because of the importance of the location the financial pressure will prove to be strong in the development of the former embassy. It is known through the expert-interviews that the building should provide around eleven million euro for the Municipality. This provides that the financial controllers are in a strong position.



Figure 5.5.8: Financial quadrant of the Breuer building.



Figure 5.5.9: Physical quadrant of the Breuer building.

5.5.5 Physical perspective

The Breuer building has an approximately 1.900 square metres of gross floor area. The entire building is owned by the municipality of The Hague and has rented out the space to a coalition of Anna Vastgoed and West Den Haag. This coalition has used the building as a temporary cultural hub, with expositions and excursions (#OnzeAmbassade, n.d.). The condition of the building is considered to be moderate. The building has been planned on being vacated from 2002, only to be vacated sixteen years later. This means that the embassy has had maintenance over the years, but not large scale maintenance works. However, the condition of the building is better than it was just after the Americans vacated the building. The extra security measures were reduced, creating an open atmosphere with the surrounding area. Also, the reduction (or removal) of security measures provided the possibility to reopen the closed of main entrance of the iconic building. The main entrance was determined unsafe for attacks on American personnel and officials. Therefore, the large entrance on the 'Lange Voorhout' has been closed off for the past fifteen years. The condition of the building has been improved, but there remains room for improvement. The physical quadrant of the CREM frame is not the strongest quadrant, the condition is moderate and the building is not large. One important aspect is of course the location, which is strongly connected to the strategic and financial quadrant.

5.5.6 Functional perspective

The functional perspective is assessed through the use of the building, by both the internal as the external users. The internal users of this building were the American personnel and officials, like the US ambassador to The Netherlands. As the official count of US employees is classified the exact number of people working in the embassy at the time is unknown. However, the auditorium of the Breuer building had, in its original state, room for eighty eight seats. The current use of the building is more diverse. With staff kept at a minimum to reduce costs the users are mainly visitors of the exhibitions, visitors for guided tours and users of meeting rooms. After the Americans left, the type of users changes greatly. From office employees to visitors as a main user. The Breuer building takes a prominent place on the important boulevard the 'Lange Voorhout'. Because the building is situated on a corner it also has a prominent place on the 'Korte Voorhout'. The Breuer building is part of the experience of thousands of people every day, passers-by mostly. The impact of the Breuer building is larger for users than its size would suggest. The location of the building in the heart of the 'museumquarter' and city centre give it a somewhat multiplier effect. In its current state lots of visitors and passers-by are users of the former embassy. It could very well be that further development could deliver an even greater number of visitors. The functional quadrant is strongly connected to the physical and strategic quadrant.

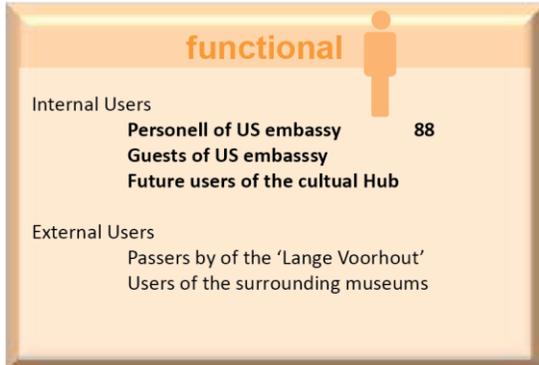


Figure 5.5.10: Functional quadrant of the Breuer building.

5.4.7 Conclusion

The required information is presented in the format on assessing public heritage. The available management information is presented in the four quadrants from the CREM theory. But there is also management information needed but not presented, the demand for additional management information. The management information still needed to assess the Breuer building can be found in the missing links between the willingness of the Municipality to invest in the building connected to the result it yields regarding strategic efforts. The strongest quadrant from this point of view is the financial quadrant. The land value of the former embassy will go through the roof, giving its location. Is the land value, or the financial value in general, the strongest value, or is it very well possible that the users, both internal and external are perceived as important for the strategic goals of the Municipality that a lower financial result could be accepted.

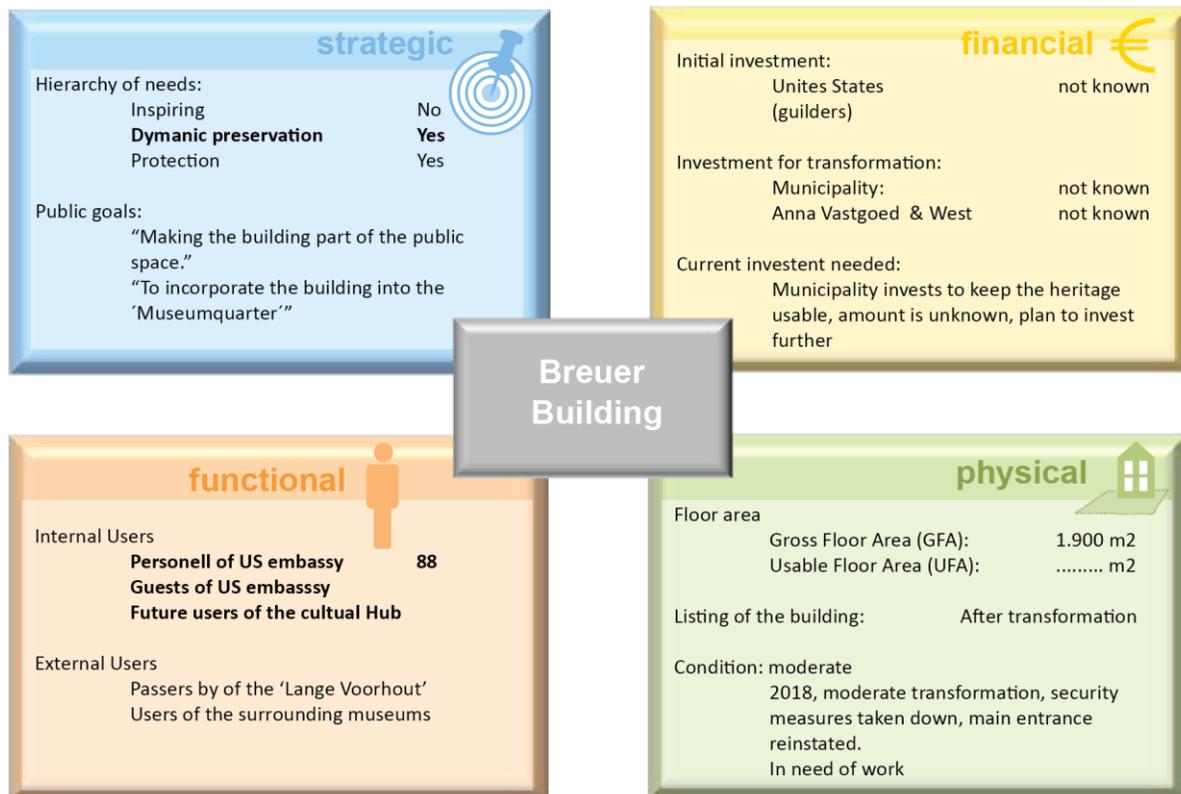


Figure 5.5.11: CREM Framework of the Breuer building.

Chapter 6: Assessing policy making for public heritage



Chapter 6: Assessing policy making for public heritage

6.1 Introduction

This chapter focuses on the way of policy making for public heritage by the Municipality of The Hague. This chapter answers the following two research questions: “How are the values of heritage translated to the practise of heritage strategy making for Municipalities?” and “What is the discrepancy between the theoretical added value of heritage and the perceived added value of heritage in practise?” The essence of the assessment of policy making for public heritage is the valuation of policy making. The theoretical framework as described in chapters 3 and 4 is used in this chapter to assess the policy making. The chapter starts with the introduction of the format through which the policy making is assessed containing both the HUL approach and the CREM framework. Hereafter the main findings are discussed.

6.2 Format for assessing the policy making

The policy making of the Municipality of The Hague is assessed through the analyses of the four expert interviews. The analyses combines the view of the CREM theory with the HUL approach. This combination possibly provides additional management information for policy makers. The assessment has four steps and follows the structure of the HUL approach (the seven management steps). The first step is the explanation of the HUL step. This step is executed to provide background information of the step to give context. In general, the assessment follows the HUL steps to provide a frame in which the first sub research question: “How are the values of heritage translated to the practise of heritage strategy making for Municipalities?” can be answered. The second step of the assessment is the explanation of the applicable theoretical values for both heritage assets in each HUL step. This part provides the theoretical answer of the first sub-question, which provides a partial answer for the second sub-question. The third step of this assessment is the explanation of the perceived added values of both heritage assets by the expert interviewees for each HUL step. This part uses the expert interviews to gain knowledge of the perceived added value, and provides therefore the second half of the first sub-question. The fourth and final step of this analyses is the conclusion on the discrepancy between the theoretical added value of heritage and the perceived added value for both heritage assets for each HUL step.

The discourse used to analyse both the theoretical and perceived values is acquired from the CREM theory of De Vries (2007), ten ways of adding value also known as real estate goals: increasing real estate value (1), controlling risk (2), decreasing costs (3), increasing flexibility (4), supporting user activities (5), increasing (user) satisfaction (6), supporting image (7), supporting culture (8), stimulating collaboration (9), stimulating innovation (10). But also the value categorization (six main values) as explained in chapter 3 is used: architectural value (1), emotional/experience value (2), Historic value (3), direct economic value (4), indirect economic value (5), induced economic value (6). The theoretical analyses are executed through interpretation of the abovementioned values and from the management information as described in chapter five. The interpretations are executed by the researcher himself.

6.3 Interviewees

The expert interviews are conducted to provide insight in the strategy making of the Municipality of The Hague regarding two heritage objects. The interviewees are selected through their connection and expertise regarding those two objects. Hereafter the interviewees are introduced.

6.3.1 Councilmen of the Municipality of The Hague

The first of the four interviews is conducted with two councilmen of the Municipality of The Hague. These two councilmen are part of the current ruling coalition and are involved in both the development of the Binckhorst

quarter of which the Caballero Factory is a major part. And are involved in the process of the development of the former US embassy on the Lange Voorhout. Both councilmen were aided by an aid; the aid is also part of this interview. The interesting part of this interview is the position these two councilmen hold as policy makers. They are not only part of the strategy making for the two heritage objects as discussed earlier. They also are involved in the overall strategy making for the wider city development. From the insights they provided in the interview these two councilmen are both positioned in the strategic and financial quadrant of the CREM framework. They have the possibility to assess the consequences a strategic shift in policy has in terms of costs and benefits. The strength of their position is the strategic level of the four quadrants, their weakness comes from their lack of knowledge about the physical and functional quadrants, the operational level.

6.3.2 Director of West Den Haag, user of the Breuer building

The second interview is conducted at the former US embassy at the Lange Voorhout. The director of West Den Haag is the user of the Breuer building and is with her exposition institution the first occupant of the former embassy. As a temporary user West Den Haag has a very flexible lease agreement with the Municipality. The main idea of housing West in the former embassy is to bridge a two year gap between the release of the former embassy and the further development of the object. From the perspectives of the CREM theory this interviewee is focused on the institution. With a strong focus on the operational side of it. As a user she wants the Breuer building to become the permanent housing for her institution. This notion makes the interviewee biased regarding the development of the former embassy. However, the interviewee gave also insights regarding the strategic quadrant. The interviewee could very well oversee the strategic benefits of the development of the Breuer building but was unable to place those benefits next to the costs of the development as she would want it. Making the financial quadrant a weakness of the interviewee.

6.3.3 Director of Anna Vastgoed, strategic partner of Municipality of The Hague

Anna Vastgoed is an interesting stakeholder within the strategy making of heritage objects in the Municipality of The Hague. Anna Vastgoed has a long-standing agreement with the Municipality of The Hague to fill in vacant buildings for temporary use. This means that Anna Vastgoed helps revive certain areas within the city for a limited time, provided that those objects are part of a wider interesting area and tell some sort of story. Anna Vastgoed wants to tell the story of a place. For the former embassy Anna Vastgoed worked with West Den Haag to acquire the lease of the former embassy. The interviewee therefore has multiple angles along which to look regarding the development of the Breuer building. As a developer for temporary use the program is very important, therefore the functional side of the quadrant is activated. As a developer the amount of square meters, condition and quality of an object is important which is known in the CREM theory as the physical quadrant. Because Anna Vastgoed states that they want to tell the story of a building in its place the strategic quadrant is also activated. The USP of Anna Vastgoed is that they work closely with the Municipality and third parties to enhance the strategic efforts of both the Municipality and third parties like West Den Haag. The reason why Anna Vastgoed is part of this research is that they can provide insight in the policy making of the Municipality and oversee occurring conflicts between the four quadrants. Making the result of this research more viable.

6.3.4 Vice-President of BOEI, and former civil servant of the Municipality of The Hague

Boei is a company who, like Anna Vastgoed, is interested in placemaking. The company's goal is to preserve heritage. They work mostly on transformation of heritage assets, throughout The Netherlands. Interesting is their perception on the way Municipalities in general work to preserve heritage and how that differs from the view of preservation as executed by Boei. There is however a second aspect of this interview which makes it a vital interview for this research. The vice-president of Boei has been a civil servant for the city's development office, responsible for the development of the Caballero Factory. Her insights regarding process and strategy making for the Caballero Factory

are vital in understanding the role and position of the Municipality. This interviewee can therefore provide insight on the four quadrants of the CREM framework. As project manager to the development of the Caballero Factory the interviewee needed to assess the financial costs and benefits as well as the current and future value of the object to know if and how much the Municipality could invest in the development. Because the Municipality developed the Caballero Factory they were also involved in the physical aspect of the object. To develop it optimal knowledge was needed about the condition of the object and whether or not major construction was needed. The interviewee also stated that they rented the property out themselves, which means that the functionality of the object was part of the scope as well. Understanding the satisfaction the object could deliver, standing in close contact with possible renters etc. This interview is valued highly for the viability of this research in understanding how strategy heritage management took and takes place in the Municipality of The Hague.

6.4 Main findings

6.4.1 Undertake a full assessment of the city's natural, cultural and human resources

Step 1: The HUL step

The first HUL step is the undertaking of the city's natural, cultural and human resources. This step has two main definitions in it: **full assessment** and **resources**. The definition of assessment is: the act of judging or deciding the amount, value, quality or importance of something, or the judgement or decision that is made (Oxford English Dictionary). The definition of resources is: a useful or valuable possession or quality of a country, organization or person (Oxford English Dictionary). The first step of the HUL approach is therefore a very important step for the foundation of urban development. According to Veldpauw and Pereira Roders (2017) however the landscape approach is intended to expose overlapping, matching as well as conflicting, values, needs and ethics. Veldpauw & Pereira Roders: "*Revealing and managing those is not an easy process, and it remains a matter of give and take, of selection, concession, mitigation and conflict resolution*" (2019 pp: 69).

Step 2: Theoretical values

The Caballero Factory has been developed from an old factory to a modern working place for the cultural sector. When the Municipality acquired the object the following values were theoretically present: Historic value, experience value, direct economic value indirect economic value. The historic value is the strongest of the values. The former factory has been one of the last remaining industrial heritage objects of the city. This provides a strong resource as a cultural significant place. The object has been a factory which provides a type of architecture with high ceilings, thick concrete columns, large steel window frames, etc. This is a recipe for a strong potential in experience value. According to Throsby (2006) such a building has authenticity and symbolic value. The symbolic value, which is strongly related to cultural value, is present in objects which are part of the well known history of a city, or in this case a city-district. This values helps citizens to interpret their identity and to maintain its so-called cultural personality. The economic valuation of the object is derived from the indirect economic value. The object had been neglected when the Municipality acquired it, and could therefore not provide a strong direct economic value, the indirect economic value as connected to the experience value could however provide a strong economic effect.

The Breuer building has according to the value categorization the following theoretical values: Architectural value, experience value, historic value, direct economic value, indirect economic value and induced economic value. The Breuer building has in theory all values present. The historic value is derived from the fact that it has been build and been used as the embassy of the United States. This history can be seen in large parts of the architecture of the building, including the seal of the US above the entrance of the building. The architectural value is derived from the architect and the position of the building in his portfolio. The Hungarian-American Marcel Breuer, a Bauhaus alumnus, has made only a few of buildings of this sort in The Netherlands. The experience value is noticed through the location of the Breuer building on the Lange Voorhout. The location is also very important for economic values.

The direct economic value and its direct economic spending for society is great because of the central location, this provides also the indirect and induced economic values.

Step 3: Perceived values

From the interviewees three main values were provided for the Caballero Factory: Historic value, direct economic value and indirect economic value. The historic value has been the main driver for the Municipality not to demolish the object, which was intended originally (Appendix 4). The historical value however was not perceived by all stakeholders, mainly the financial controllers did not see the benefits of the historic value of the old factory (Appendix 1 and 4). The reason why the Municipality bought the building was because of the projected economic value it had for the development of the Binckhorst area. The Binckhorst area was valued as an area where large projects should be developed for housing. The land value would increase after the projected demolition of the old factory, creating direct economic value by direct spending in the local economy, this would provide indirect economic value and possibly induced economic value. However, the influence of some civil servants protected the old factory through an explanation of both economic value for the city and symbolic value for the district development by making the building an icon (Appendix 4). Currently, the historic value is not seen as important by councilmen (Appendix 1). They perceive an other non-economic value more important: experience value. The experience value, along with the economic values, provide such a strong resource for the Binckhorst area that the Municipality still invests and owns the Caballero Factory (Appendix 1).

The former embassy to the US has two main values which are perceived differently by stakeholders. The policy makers (the councilmen, appendix 1) perceive the building as mostly economic. The building is in their view part of a financial equation which delivers both direct economic value by selling the object for approximately 11 million. And provides indirect economic value by the position it holds in the city centre for cultural tourism. The councilmen did not argue any form of architectural value or experience value as a resource of the Breuer building. The other perspective of an assessment of the resources of the Breuer building is given by the user (West Den Haag, appendix 2) and the developer (Anna Vastgoed, appendix 3). They provide a more broader view on the values of the Breuer building. The user, West Den Haag, makes a strong case for the architectural and experience value of the object. They perceive the building on its location as an object which could provide experience value if the function of the object complies with the goal of investing in the development of the museum quarter. They both argue that the building should be part of the broader development of the museum quarter because it has a strong set of values from where the museum quarter could benefit. After the Municipality acquired the former embassy policy makers wanted to gain the momentum of opening up the formerly closed object by allowing parties to use the object with a strong public angle (Appendix 3). This meant that the users of the area and therefore the productivity of the area became the main value of the object, which provided that the public could enter the object. The main conflict in the development of the former embassy came after the Municipality decided that the financial aspects of the object were the main value. The strategic efforts the object could deliver for the museum quarter became therefore side-tracked. The financial value the object holds needs to come from something other if the sale of the building does not fall through, which is according to the current user and the developer very difficult (Appendix 2 & 3). First the Functional quadrant was leading. Hereafter a conflict arose between the financial and the strategic quadrants. From which the financial quadrant plays the parent party.

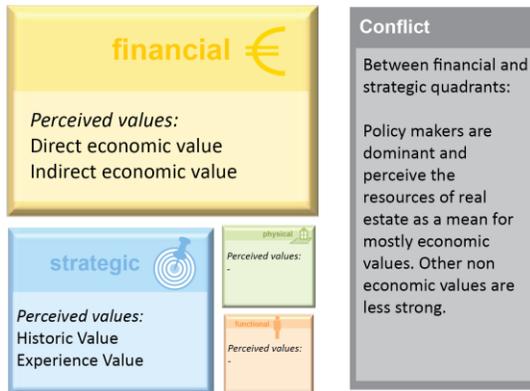


Figure 6.4.1: Main conflicts for HUL step 1.

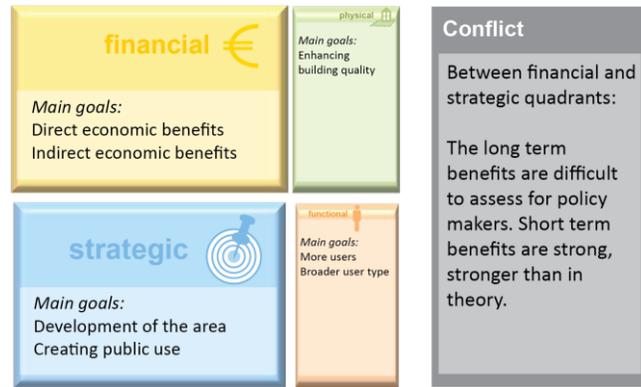


Figure 6.4.2: Main conflicts for HUL step 2.

Step 4: Discrepancy between theoretical values and perceived values

The Caballero Factory's theoretical and perceived values are somewhat aligned. The building is valued for its potential economic value for the area and the Municipality as a whole. The historical value as theoretically present is also perceived by the experts at the time, but not immediately. The historical value therefore is somewhat smaller than the economic valuation of the object. There is however one main difference between the valuation of the object in theory and in practice: the experience value. Currently, the experience value is seen by councilmen, when acquired not. The architecture and design of the object does not place it in an aesthetic valuation but the grandeur of an old factory does provide in theory some experience value. However, this experience value was not valued at the time.

The valuation of the Breuer building has been different. As mentioned, all values were theoretically present but only the economic values and the experience value were perceived by the Municipal authorities. This can be the result of the strong economic values of the object. If the building had lower economic values, because the land value was lower than it is presently for example the other values may have been more at the front. However, the economic values are at such a level that the stakes are high for this object. The economic values push out the non-economic values somewhat.

6.4.2 Use participatory planning and stakeholder consultations to decide on conservation aims and actions

Step 1: The HUL step

The second management process step of the HUL approach is: Use participatory planning and stakeholder consultations to decide on conservation aims and actions. This step has three main definitions in it: **participatory, planning and stakeholder consultations**, and **conservation aims**. The first is one of the iconic definitions for the HUL approach, to create a way in which people are allowed to take part or become involved in an activity. In this case in the decision making process. The second definition is the activity in which people should be allowed to become involved in. The HUL approach enables all stakeholders to become involved in the process. It enables also non-expert stakeholders to have more access (Veldpaus & Pereira Roders, 2017). The consultations make it possible for non-expert stakeholders to express their view and ideas for the development process. The third definition is the result of this step: conservation aims. This result is the starting point of the actual development. The involvement of all stakeholders in the process of decision making democratizes the decision making. However, there is also a possible flaw in this and should therefore be taken into consideration. It opens up the process for 'outsiders' but also make way for implicit preferences (implicit bias) (Veldpaus & Pereira Roders, 2017).

Step 2: Theoretical values

The Caballero Factory's main development goal was to transform the neglected old factory to a modern building for the creative industry. In theory this could have been executed through the increase of real estate value, or vice versa. But the object also could support the municipal goals through the improvement of the image of the Binckhorst area, creating an area in which people would want to live and work. The vision of the development however could have been worked towards through numerous gatherings of people interested in working or living in the area. This could have resulted in real estate goals such as stimulating collaboration or stimulating innovation. The problem with the theory however is that those stakeholder consultations could have been with all who would be interested in the building. In practise the Municipality determined up front that the building should become a place where small entrepreneurs could work. When understanding this as a start those entrepreneurs could have held meetings, drinks, etc to discuss on a low-key, non-expert kind of way the future of the Caballero Factory.

The Breuer building is a building which has from the very beginning high possible economic values. The land value on the location of the former embassy is high, providing a strong economic value. The line of reasoning from the Municipality is that the building should be used by some sort of cultural entity to increase the strength of the Museumquarter. This provides the possibility to discuss with surrounding cultural institutions the future of the building, they could very well benefit from the developed building. Also the surrounding businesses like restaurants, shops and others should be welcomed to discuss the future according to the HUL approach. They are also, in this case non-expert, stakeholders.

Step 3: Perceived values

After the Municipality agreed to preserve the Caballero Factory the Municipality had no other option than to develop the object themselves (Appendix 4). The Municipality had already decided that the former factory would become a place for small entrepreneurs from the cultural sector to work. They therefore invited lots of cultural entrepreneurs to share their vision for the future of the Caballero Factory. This has been a two way street, the Municipality had a bottom line for development and a budget, the entrepreneurs wanted to create the best possible location for their new place of work (Appendix 4). The decision to keep most of the original details created the reality that the physical state of the building, including the extreme temperatures during winter and summer, did not improve. The parties together determined that the original window frames, including the single bladed glass panels, were too important to replace with newer, more sustainable ones (Appendix 4). One could conclude that in this particular case the historical or architectural values of the object superseded the physical condition or user satisfaction goals. The wider development of the Binckhorst area however, did not follow the clear idea of the HUL approach regarding participatory planning and stakeholder consultations. The main idea of the development, and therefore the development of the Caballero Factory also, is to create a new city district for working, living and leisure. This has not been consulted with possible stakeholders per se, it has been a top-down approach from the Municipal policy makers (Appendix 1).

The aim of development for the Breuer building, the former embassy, is stated very clearly by all stakeholders involved. The aim is to improve the quality of the museum quarter by developing the Breuer building. However, one aspect of that development creates conflict. The Municipality needs to gain around 11 million from the sale of the former embassy (Appendix 1,2 and 3). This revenue which is needed plays a strong role in the possibilities of the object to deliver strategic goals which in its turn delivers a different user type and could provide lower satisfaction from users (Appendix 2 and 3). The two councilmen provided clear insight in the reasons why the Municipality acquired the Breuer building, for strategic reasons. There is however a discrepancy between what the user and developer think of regarding strategic goals. The strategic goals for the Municipality rely mostly on the financial benefits they can gain, whereas the strategic goals of the other parties rely on the benefits a developed Breuer building could have for the area, the museum quarter, and the public in general (Appendix 1, 2 and 3). To gain

understanding of the process of stakeholder and planning consultation to define the aim of conservation the process of initiative needs to be investigated. For the Councilmen market parties should deliver ideas and plans to the Municipality, the Alderman, and hereafter the best idea is chosen. From stakeholder and planning consultation one could argue that the Municipality should be more aware of the stakeholders involved, and ask about their visions for the object. According to the current user the Municipality is focused on one plan: housing the Escher museum in the Breuer building. A financially sound option, but a development which does not yield more benefits to the museum quarter (Appendix 2 and 3). The Escher museum is already present in the museum quarter just a couple of meters away from the Breuer building. The current user has an interest in discredit the move of the Escher museum, they want to stay in the Breuer building. However, generally speaking the museum quarter does not improve with removing the current user, West Den Haag, and moving the Escher museum just a couple of meters.

Step 4: Discrepancies

The discrepancies in this part of the HUL approach for both the Caballero Factory and the Breuer building can be found in one of the main difficulties with the HUL approach. According to Veldpaus & Pereira Roders (2017) the HUL approach can only yield success if all other (former, traditional) policies cease to exist and are incorporated in the new holistic approach. The transformation of the Caballero Factory did not have lots of examples from the field to rely on and took place in an economic slow period. This provided the Municipality with almost no options other than to develop the building and incorporate all stakeholders who wanted to be part of the project in order to get it financially sound. This resulted in the prescribed participatory planning and stakeholder consultations. The Breuer building is transformed in an economic strong period, on the basis that the economic value of the object is high. This positions the Municipality in a luxurious position in which they do not need to take a leap of faith in stakeholders resulting in less consultations.

6.4.3 Assess the vulnerability of urban heritage to socio-economic pressures and impacts of climate change

Step 1: The HUL step

The third step of the HUL approach is about three main definitions: **vulnerability**, **socio-economic pressures**, and **impacts of climate change**. According to the Oxford English Dictionary vulnerability means the quality of being vulnerable or something which is vulnerable. Vulnerable means: able to be easily physically, emotionally, or mentally hurt, influenced or attacked (OED). The second definition of this HUL step are the socio-economic pressures. These pressures are all related to the differences between groups of people caused mainly by their financial situation. A pressure regarding the HUL could be in this case the pressure of people who need a job, or live beneath the minimum income limit of poverty. The third definition which defines this step is the impact of climate change. This definition describes the changing conditions of our climate have on the urban heritage assets, for example extreme heat or long periods of rain. Heritage could be impacted greatly by that.

Step 2: Theoretical values

The Caballero Factory is located in the Binkhorst area which has not been developed when the Municipality acquired the building. The location therefore did not appeal to much people, creating an atmosphere in which the area could be seen as inferior to other parts of the city. The few people who lived in the area were lower social classes, people with low income jobs. The pressures the development could provide was that for those people if the real estate value of the Caballero Factory did rise it could pose a risk for the rent values of the people who live in the surrounding area. A second socio-economic aspect for the development of the area could be the rising rental prices of the office spaces in and surrounding the Caballero Factory after transformation. The transformation of the Caballero Factory has been to create small business units for the cultural sector and start-ups. This type of businesses need low rents in order to survive. If the Caballero Factory becomes a great success those rents could go up, reducing

the possibility for the targeted group of entrepreneurs to rent an office in or around the Caballero Factory. Regarding climate change the most impact applies to how much of the object is kept original. The summers are longer, the summers are hotter. The large single bladed steel window frames do not create enough protection to reduce the extreme temperatures to acceptable levels.

The Breuer building is complete different from the Caballero Factory. The development of the Breuer building does not necessarily affects the socio-economic situation of the area. The only pressure regarding socio-economic could be a changing economic situation in which people do not want to go to cultural institutions anymore. If so, the institution which is housed in the Breuer building needs to rely solely on public investments from Municipality and other public bodies. The vulnerability of the Breuer building regarding climate change is low.

Step 3: Perceived values

The economic situation at the moment of development of the Caballero Factory was bad, which provided the situation that the Municipality needed to develop the former factory themselves. According to the then project manager, market parties offered very low prices per square meter. The development goal of the Caballero Factory has been and still is to deliver a starting point, and now a basis, for further development of the Binckhorst. The Municipality wanted to gentrify the area by developing the start-up basis for cultural and artistic entrepreneurs. As the interviews point out, the Caballero Factory has not been preserved because of its heritage values per se. It has been preserved because it could deliver the basis for socio-economic growth through indirect and induced economic value (Appendix 1 and 4). However, a decision has been made during the decision making process to house the most artistic entrepreneurs in a side building, because for that group the rents would be too high. The current economic situation of the city of The Hague is much better than it was when the Municipality acquired the object. As the development of the Binckhorst furthers the socio-economic pressure is non-existent. The only pressure the Municipality could encounter is the pressure to sell the object because the object and the programme are as successful as it is. The former project manager argues that such a decision is wise to take, the sell provides additional funds which could be invested in other city development (Appendix 4). The object did not have serious impacts of climate change but discussions are being conducted about the sustainability of the object and already have been conducted during transformation (Appendix 4). During transformation a discussion has been conducted about the façade and the architectural implications it could have if the façade became more sustainable. The result of the discussion was that the original architectural elements of the façade were preserved. This means that the current steel window frames are original and single bladed glass is applied. The ongoing societal discussion about sustainability could be reason to change that in the future.

The development of the former embassy of the US has been dominated for a long time by the uncertainty of when the object became available. The Americans did not leave the object until 2017. The current economic climate has been unchanged since they vacated the object. The then socio-economic pressures were the pressure of opening up the building and making it part of society again after the Americans had closed it off for security reasons. After the current users came in other socio-economic pressures came apparent. The location of the former embassy is, as discussed earlier, one of the most iconic places in the city centre of The Hague. The land prices of that location are extremely high. According to the current user this provided a conflict between the possibility of local, smaller cultural institutions to become owner of the object. The acquisition costs would become too high to be able to preserve the architectural value of the object. This could be resolved if the Municipality was willing to develop the object themselves and decide not to sell the object. However, direct economic revenue of selling the object appear to be stronger than the strategic goals of wanting to intensify the museum quarter (Appendix 2 and 3). This object is an example of the economic strength versus societal goals. The Municipality can do lots of societal development with the money they make by selling the object, which is approximately 11 million. The impact of climate change is not

great other than the discussions about the sustainability of the object. The building is built in the 1950s which makes it not very sustainable. All developments will encounter the need for sustainability.

Step 4: discrepancies

When comparing the theoretical valuation of the third step of HUL with the valuation in practise the main comparison is the economic situation which delivers the possibility for development (Caballero Factory could be transformed by the Municipality to create a stronger Binckhorst district) but also the possible downfall (economic value can become too high, original strategic goals do not match anymore).



Figure 6.4.3: Main conflicts for HUL step 3.

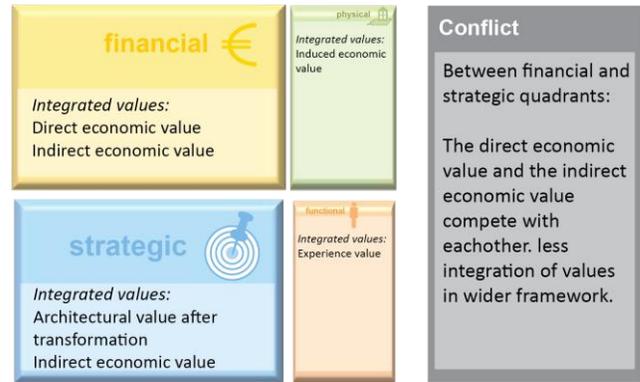


Figure 6.4.4: Main conflicts for HUL step 4.

6.4.4 Integrate urban heritage values and their vulnerability status in a wider framework of city-development

Step 1: The HUL step

The third step of the HUL approach is the integration of urban heritage values and their vulnerability status in a wider framework of city development. This step can be broken down in two main variables: urban heritage values and wider framework. The urban heritage values are the values an object could have as a resource, as discussed in the first step. For the recognition of the integrated values the analysis assumes the categorization of chapter 3 in economic and non-economic values. The question for this step is mainly: which values are integrated, and why? With wider framework this step refers where those urban heritage values are integrated.

Step 2: Theoretical values

The values which are theoretically present at the Caballero Factory were discussed in the first step and are: Historic value, experience value, direct economic value and indirect economic value. As discussed in the previous step those values have theoretically a vulnerability status, mostly on the economic side. The economic success of the transformation of the Caballero could provide too high rent values for the targeted group to pay, diminishing the perceived idea of a strong cultural sector on the Caballero Factory. The integration of the values of the Caballero Factory could be executed through the iconic features the former factory has. The Binckhorst area is in this case the wider framework of city development, and is in need of a particular feel. The historic value of the cigarette factory could deliver a possible design language for the development of the neighbourhood. The experience value could be integrated through the development of the Caballero Factory as a place where people can meet, as the heart of the area. This type of integration could also provide the necessary framework for the creation of a cultural business hub. Which in its turn provides possibly a protection against the vulnerability of too strong economic development in which those cultural businesses could not pay the increased rent levels.

The theoretical values of the Breuer building have been all six values as described in chapter three of this thesis: Architectural value, historic value, experience value, direct economic value, indirect economic value, induced economic value. The main vulnerability of this building is theoretically the large economic value of the building on its location. The high value could interfere in the strategic goals of creating a stronger Museumquarter. The wider framework of city development in this case is the intensification of the Museumquarter, or the expansion of it. The integration of the theoretical values could be executed through the development of a cultural institution in the Breuer building. This way the architectural and experience value of the object could be used to make the Museumquarter a denser area filled with museums and other cultural institutions. The historic value could be integrated also in that idea through opening the building for the public. The history of the building, the location it stands in, provide a story for the area.

Step 3: Perceived values

The Caballero Factory is perceived in different ways as an iconic object for the development of the Binckhorst. As discussed earlier the object provided character for the Binckhorst. One could say that the architectural value of the Caballero Factory is an important value and has been integrated in the wider city development. As that statement might be true today, according to the former project manager the Caballero Factory was not chosen as an iconic building to be transformed to an icon for the Binckhorst (Appendix 4). Also the councilmen admitted that it was not intended that the object became as important as it is perceived today (Appendix 1). Another heritage value which is an important aspect for the former project manager was the historical value of the object as an example of the industrial heritage of The Hague. However, this was not generally perceived by her colleagues and market parties at the time. A third value, the value which created the opportunity to transform the former factory, is the indirect economic value of the Caballero Factory. The indirect economic value created the argument that redevelopment could make the object a starting point for the wider development of the Binckhorst. At the same time the direct economic value was a negative value due to the long-term investment needed from the Municipality. The creation of a hub for small, mostly cultural operating businesses can be perceived as a holistic approach. The type of businesses made it possible to have both the Municipal offices for social affairs and economic affairs agree with the development. All types of societal development and demands could come together in this building. An interesting result of the development of the Caballero Factory is the way in which the core qualities of the former factory are preserved without it becoming a factory. The businesses and entrepreneurs can be seen as a new type of factory for start-ups and scale-ups (Appendix 4).

In most heritage conservation projects the architectural value is important and often the starting point for conservation. For the Breuer building this is not the case. The Municipality does not see the Breuer building as an architectural valued object (Appendix 1). The architect of the former embassy, Marcel Breuer, is as earlier discussed an Hungarian-American architect from which this object is very important in his portfolio. The current user of the Breuer building (West Den Haag, Appendix 2) values the building highly for its architecture. West Den Haag is a presentation institution for contemporary art and hosts exhibitions, symposia, presentations and other modern art. She states that the architecture of the Breuer building should also be part of the museum quarter. There is a large gap between the valuation of the object architecturally for those two stakeholders. The two other non-economic values however are highly regarded by all parties. The historic value of the object is seen in its transformative state from a semi-open building to an almost fortress after 9/11. This historical event is closely connected to the experience value. The experience value after the building was acquired by the Municipality is much more positive than before the acquisition. This value is also integrated in the wider city development by the idea that all stakeholders agree that the building should remain an public building. However, due to the direct economic valuation of the object by the Municipality the programme becomes less important and therefore the integration of the heritage values in the wider city development could become less successful (Appendix 1, 2 and 3). To create the

holistic approach HUL stands for the object should be seen as part of a portfolio of objects within the museum quarter (Appendix 2 and 3). All disciplines of city development should be integrated. The interviews suggest that the direct economic values are the strongest player in this development.

6.4.5 Prioritize policies and actions for conservation and development, including good stewardship

Step 1: The HUL step

Prioritizing policies and actions for conservation and development is a straight forward step of the HUL approach. After the first four steps are taken and there has been a clear assessment of the situation, the aim, the objects and the vulnerabilities policy makers and developers should determine with steps to take to come to the desired outcome. In this prioritizing is important. The analysis of this step is executed through the recognition of actions and policies for the development of the Caballero Factory and Breuer building and how they are prioritized.

Step 2: Theoretical values

For this step the theoretical value are left out of this analysis. For this analysis it has proven to be impossible to create theoretical prioritizations of policies and actions.

Step 3: Perceived values

According to the former project manager responsible for the development of the Caballero Factory the process of prioritizing the right policies and actions started with a negative effect. For the development of the Caballero Factory she thought that by creating a concept for the Caballero Factory market parties would be inclined to develop that concept. It did not work out that way (Appendix 4). Market parties replied with the answer that the Binckhorst was an area of car demolish businesses and waste processing. Which did not provide enough enthusiasm to develop the concept. This meant that a first step in prioritizing actions and policies is to think not only what is needed and what could it provide but also, how can it be done. There is a strong connection in these two very different design processes. The process of designing a concept or idea should not be completely broken down during design by feasibility. However, without thinking about feasibility there is no possible development. Because the market did not step in the Municipality needed to develop it themselves, which has been successful (Appendix 1 and 4). After the Municipality decided that maybe they should develop it themselves they sought out groups, possible renters and people from the cultural scene to come and discuss the future of the Caballero Factory. Bringing forward the connection with other stakeholders and bringing them into the decision making provided the probability of having renters after completion (Appendix 4). This process was not designed upfront, it was a more iterative process in which every step ended in the next step. Which could work because this type of development was very new to the policy makers and developers of the city of The Hague. However, if they could do it over they would start with a feasibility check regarding exploitation model. This has been a difficult step in the determination of the prioritization of actions (Appendix 4). The main CREM quadrants are the financial and physical quadrants, due to the discussions about how the investments should be financed and how the object should be transformed.

For the Breuer building two main prioritizations are visible. At the one hand the process of opening up the building through the housing of a temporary programme and at the other hand the long term development plan for the object. For the first process the policy makers were very quick in placing a user temporarily in the object. This could be possible through the long-term agreement the municipality has with 'Anna Vastgoed en Cultuur' (Appendix 2 and 3). As quick as it may have happened this is not credited to the Municipal policy makers. The reason why 'West Den Haag' is the current user comes from the active application of the developer 'Anna Vastgoed en Cultuur' for 'West Den Haag' (Appendix 3). The Municipality did not put the opening in the Breuer building public. The developer knew the Americans would vacate the object because their new building was almost ready, which was common

knowledge. These turn of events can be supported if you make a parallel with the other process for the long term development of the object. There has been only one idea which is clear to all: the building should be open to the public. All other policies and actions are unclear. This gives the impression that it is difficult for the Municipal policy makers to determine which actions and policies should have priority over others. The main discussion is the cost and benefits calculation for the object. The Municipality wants to have approximately 11 million revenue but that means that the societal goals are not fully achieved (Appendix 1, 2 and 3).

Step 4: Discrepancies

Because there has not been an theoretical valuation of the prioritization of policies and actions a discussion about the discrepancies is therefore not possible. However, some things can be said about the difference between the two objects and the prioritization of actions and policies. The Breuer building did have one strong prioritization: reopening the building for the public. With the development of the Caballero Factory such a prioritization was not visible. The difference between the two objects also has been the immediate connection of stakeholders with the development of the Caballero Factory against the not so transparent decision making process of the Breuer building.



Figure 6.4.5: Main conflicts for HUL step 5.



Figure 6.4.6: Main conflicts for HUL step 6.

6.4.6 Establish the appropriate (public-private)partnerships and local management frameworks

Step 1: The HUL step

The sixth step of the HUL approach is about the connection between public and private parties and the way in which the preservation is executed. According to the World Bank (2020) public-private-partnerships (PPP) are: “A long term contract between a private party and a government entity, for providing a public asset or service, in which the private party bears significant risk and management responsibility and remuneration is linked to performance.” . Therefore, this partnership can be made on several bases. For this part of the analysis all connections and partnerships which are made to be beneficial for the development of the Caballero Factory or the Breuer building as presented in the interviews are discussed.

Step 2: Theoretical values

For this step the theoretical value are left out of this analysis. For this analysis it has proven to be impossible to create theoretical prioritizations of policies and actions.

Step 3: Perceived values

The development of the Caballero Factory has been a self-development by the Municipality. There were no long term agreements with private parties for the development because market parties determined the development to risky. However, almost fifteen years after completion the Caballero Factory still receives periodical investment from the Municipality (Appendix 1). The Caballero Factory is not a governmental agency or entity. The current

construction could therefore be seen as a public-private partnership for the continuing conservation of the Caballero Factory. The local management frameworks to execute the development have been non-existent according to the former project manager. The Municipality, the department of city development, was responsible for all of the development. They hired the contractor and were the party who rented out the Caballero Factory. Currently, that type of management is no longer in the hands of the Municipality but is self-organized by the management of the Caballero Factory. In this step for the development of the Caballero Factory the red and green quadrant are the strongest, respectively the functional and physical quadrants.

The Breuer building is still in transition, as discussed earlier. Which means that there is no real private-public-partnership for the Breuer building yet. However, the current (temporary user) is one of the parties with whom the Municipality has a public-private-partnership. 'Anna Vastgoed en Cultuur' has a long-term agreement with the Municipality to control empty buildings owned by the Municipality through temporary housing of their target group. The target group of 'Anna Vastgoed en Cultuur' is the cultural sector like 'West Den Haag' (Appendix 3). The PPP created the opportunity to act quickly when the building was vacated. However, a new PPP for the future development does not exist (yet) (Appendix 2 and 3). According to 'Anna Vastgoed en Cultuur' there is a local management framework, a so called project group which is trying to enhance the quality of the museum quarter and therefore creates policies and actions for the development of the Breuer building. In this step for the development of the Breuer building the red and green quadrant are the strongest, respectively the functional and physical quadrants.

Step 4: Discrepancies

Because there has not been an theoretical valuation of the prioritization of policies and actions a discussion about the discrepancies is therefore not possible.

6.5 Conclusions

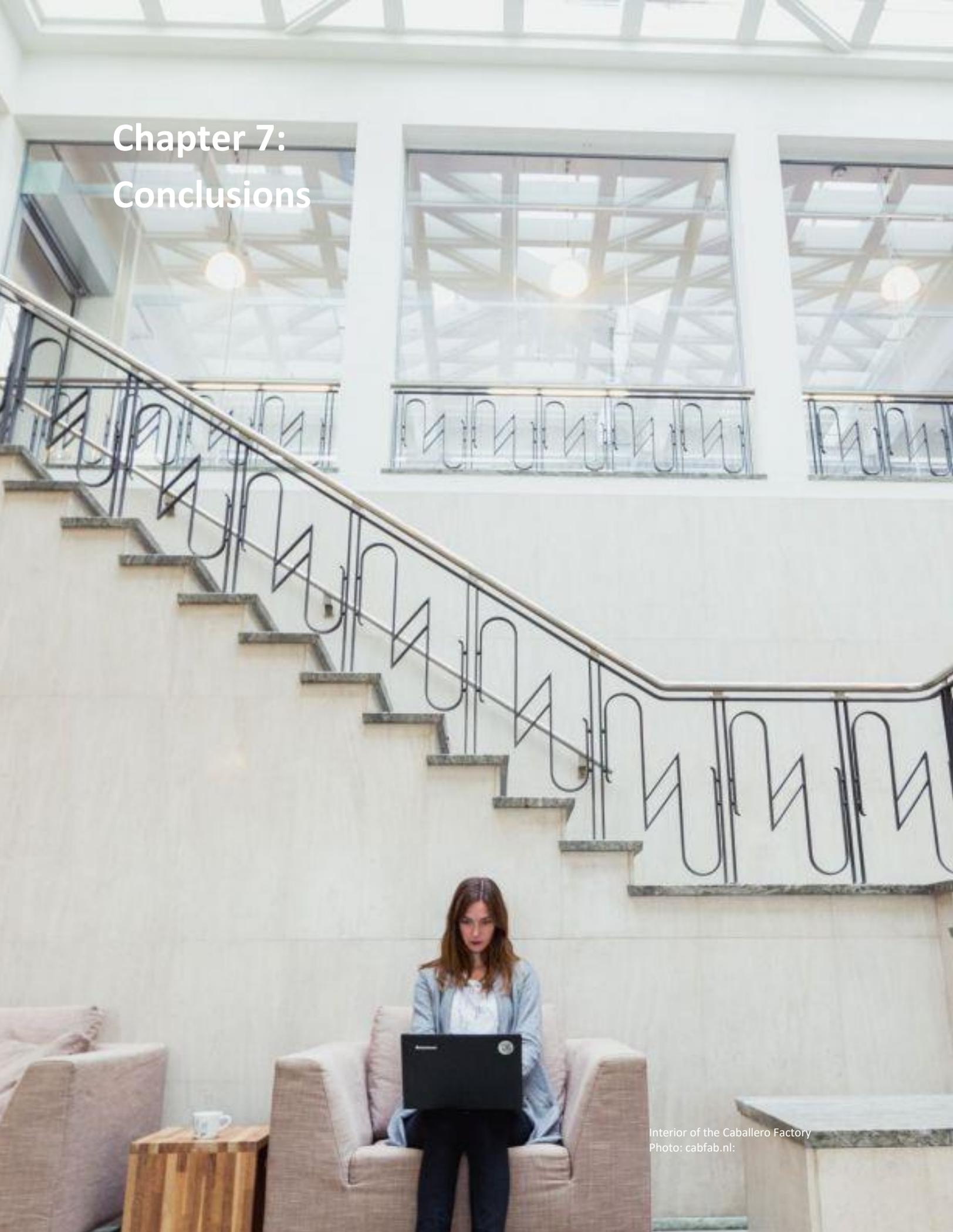
The HUL approach is a tool for policy makers and urban development professionals to create the best policies and actions for the development of urban heritage. In this chapter this tool has been used to determine how policy makers use this tool for the development of policy for urban heritage and real estate decision making. Six of the seven steps have been researched for the Breuer building and the Caballero Factory using the management information from the previous chapter to indicate how policy makers could value the HUL steps in theory. Hereafter the perceived values are researched per HUL step through the four expert interviews. As this chapter focuses on those four interviews some notions to the results need to be made. The data collected through the interviews is far from complete, it gives an indication about how Municipal policy makers use the HUL as a tool for urban heritage management.

From the indication as analysed in this chapter one could argue that the HUL is not used as a tool per se for urban heritage development regarding the two heritage objects. Some of the HUL steps are used to determine the way forward, but in most steps the valuation in theory and in reality are not the same. It is difficult to determine why these discrepancies exist but are sometimes understandable. The economic valuation of the Breuer building for example provides some understanding as to why the non-economic values are not explicitly used to value the object. The economic values (direct, indirect and induced) are too strong for Municipal policy makers to reach a different valuation. Regarding the development of The Caballero Factory the valuation of the building is maybe influenced the other way around due to the negative economic values. From this analyses one could argue, given the modesty one should portray, that Municipal policy makers are strongly positioned in the financial quadrant of the CREM frame and find it difficult to step out of that frame.

This analyses can possibly not be seen generic for all post WWII urban heritage objects in the Municipality of The Hague. As argued above the results give an indication of the way of working of the Municipal policy makers

of The Hague. Even between these two objects the results are too diverse to generalize the outcomes. However, one anecdotal proof exists that the Municipality still holds all the cards when developing urban public heritage. This is logical when one argues that those buildings are owned (as is the case of the two researched objects) by the Municipality. However, the result of the Caballero Factory has been much more positive than the development of the Breuer building as they are now. The main difference between those two is the very different economic climate. One could argue that a strong economic climate (Breuer building) is less beneficial than a weak economic climate (Caballero Factory).

Chapter 7: Conclusions



Chapter 7: Conclusions

7.1 Introduction

The starting point for this research has been the trends within society, one of which was the societal unrest. As discussed in the first chapter under the reasons for this research the societal unrest and unease could be explained through the globalisation of the world and the result it generates. There are winners and losers of the globalization and the losers do not believe that their future happiness and quality of life will improve. Our policy makers and political leaders have ceased the opportunity of this growing group of unhappy citizens to engage in politics of nostalgia, they believe that society was better before the world globalized. This belief could be tested or factchecked, but will not reduce the fact that people (according to highly regarded governmental institutes like the SCP) are in search of their identity and the identity of the country they live in. Connecting the ideas of identity with city development, heritage preservation could have an impact on the solutions this growing group of people search. The belief of Irina Bokova, the Director-General of UNESCO, during the World Urban Forum in Naples (2012): *“Tangible and intangible heritage are sources of social cohesion, factors of diversity and drivers of creativity, innovation and urban regeneration – we must do more to harness this.”* This statement delivers the argument that heritage has a connection with the development of society, not only to the development of a building or object, it can do more according to UNESCO. Be that as it may, city development does not preserve all heritage objects all the time. So the statement of Bokova (2012) is only the starting point in creating an approach to societal development in which heritage plays a role. Through the recognition that heritage should have an added value to society the main research question of this research became: *What is the added value of Heritage for society?”*.

The answers to this question is broken down in theoretical and empirical questions. This chapter answers the main research question through those sub questions which has been answered in chapters 3, 4, 5 and 6. Those answers are bundled in two paragraphs: Added value through public heritage and public heritage strategy making. The conclusions are made from the theoretical framework as discussed in chapters 3 and 4. The conclusions are based on the idea that public real estate strategy making and heritage conservation should be integrated towards public heritage strategy making. The main conclusions are also based on the conflicts which are visible in heritage conservation.

7.2 Adding value through public heritage

7.2.1 Position of heritage

Heritage is seen in the wider city development as a resource. Through the theory of the HUL approach heritage does not only serve as a resource for the user of the heritage but serves as a resource for society as a whole through the landscape approach. The HUL approach addresses the quality of the resources which form a landscape over time. This landscape principle is key in understanding what the position of heritage is. Landscape is seen as something which goes beyond the fabric of a city core and should include the hinterland, metropolitan regions, urban peripheries and peri-urban zones, from World Heritage to wastelands. This definition makes that heritage can not be seen on its own, it should be seen in the broader sense of city development. It also states that the HUL constitutes key resources in enhancing liveability of urban areas, and fosters economic development and social cohesion in a changing global environment. This means that conservation has become a strategy to create a balance between the liveability, through the enhancement of the quality of life, of our urban areas and urban growth. This also leads to the idea of protecting and enhancing the quality of the living environment, without forgetting that the urban environment is dynamic and needs change in order for communities to prosper (Veldpaus & Pereira Roders, 2017).

Heritage is created through the recognition of the so-called cultural significance. This definition addresses the range of values ascribed to a cultural heritage asset and justifies its designated status (Avrami et al, 2000). This

definition is present in the place itself, its fabric and setting, as well as, on its use, associations, meanings, records, related places and objects (Australia ICOMOS, 1999). Cultural values are subjective, in which different groups (generations, professionals, etc.), and even individuals, may attach a different weight to the cultural value for the same heritage asset. Still the cultural values remain the same (Pereira Roders & Hudson, 2011). The results of the case study also indicated that different stakeholders value heritage differently. Although the results of the expert-interviews did not provide conclusive answers due to the small sample of interviewees, it did provide the necessary information which shows that the position of heritage as a resource for urban development was not necessarily top of mind. The cultural value of a place remain the same but were weighed differently. Municipal policy makers, both from the interviews as from the revised documents mostly saw problems with the two heritage objects, rather than opportunities. Which conflicts with the theoretical position of heritage management and the HUL approach. This is also noticeable in the tools available to protect and preserve heritage. There are more tools available for the protection of heritage than there are to incorporate heritage in the wider city development. Despite efforts from the HUL approach to create a holistic approach for the preservation of heritage within urban development three tools exist for the protection of heritage: the law, subsidies and policy document for the protection of heritage. Those tools are created to make sure that heritage does not simply gets destroyed because it is more profitable to create something new. However, those tools could very well endanger the development of heritage within urban development. The HUL approach also states very clearly that all existing mechanisms for urban development, which also includes those tools that protect heritage, should come together in a new mechanism and hereafter need to cease to exist. Otherwise it could not be possible to create a holistic approach which provides the strongest position for heritage within urban development.

7.2.2 Adding of value

The added value of heritage is the core concept of this research. From literature review the core idea of values are multi-interpretable. The overlapping definition of value is that an object of value is worth keeping, using and cherishing, while something without value is neglected, abandoned and thrown away (Bazelmans, 2013). This concept works in theory but is not usable in practise. Romøy (2014) states that the value of heritage, besides its land value and the value of physical elements, also contains social, historical and cultural value. Throughout history the appreciation of values changed. In the current era, market value is most important. During the postmodern era the experience one gained, and the emotional value were more important than other values (Saris, 2013). Governmental agencies in The Netherlands value cultural heritage mostly in terms of scientific-content or in cultural-historical terms. The value these institutions give to cultural heritage is therefore specifically derived from the 'expert' view. Users, owners and other stakeholders are not presented in the valuation of the cultural heritage. The value is derived from the physical state and historical character of the building (Bazelmans, 2013; Saris, 2013). This results in a clear distinction between the economic and non-economic domain. This distinction is the difference between the estimation of value of heritage in prize and the appreciation of the value of heritage in content. This distinction is the basis for the categorization of the value of heritage, the distinction between economic and non-economic value. So, the added value of heritage can be expressed in economic and non-economic values. Throughout the research this categorization is used with six values. From the economic value side: the direct, indirect and induced economic values. And from the non-economic side: the historic, experience and architectural values.

As analysed in the case study the six determined values are measurable through the recognition of those values by stakeholders in the assessment of the heritage as a resource. The assessment of the two heritage objects and the analyses of the valuation of the HUL steps gave a line along which to look, they did not give conclusive answers. But the line along which to look provided information about the way the Municipality value urban heritage. The main valuation, or the strongest valuation, of the Municipality is the economic valuation. The other values are not perceived as strong in the two assessed cases. This does not provide a generic view for all decision making processes but does provide some basis to assume that Municipal policy makers can not as easily as they can for

economic values value non-economic values. As this statement is supported by the analyses in this research there has also been evidence which suggest that the economic valuation could benefit other goals than the financial ones. The indirect economic value of the Caballero Factory supports the non-economic values. From the development of the Caballero Factory the added value of the object is recognized through its ability to connect the economic and non-economic values. The Caballero Factory is preserved as an historical value through its history as one of the reminders of industrialized The Hague but also because the experience value the former factory could deliver triggered the indirect economic value. Through this integration of values from both sides the other values are expressed as well and can therefore deliver an added value to society. One could argue that such a more balanced CREM frame delivers a better result.

7.2.3 Conflicts

The added value of heritage is as discussed perceived through the recognition of the six values (economic and non-economic). These values are somewhat in conflict through the position they are placed in regarding the CREM frame. As discussed the economic values are mostly placed in the financial quadrant of the frame and have a strong position regarding urban development. However, the direct and indirect economic values can also be in conflict. The development of the Caballero Factory and the development of the Breuer building both have similar conflicts between these two values. The direct economic value is perceived with those buildings are the revenue they provide for the Municipality on the short term. The acquisition of the Caballero Factory did not create the opportunity, given the then economic climate, to sell the building to an investor who would develop the building according to the Municipal plan. The direct economic value was therefore very low, the indirect economic value however, or the potential indirect economic value was very high. The amenities the developed factory could deliver could provide indirectly economic advantage for the area of the Binckhorst and therefore for society. Currently the direct economic value of the Caballero Factory is high, the market value of this (perceived) successful development is high. The indirect economic value remains high which delivers the conflict of selling the object for a high direct economic value without the guarantee that the indirect economic value will exist after the sale. For the Breuer building this is also the case with a different angle. The economic climate and therefore the land value is high creating a high direct economic value for the Municipality through sale. The indirect economic value could become less after sell because the development is expensive which could result in only the most popular and therefore probably less distinctive cultural institutions being able to afford the development. The wider city development, and therefore the strategic goals of the Municipality could be less achieved because the experience value of the museum quarter is lower than it could have been with a broader programme in the museum quarter.

These examples show that the main conflict in adding value through public heritage are recognised through the strategic and financial quadrants for these two objects. The strategic quadrant has a long term vision in mind, where the financial quadrant has a more short term vision in development. The added value of heritage however should not be simplified in direct or indirect economic value versus experience value. The added value of heritage is for these two buildings visible through the integration of those values. As stated earlier the added value of heritage is seen in the possibility of heritage to function as an icon for city development (Caballero Factory) or as an addition to the city development through its history (Breuer building). Not one of the quadrants should be the strongest and not one of the values should be the main added value. A strong economic development delivers the possibility for the preservation of an architectural icon. And the architectural icon delivers the possibility for induced economic value for the area. Through the integration of heritage values and the recognition of the position and possibilities of those values heritage can add value to society. This statement is supported by the analyses of the two buildings, but can not be made generic. One can simply say that Municipal policy makers have an obligation to use the tools available for the development of urban heritage.

7.3 Improving public heritage strategy making

7.3.1 Assessment of heritage

In essence every urban development follows the same path. There is a demand for space, public or private, and there is a supply. These two sides could possibly not match which delivers the necessity for urban development. As stated in chapter 4 this is the first step of the DAS-framework. The DAS-framework is a usable tool in the development of objects and urban areas, it creates the frame for the steps needed to come to a coherent and inclusive strategy. An essential part of this strategy making is the recognition of stakeholders of the development in play. Those stakeholders are the financial controllers, the strategy makers, the users and the technical managers. They are noticed in the CREM-Frame. This is all known knowledge and provides the basis for each urban development. These two concepts create the process assessment and interest assessment of all stakeholders, their view and wishes for future development. An addition however for this type of development could be the integration of the valuation of heritage through the six values and the HUL approach. This addition provides the opportunity to assess which values an heritage asset has and could therefore contribute to society through urban development. As stated earlier the added value of the Breuer building lies mainly in the possibility that the building became public. This value is made apparent without the explicit addition of the valuation system. However, other values like the architectural value of the Breuer building, are not made explicit. And are not taken into account when discussing urban development. With the addition of the valuation system within the four quadrants of the CREM theory the assessment of heritage could be better executed. In practise, policy makers will be working to value the heritage asset based on the six values as stated earlier combined with where those values should be placed. This could result in a better understanding of the resources urban heritage holds and where the core added value of heritage lies.

7.3.2 Integration of heritage

The main idea of the HUL approach is, as stated before, the integration of all mechanisms so to create a holistic approach for urban development. This way the potential of heritage is fully used and all values are taken into consideration. This means that heritage should not be seen as a different asset or resource than other real estate. Heritage can possibly have an added value to society as a resource other than newbuild or not-heritage real estate. The potential can be fully used if the heritage is part of the wider city development. For example, the Caballero Factory did not have a high architectural value when the Municipality acquired the object. The physical state of the object was poor and maintenance of the architecture was severely neglected. Because the development of the object reversed the neglect through the creation of small business units the architectural value became apparent. The architectural value is very high because the Caballero Factory provides character to the development of the Binckhorst, the industrial look and feel of the object is an example to the further development. The architectural value is stronger than the sustainability efforts and policies of the Municipality. The original façade windows are preserved because they provide the architectural value. This shows that the integration of the object as a resource, not a threat, in the urban development can deliver added value. The integration of the heritage in that particular development is done because the building was not listed yet. After the transformation the building got listed. With the development of the Breuer building this integration is perceived as more difficult. The heritage is seen as a threat to the economic development. If the building is seen more as a resource for the development of the area, possibly different decisions are taken. The indirect and induced economic values could potentially become much higher if the building is seen as a resource for the area development.

7.4 What is the added value of Heritage for society

The main research question was: *“What is the added value of public Heritage for society?”* This question is difficult to answer. Every building has some added value for society, a 1980’s style social housing block provides value for the people who live in the houses, and adds therefore some economic value through the direct spending of those

residents in local shops etc. But the added value of public heritage is perceived in this research as something completely different. The research has shown two urban heritage objects who add value, both in their own way, for society. The values are derived from architectural, historical, experience and economic values. One could argue that heritage preservation does not add extra value to society per se, but could. Heritage development does add value to society. Through the development of heritage in a holistic mechanism for urban development heritage delivers the possibility that urban values combined are more than the sum of those values. Also the historic value is perceived greater with heritage than with other non-heritage objects. Generally speaking the added value of public heritage is diverse. One building is different from another building which means that the result of this research can not be generalized. There could be buildings, in the city of The Hague or elsewhere who are comparable with either the Caballero Factory or the Breuer building and still do not add the same sort of value to society. As discussed earlier the basis for the best possible added value of urban heritage for society is a holistic approach for urban heritage development in which policy makers use the tools (like the HUL approach, the CREM theory and values) to determine their policies.

Chapter 8: Limitations and further research



Original facade after completion
of the Breuer building
Photo: Jan Versnel

Chapter 8: Limitations and Further research

8.1 Introduction

This research contains the research into the valuation of heritage and the perceived added value of heritage for society from the case of the Municipality of The Hague. For any research the quality of the research should be determined by the author themselves. Therefore this chapter discusses all imperfections and questionable aspects of the research. The chapter starts with a discussion on the results and research methods in which all ethical issues and dilemmas are considered. Hereafter the limitations of this research are determined through a review of the results and process. Lastly this chapter concludes with the possible further research on this topic of research.

8.2 Discussion

The research methods of this research consist of: a literature review on heritage management and public real estate management, a case study into two public heritage transformations to assess public heritage, and four expert interviews to assess the process of heritage management.

The literature review is executed through the recognized concepts and known authors on heritage management and heritage values. The same implies for the review of the literature for public real estate management. There could be a bias in the selection of literature through the search of authors who write on this subject only. Because of this narrow search the bias which could occur is that influences from other disciplines are neglected somewhat. However, all used literature are scientific resources which should minimize the bias.

The case study entails an in-depth case study through policy documents, images, drawings and architectural reports. The case is the Municipality of The Hague from which two transformations are selected that were transformed from private to public use: the Caballero Factory and the former embassy of the United States of America. The selection of the cases is executed through several criteria, one of which was that they are listed as monuments. This is a questionable variable for both the objects, but in particular for the Caballero Factory. The Caballero Factory got listed after the transformation of the building. Therefore the case study from the current perspective is a case study of a heritage object, but when the building was acquired by the Municipality it wasn't. This could prove to have an effect on the analysis, and there could have been measures taken to prevent it from happening. One could have chosen a different building to assess for example or choose to redesign the case study. However, the fact that this building was a clear success for all stakeholders made it a strong example of how developments with historic sites could be successful. During the case study and analysis this has been made clear and therefore should not pose too great a risk.

The expert interviews are a fruitful way to determine the state of the art of heritage management. For this research four interviews are executed of approximately one hour each. All interviews but the first were executed with one interviewee, the interview with the policy makers has been conducted with three interviewees. The sample size is probably too small for such a research. This means that the bias of the interviewees is possibly not mitigated enough. However, during the research it has proven difficult to find enough people willing to discuss their expertise about the urban heritage objects. However, the risks are mitigated somewhat. The value of the data of the interviews are for most HUL steps connected to the theoretical valuation. This way, the bias of the experts are possibly present and presented but are also compared to the theoretical values. Nevertheless, the small sample group remains one of the key issues with this research. A second risk in the interviews is the interview with the current user of the Breuer building, the director of 'West Den Haag'. She is the current user but the process of development steers into a direction in which she is, to her regret, not a stakeholder anymore. This means that the information she provided is potentially colored with the fact that she wants to position the facts in her favor or that she is angry with the loss of her lease. This became very clear from the start of the interview, but nonetheless did she provide useful information knowing that it could be colored. From an ethical standpoint one other issue is potentially problematic

for the research methods: the connection of the author with the political group which is interviewed. The author of this research is member of a political party, the same political party of which the councilmen of the first interview are a member. There are no personal links with the author and the interviewees. One could have chosen to use different councilmen, ones who are not affiliated with the same political party as the author. However, the reason why the author got as many information is because there was a good rapport due to the mutual trust and understanding. The answers which were given by the councilmen did not provide any suspicion with the author that they were untrue or fabricated because of the connection.

There were some trends visible in the result of the analyses which led to the result on the main research question. The main trend was that the Municipality valued the financial quadrant and the economic values highly above the other values. One other trend was the Municipality did not seem to have all information needed to determine the value of heritage. This result is not verified in any way with others than the councilmen interviewed. The result would be more robust if these results were put forward to other policy makers to give them a chance to rectify or nuance some of the results. During the analysis of the interviews it became also clear that all non-municipal interviewees (including the former municipal interviewee, the vice-president of BOEI) did not highly value the current policy makers. This is not explicitly used in the results but weighs nonetheless for paragraph 7.3 improving public heritage strategy making.

8.3 Limitations

This research has limitations:

- This research has created an universal result into the public heritage strategy making for Municipalities derived from a case study of one Municipality: The Hague. This limits the results, or nuanced it at the very least. When the research was executed with multiple municipalities however the research method would not be prudent.
- The case study of this research is a large city, the third largest in the country. This limits the results because it could very well be different for cities which have less capacity for heritage management of city development
- The case study of this research is executed in a city with a high density of heritage. In cities who have lower densities of heritage the result would be different.
- If the objects would have a different function after transformation the outcome may differ.
- The economic situation is taken into consideration. If the economic climate were different the outcome may differ. The economic situation should be taken out of the equation to make it universal.

8.4 Further research

8.4.1 To verify the research

This research is limited in depth and width, therefore further research could be done on the topic of added value of heritage for society. The limitations mostly connect to the case study being executed only in the Municipality of The Hague. If there were more cases studies in other cities in and outside The Netherlands this limitation could be discarded and the results of this research could be verified. Other further research entail the change of the case studies. This case study is executed with two case study areas: the Caballero Factory and the Breuer building. These two heritage assets are from the same age which could have had an impact on the result. If a third heritage asset was explored with a different century of origin the results could be verified and intensified. A second change in case study areas is the change in program. The two heritage assets have different programs, this could be the reason why the development works for the area. A comparative case study with two roughly the same heritage assets with the same program could be very interesting to research and determine if the added value of heritage is connected to the area or to the heritage asset. A third change in the case study area could be the research into two the same

heritage assets with a different program. The two heritage assets who are part of the research are different in size and original function. The Caballero Factory has been a factory and is large, the Breuer building has been an office function and is reasonably small. With the same type of heritage the impact of the program could be researched.

8.4.2 Within the same topic

Further research could also be possible with a different angle on the same topic. The research did not take into consideration the impact of heritage transformation/ development on the area other than generally speaking. The impact of heritage development on land value of the real estate could provide an economic argumentation for the conservation of heritage. But also the impact of heritage development on the surrounding real estate values could deliver such an argumentation. A possible hypotheses could be: "Ten years after the transformation of heritage in public real estate the value of surrounding properties are increased with 50% due to the transformation of nearby heritage."

A second research which could provide further research for this research is the historical differences in transformation or development of heritage assets. In this research the valuation of public heritage is mirrored to the valuation of heritage in past periods. After this research one should be able to position the added value heritage in its historical context. In all past periods there is some sort of heritage valuation. Interesting will be to investigate whether society has been valuated heritage more or less in the past 50 or 60 years. From the literature review this research has provided the information that the management of heritage has shifted from conservation to a more holistic approach, of which the HUL approach is the product. Has there been such a shift earlier in history, or what delivered such a shift?

8.4.3 Outside heritage Management

An other possible path for further research is to work further on the topic of city development. The research has shown that for these two cases Municipal policy makers did not use the tools available (HUL, CREM) very strongly to determine the course of action. If that is the case in these two, in some ways very different, objects maybe this is generally the case for all city development cases for The Hague. This research could be a more social studies or political studies research into the decision making process for Municipal decision making or in general for city development offices in large Municipalities in The Netherlands. Because this research was not able to create a generic research in which the results of the analyses are viable for all heritage assets, such a research should begin with the idea that it will make the results generic.

Chapter 9: Reflection



Chapter 9: Reflection

9.1 Topic of Research

The topic of this research is public heritage management which is the link between public real estate management and heritage conservation. The choice for this topic has not been difficult, however the determination of an aim has. When starting my graduation I knew how I wanted to graduate and with whom I wanted to graduate. From fellow students the main advice I got was to search for a mentor team that you can relate to. This has been also the first reason why I chose the topic of public real estate. I knew that if I could work with Alexandra den Heijer I would have a good chance that I would have a first mentor which understood my way of thinking and could help me evolve.

Be that as it may, public real estate remains a broad subject with numerous topics to choose from. The main focus of Alexandra's research and work is Campus Management, a topic in which I could somehow relate but did not get a strong vibe from. I decided that my graduation research, my thesis, should be something from which I got excited and should be proud of researching. This resulted very quickly through my affection for old historic buildings, in heritage. Heritage has always fascinated me because of the stories those building tell and the way in which those objects have survived years and years of city development and progress. This topic created the possibility to research public heritage.

The research topic was public heritage, the research aim however needed to be determined. As a general rule all aspects of the research should be something which I could relate to. From the work of Alexandra I used the CREM framework to determine which aspect of public heritage I wanted to research most clearly. The four quadrants of the CREM framework are strategic, financial, functional and physical. Of which the first two caught my attention. At first, my aim became the financial position of heritage. A position which I regretted very quickly in the process. The financial information buried me. Hereafter the decision to use the strategic efforts of Municipal policy makers combined with values of heritage came after a long and fruitful discussion with first Alexandra and later with Ana Pereira Roders after she agreed to become my second mentor. Their main input was that I should use my knowledge outside the world of Architecture to create a societal research topic. The knowledge from outside the world of Architecture is the world of politics in which I have been active the years between my bachelor and master studies.

The research topic is therefore a combination from the master tracks of Management in the Build Environment, the master track from which I graduate and Architectural Engineering and Technology. More closely the topic is the combination of Public Real Estate Management and Heritage & Architecture.

9.2 Research Process

The research process has been longer than anticipated or wanted. As a person who wants to finish what he started very quickly and is not strong in details the research process and the thesis in general has been testing. Initially the idea for the duration of the research process has been one year, two semesters, the normal duration. However, after the redo of the P2 and other difficulties understanding the matter, the duration has been prolonged twice, making the duration a bit shorter than two years, four semesters.

The research process has been working towards milestones. From milestone to milestone. The problem I faced however is that I found it very difficult to formulate those milestones. The graduation plan that was handed in the first try of the P2 was determined by the delegate of the board of examiners as the most minimalistic version of a graduation plan that she had ever seen. Generally speaking a minimalistic plan should not pose a problem, only when the ideas behind the plan are minimalistic as well problems originate. These issues are dealt with throughout the process by making sure that some sort of progress was made.

Another difficulty during the process of this research has been the quite severe dip I felt halfway. The basis of a research where there, the ideas where there, the enthusiasm was there. But I could not see where it was going and could not have control of it. A problem which I encountered several times during the process. A difficulty which

delivered setback after setback and cost me several months extra. However, every time I could regain trust in a positive ending. The main time I was lost was during summer when it took an email from Alexandra to keep me engaged in the process once more. If the email was not sent I think probably this thesis did not come to a positive ending. I needed some strong guidance and luckily the mentors provided such guidance. Hereafter we have made several new agreements to create a better research process in which I could work from milestone to milestone, which was appointment to appointment.

During the research process I encountered several setbacks regarding my talent for expression. As this thesis is an aptitude test of scientific research the results and analyses of the research should all be nuanced and brought with scientific accuracy and scientific certainty or uncertainty if applicable. The nature of my way of presenting and writing is mostly argumentative and persuasive, which is a trade needed in politics. Throughout the process the mentor team and delegate assured me that a more scientific approach to presenting should be applied. I have taken this feedback seriously and improved my way of presenting during the P3, the mentor team was happy with the progress I made, so was I.

9.3 Research Methods

The research methods of this research are the literature review, the explorative case study and expert interview. The literature review has changed four times during the research. The method did not change but the contents did. The feedback of the mentors I got was mostly that all the tables I created did not contribute to the knowledge I needed to answer the research question. Because these tables entailed all heritage assets in The Netherlands it took several days to create them, most of it was manual labour. It took me several months to agree with the feedback and dissolve these tables. A second reflection I want to make is regarding the expert interviews. At first these interviews were designed to provide additional information about the heritage assets regarding the four quadrants of the CREM theory. At the end they were connected to the CREM theory but not because they were to assess the current state of affairs. The expert interviews were used to determine the values of the heritage assets in the process of heritage development. This however was not the idea when I executed the interviews. What I did not understand correctly when I made the appointments for the interviews is that most decisions are taken without lots of available written information and documents. Also, the information which was available on paper were not disclosed for the public. This posed a serious problem if the interviewees were not as generous in providing information on other aspects than those aspects I asked about. After I transcribed the last interview I decided how the interviews could be best used to help my research. One could argue that this is flexibility and an iterative process. But in fact I got lucky with this. Lastly, the planning of the interviews took much more time than I anticipated. And most potential interviewees do not even return a call or email, which made me question my way of approach and research in general. In the end I got enough information to analyze the process of heritage development.

9.4 Dissemination

This research is based on the Heritage valuation from the department of Heritage & Architecture and Public Real Estate Management. But the research is also connected to societal developments and political decision making. This means that the research has a wider connection to social studies and can contribute to the research on policy making in general. It can also contribute to the understanding of how policy making is done and should be done. Policy makers should be able to improve the quality of life of citizens through their decisions. The result of this research is that public heritage has an added value for society through the six values. All societal decision making should create an added value to society. From the standpoint of a researcher this research provides also the basis to further research the state of the art of heritage management in The Netherlands and the European Union. But it generates also two main recommendations for policy makers. In general, it also provided me information that Municipal policy makers do not necessarily use scientific truths in their policy making, even if there are tools available.

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Appendices



Appendices

Appendix 1: Interview with Councilmen of the Municipality of The Hague

Appendix 2: Interview with the director of West Den Haag

Appendix 3: Interview with the Director of Anna Vastgoed en Cultuur

Appendix 4: Interview with the Vice-President of BOEI and former project manager of the Municipality of The Hague

Appendix 5: Interviewprotocol

Colour coding Interviews:

YELLOW	HUL STEP 1
GREEN	HUL STEP 2
LICHTBLUE	HUL STEP 3
PINK	HUL STEP 4
BLUE	HUL STEP 5
RED	HUL STEP 6
DARK GREEN	HUL STEP 7

Note: Appendices 1 through 4 are regarded confidential and are therefore not included in this public thesis report. The validity of the results provided from those appendices are underlined through the valuation of this research by the TU Delft.

Appendix 5

Rutger de Ridder / 4153545 / Masterthesis

Interview Protocol 'Value of public heritage'

Datum Interview:

Instelling of Bedrijf

Plaats

Geïnterviewde

Interviewer

Opzet:

- A. Achtergrond geïnterviewde
- B. Bedrijfsvoering
- C. Achtergrond casus
- D. Analyse publiek erfgoed: doel
- E. Analyse publiek erfgoed: maatschappelijke waarde
- F. Analyse publiek erfgoed: investering
- G. Analyse publiek erfgoed: Resultaat
- H. Proces van behoud van publiek erfgoed

Introducerende tekst

Hartelijk dank dat u de tijd heeft gevonden om met mij in gesprek te gaan over uw werk als ... Om niet al te veel van uw tijd in beslag te nemen zal dit gesprek niet langer duren dan een vol uur. Voor dat we beginnen zou ik nog wel een aantal dingen met u door willen nemen over dit interview en vooral over hoe ik met de informatie uit dit interview om wil gaan. Met uw instemming neem ik ons gesprek op om alle informatie volledig te kunnen verwerken in een transcript. Deze opname zal gedurende het onderzoek worden bewaard en indien nodig worden gedeeld met enkel de superviserende mentor van het onderzoek. Ik zal ook vertrouwelijk omgaan met de informatie, en in het transcript zal ook niet uw eigen naam worden gebruikt maar een code. Schroomt u ook niet om mij te onderbreken indien u dat nodig acht.

Introductie

Nogmaals dank dat u de tijd heeft genomen vandaag voor dit interview. De kern van dit interview zal bestaan uit het verkrijgen van inzicht in de waarde van publiek erfgoed waar u bij betrokken bent geweest. Dit interview is een onderdeel van de case study die ik uitvoer. De casus waar wij het vandaag oer hebben is een onderdeel van de grotere casus, de gemeente Den Haag. Binnen het maken van beleid omtrent het behouden en conserveren van erfgoed zijn natuurlijk vele onderdelen aanwezig, waar ik het meest benieuwd naar ben is de spanning die ontstaat tussen het willen investeren in erfgoed als het duurder is dan eigenlijk nuttig is. Oftewel de opgave waar een stadbestuur voor staat als het wil investeren in het erfgoed van een stad, maar niet goed weet wat het beoogde resultaat mag kosten. Mijn doel is dan ook om de afwegingen die u maakt in deze casus zo helder mogelijk te krijgen en zo duidelijk mogelijk te doorgronden.

A. Achtergrond geïnterviewde

Dit onderdeel van het interview zijn een aantal vragen over u en uw werk voor de gemeente Den Haag. Deze vragen zijn voor mij relevant om de antwoorden te wegen en te snappen hoe uw werk in elkaar zit bij de herbestemming van publiek erfgoed.

1. Wat is uw achtergrond met betrekking tot de publieke sector?
2. Wat is uw achtergrond in de gebouwde omgeving?
3. Bent u al langer betrokken bij de herbestemming van publiek erfgoed?
4. Ziet u overlap in de werkzaamheden bij de herbestemming van publiek erfgoed?

B. Bedrijfsvoering

Het tweede onderdeel van dit interview zijn wat verdiepende vragen over de bedrijfsvoering binnen de gemeente op het gebied van investeringen in de gebouwde omgeving. Deze vragen zijn voor mij van belang omdat ze inzicht bieden in de werkwijze van de gemeente en ook de besluitvorming blootleggen.

1. Kunt u mij uitleggen hoe de algemene bedrijfsvoering is bij het herbestemmen of conserveren van erfgoed ?
2. Hoe worden de voor en nadelen van de projecten behandeld?
3. Hoe bekijkt u de toegevoegde waarde van erfgoed bij herbestemming?
4. Bent u van mening dat de publiek erfgoed projecten op een andere manier behandeld moeten worden, of op dit moment al anders worden behandeld dan private ontwikkelingen?
5. Denkt u dat er voldoende middelen en manieren zijn om de toegevoegde waarde van publiek erfgoed te beoordelen?

C. Achtergrond casus

Dit onderdeel van het interview is vooral een achtergrond analyse van de casus. Hier zou ik graag met u dieper ingaan op de casus, de redenen voor de gemeente om dit te ontwikkelen en de achterliggende gedachte.

1. Welke strategie zit achter het investeren in dit project?

2. Hebben de financiële achtergronden van dit project een grote rol gespeeld in de beslissing om dit project te doen?
3. Kunt u aangeven hoe de afweging bij dit project is gemaakt?
4. Waren er gebruikers, huidig dan wel toekomstige, die problemen veroorzaakten bij het project?
5. Waren er speciale omstandigheden die dit project bijzonder maakte, of werd het binnen de gemeente als doorsnee ervaren?

D. Analyse publiek erfgoed: strategisch doel

Bij de volgende onderdelen probeer ik aan de hand van de casus zoals we die zojuist hebben besproken een beeld te krijgen van de afwegingen, spanningen en mogelijkheden die spelen bij het herbestemmen of conserveren van publiek erfgoed. De onderdelen zijn ingedeeld in vier thema's: strategie, maatschappelijke waarde, investering en resultaat.

1. Hebben investeringen in publiek erfgoed in het algemeen een strategisch doel voor de gemeente?
2. Was er een duidelijk strategisch doel bij de ontwikkeling van deze casus?
3. Begint het dan bij het opstellen van een strategisch doel, of begint het met het erfgoed?
4. Hoe wordt zo een strategisch doel opgesteld, waar begint het?
5. Zijn die strategieën afkomstig vanuit een gebiedsgerichte aanpak of juist vanuit het beschermende karakter van het erfgoed?

E. Analyse publiek erfgoed: maatschappelijke waarde

1. Kunt u uitleggen wat voor u bij het starten van een publiek erfgoed project het belangrijkste aspect vindt om een project wel of niet te starten?
2. Hoe bepaalt u de maatschappelijke waarde van erfgoed?
3. Wat is in de casus het belangrijkste onderdeel wat betreft de maatschappelijke waarde?
4. Heeft die maatschappelijke waarde een rol gespeeld bij het besluit om het erfgoed te conserveren of te herbestemmen?
5. Was het vanaf het eerste moment duidelijk dat het erfgoed een maatschappelijke waarde bezat waardoor het een maatschappelijke rol vervulde die niet zonder het erfgoed goed naar voren zou komen?
6. Hoe past de maatschappelijke waarde in het besluitvormingsproces?

F. Analyse publiek erfgoed: investering

1. Om een publiek project te doen slagen is er vanuit de overheid investering nodig in de vorm van financiële middelen of anderszins. Hoe zwaar wordt dat onderdeel meegenomen in de besluitvorming?
2. Was er tijdens het traject een spanning waarneembaar tussen de wil om te investeren en de schaarste aan middelen die een gemeente heeft?
3. Hoe is die spanning weggenomen?

4. Kunt u mij uitleggen hoe de financiële investering worden verantwoord? Ik kan mij namelijk voorstellen dat de investeringen in erfgoed een stuk hoger zijn dan investeringen in nieuwbouw. Daar moet toch een duidelijke reden voor zijn?

G. Analyse publiek erfgoed: Resultaat

1. Is het resultaat van naar wens van de gemeente?
2. Zijn de strategische doelen gehaald zoals die van tevoren waren gesteld.
3. Denk u dat het nuttig is dit soort investeringen te blijven doen?
4. Is er een follow-up na de investering die is gedaan in het publiek erfgoed?

H. Proces van behoud van publiek erfgoed

1. Denkt u dat het behouden van publiek erfgoed een doel op zich is of zit er meer achter?
2. Kunt u mij uitleggen hoe het proces verbeterd zou kunnen worden?
3. De middelen die u gebruikt om de toegevoegde waarde van publiek erfgoed te achterhalen, zijn die afkomstig uit een theoretische achtergrond, of zijn ze vooral een werkwijze die wellicht per gemeente, zo niet per project verschilt?