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Action Plan for the province of Groningen

14-04-2022





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Part II – Policy context

The Action Plan aims to impact:	x	Investment for Growth and Jobs program
	<input type="checkbox"/>	European Territorial Cooperation program
	x	Other regional development policy instrument

Name of the policy instrument addressed: **Program ERL (Heritage, Spatial Quality and Landscape)**

With our learnings from MOMAr and the action developed in our action plan, we would like to work with a more integrated approach. Working more closely together within the province of Groningen and the different sub teams working on Heritage, Spatial Quality and landscape. Furthermore intensifying cooperation with other stakeholders and parties in the sector combining our forces to strengthen the sector connected to the Program ERL. The Program ERL is a 10 year long program aiming to try out different policy instruments in order to bring together the different parties involved in fields of Heritage, Spatial Quality and Landscape. Implementing sustainable tools that have a permanent place in the policies of the different stakeholders.

Policy context in The Netherlands

The government in The Netherlands is divided roughly in four different layers:

- National government
- Provinces
- Municipalities
- Water authorities

Each layer has their own focus, legal tasks and responsibilities filling the gaps where one layer ends and the other one starts. The national government controls and manages the top layer of the society, in example funding, schooling and national protection. Their focus is on the nation and not on local issues, except when local issues are influencing national issues.

The municipalities are responsible for implementing national policies in the local situation. Forming the policies to the wishes and needs of their inhabitants and connecting these national policies to local issues. The municipalities are accountable on the level of objects, villages and suburbs.

The provinces are a floating organization in between the national government and the municipalities. Translating national policies to a regional focus instead of a local level. In that sense the focus and policy of provinces are more on a macro scale connecting the divers local issues that can exist within a province.

Finally the water authorities are between the municipalities and the provinces, focussing on the spatial quality and landscape of their respective regions. They focus more on the local situation, but also connecting it to the region the water authority is responsible for. This is most often connecting multiple municipalities within a province.

This distinction between levels of government is important for this action plan and the way the province of Groningen works. We work together with municipalities in developing and implementing policies on heritage, special quality and landscape. The legal task of the province of Groningen is different from that of the municipalities. Where municipalities have the authority by law when it comes to managing and protecting national monuments and can designate municipal monuments themselves. Where the legal task of the province of Groningen is to supervise if the municipalities are performing their task properly.



Part III – Details of the actions envisaged

Action 1

Heritage Lab: Education, craftsmanship and innovation in the restoration sector

Implementing and connecting education, craftsmanship and innovation within the restoration sector of Groningen via a Heritage Lab.

1. The background

1.1 Policy Instrument

Our action will be focused on improving the Policy Instrument 'Program ERL (Heritage, Spatial Quality and Landscape)' via the implementation of a Heritage Lab. The Heritage Lab improves the structural change in the strategic focus of the policy instrument, thus connecting to Type 3 of the Interreg MOMAr manual. The Heritage Lab will positively influence the Policy Instrument of Program ERL in the following way:

- The Heritage Lab is a definitive change in Program ERL, an organization focused on education that wasn't part of ERL before. Of course there are contacts with education institutes now, but the Heritage Lab is a structural action within the policy of the province of Groningen and the educational institutes. Which changes the strategic focus of Program ERL including education. The role of the province of Groningen as a coordinator is intensified and renewed in the field of restoration and heritage education.
- The elements Heritage, Special Quality and Landscape are inextricably linked, but are not always seen in terms of policy coherence. That is why we see it as an important task in the coming years to strengthen the connection between Heritage, Spatial Quality and Landscape. In doing so, we want to preserve as much of the existing heritage and landscape as possible, but also leave new heritage and additions to the landscape for current and future generations. The Program ERL has a duration of 10 years in which we try out additional policy instruments to achieve this objective. We do this together with other authorities, heritage owners, the restoration market and education. Successful components must then be given a permanent place in the policy of the participating and relevant partners, including the province of Groningen. Experts are needed for the preservation, further development and legacy of the existing heritage. Craftsmen who have a love for heritage and who protect the heritage for the future with the help of restoration and innovation. There is currently no good policy for education in the restoration sector. The Heritage Lab is an experiment to train professionals within the restoration sector. Through the Heritage Lab we gain insight into how we can improve the restoration sector and anchor it better in future-proof policy and thus improving Program ERL.
- The problem addressed by the program ERL is large and complex. From an organizational point of view we also have to deal with a large number of parties involved (municipalities, national government, heritage field, education etc.). The complex playing field is also reflected in the restoration sector. The Heritage Lab is a project in which market, educational parties and governments must work together in their role and coordinate their policies. If we want to improve the restoration sector, we have to do it together. The Heritage Lab is an experiment in which the complex playing field is brought together and cohesion between the policy fields is sought. There is also the link with Program ERL, because integrality, connecting and making the complex playing field less complex by working together in the Heritage Lab will improve the instrument that is ERL. The insights will have consequences for our policy. We gain more insight into the playing field, who has which responsibility (and the province can better embed its responsibility in the structural policy), but also how we can protect heritage better.

1.2 inspiring good practices

The idea of the Heritage Lab is inspired further by good practices from our partners in the Interreg MOMAr project. In special the following three projects from Aragón, Spain focusing on heritage and education:



The Aragónian project 'Heritage education program: Heritage is in your DNA, know it, love it and take care of it!' is been an inspiring and informative project for Groningen. Awareness on the values and worth of heritage starts in the educational system. The project from Aragón focuses primarily on the primary and secondary educational system. It shows you need to start with education in your direct living environment and created awareness for the local inhabitants on the heritage in their region. Furthermore the project made teachers actively involved with to add heritage in their standard curriculum. The main reasons of its success was the intense cooperation between education and heritage professionals. Coordination on the collaboration between education and other stakeholders has proved essential in this project and has prompted us to organize central coordination. But besides that the continuity and regional approach were a massive factor in why it has become a Good Practice which we want to carry over to the situation in Groningen.

Another inspiring project is also from Aragón, called 'Comprehensive rural heritage management workshops'. Where students of the Master's degree in Cultural Heritage Management can hone their skills and get in contact with the rural environment in Aragón. These workshops cover a broad range of topics which each make sure to connect with specific rural area needs. This is exactly why this project is a Good Practice for Groningen. Translating local/rural area needs to students and new talents and broadening the scope of these students on the potentials in the heritage sector.

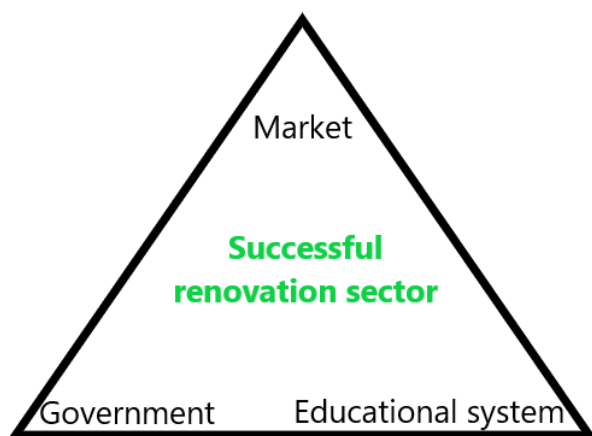
A third inspiring Good Practice is 'Territorio Mudéjar: fieldwork grants for innovative research projects in Heritage Management' from Aragón, Spain. In this project professionals in the heritage sector are brought together to create a collaborative network and raise awareness to Mudéjar heritage sites. This is what we are aiming for in Groningen, creating a long lasting network of professionals (both in management as in the educational system) and therefore enhancing the awareness of the heritage and restoration sector in Groningen.

2. Action: The Heritage Lab

To ensure a good insight of the background of our action, we'd like to describe the current situation in the heritage, restoration and education sector in Groningen. Good care for heritage starts with awareness. Awareness on its value, but also the potential of heritage and its economic value. For example its economic value for employment opportunities in the leisure sector. By paying more attention in education to the value of heritage and the opportunities offered by the restoration profession, we want to encourage more people to choose this profession. This requires good coordination and cooperation which the organisation of the Heritage Lab can provide.

2.1 Problem analysis

Three stakeholders are of importance to make a successful heritage and restoration sector: de market, The educational system and the government.



We see in the field of Groningen's heritage sector that cooperation between this triangle isn't functioning optimally and each role isn't filled correctly. We see a growing deficit of professionals in the construction



industry with specific knowledge on restoration and heritage. Furthermore the options for courses on heritage in the educational system are dispersed, don't connect to the demand in the sector and attract insufficient new students. Too few students are unaware of the (job) potentials in the restoration sector. While there is a growing demand of professionals in the sector. At the same time the rate of developments and innovations in the sector and educational systems don't correlate to the specific needs of owners of heritage sights in the earthquake regions, in example the specific knowledge on making the heritage sights sustainable for the future. This leads to a major and urgent problem in heritage care in Groningen and specifically in the earthquake area. It is difficult for owners of heritage buildings to find architects and construction companies who can carry out a restoration. This leads to delays and thus loss of heritage values.

Governments are part of this triangle of success as well. The core task for the Province of Groningen on restoration and restoration is based on the restoration agreements made between the state secretary of Culture and alliance of Dutch provinces (IPO) in 2012. This agreements states that regional governments (provinces) and national government are accountable for securing the quality of the restoration processes and keeping attention on training craftsmen in the sector, by among other things creating apprenticeships. Local governments (municipalities) are responsible for supervising and maintaining the implementation of restoration projects.

Years ago the Restoration Education Project was raised as an initiative by the national government where each region in the Netherlands had its own organization. In the northern part of the Netherlands this is called the Restauratie Opleidingsproject Noord (ROP Noord). The ROP Noord is founded to increase interest and motivate students in construction studies to pursue a course in restoration. However the results of the ROP Noord were unsatisfactory where insufficient students were motivated to join the heritage sector. The ROP Noord mainly focused on recruiting students and finding internships. Coordination on education and the network of stakeholders was not part of their activities.

In short the market, governments and education system aren't working together properly and their role to reach the end goal of a successful and sustainable restoration sector isn't filled correctly. The province of Groningen has a role within this triangle as well, but it isn't described properly in the Program ERL where it belongs. Program ERL ultimately aims to make the position of heritage, spatial quality and landscape in Groningen less vulnerable. Part of this is bringing together the complex playing field consisting of different players within the renovating sector. The renovating sector does not work optimally and without good professionals we cannot focus on the preservation and further development of heritage in the future.

2.2 Road to the Heritage Lab

The Province of Groningen, and in particular the earthquake area, can contribute to a solution for optimizing the restoration sector. In view of the large and long-term construction tasks involving the reinforcement of buildings due to earthquakes in the province, there is a lot of job potential. The many fortifications and restorations offer opportunities to establish Groningen as a Heritage Academy for the whole of the Netherlands. Also because it is important in Groningen to integrate innovative applications in the field of circularity, energy saving and repurposing heritage sights. Also due to the climate goals for 2033.

We want to realize a tangible change in our policy by setting up a Heritage Lab. Before explaining how the heritage lab will contribute to policy, it is outlined which step has already been taken and what insights this has yielded.

As a first step, an exploration was carried out in July 2020 by the HanzePro agency which is part of our stakeholder Hanze University of Applied Sciences. It's an exploration into the state of affairs within the restoration industry in Groningen, with a focus on education, the job market and innovations. This necessary to pinpoint the challenges and where the potential solutions lay. In short, the outcome of the exploration is that the tasking for the restoration sector is insufficiently clear to determine the capacity needed in the sector. Also structural cooperation within the restoration sector is lacking, just like a program and joint vision on the educational program on offer in the North of the Netherlands. Process innovations are needed to get to sustainable innovations in the sector and boost knowledge which are currently insufficiently implemented. In addition, it is noted that there are doubts about quality assurance on the long term.



Six recommendations follow from the exploration:

1. Setting up a structural monitoring of the job market situation and trends in the restoration sector in the northern part of the Netherlands, both quantitatively and qualitatively.
2. Starting a panel with all parties involved in order to arrive at a joint vision and policy plan for the restoration sector in the North of the Netherlands.
3. Setting up a coordination point with the current parties involved in order to arrive at a joint education and knowledge program for pupils, students and professionals.
4. Develop an uniform roadmap on the different processes in the sector.
5. Setting up a structural national monitoring and sharing knowledge of innovations in monuments.
6. Starting a dialogue about quality in the sector, whereby the central government and the province can provide guidance.

2.3 The Heritage Lab

By learning from good practices from MOMAr, experimenting and trying out, we focus on the Heritage Lab as a pioneering project in bringing the different parties in the restoration sector together and offering courses and workshops to students to incentivize an influx of heritage/restoration major students and the job market.

For whom?

The Heritage Lab is a place for meeting and inspiration for creative education (secondary schools, vocational college, university of applied science, university). With the Heritage Lab we are creating a new organization for creative craftsmanship and in this way seeking a connection with the creative craftsmanship program that the ministry of education, culture and science wants to start next year in 2023. In the Heritage Lab, inspiration and innovation in practice and education are the primary focus implemented via courses, workshops and exchanges for students from secondary education (high schools) to follow-up studies (vocational education and universities). Within the Heritage Lab students and professionals from the restoration sector can show and share their expertise and be inspired by the new ideas the courses and workshops can bring.

Think of students and professionals in architecture, climate and sustainability, technical and ICT, building and masonry. Where different views and experiences come together.

With the Heritage Lab, we are bringing students and the professionals together, as in the above-mentioned MOMAr projects in Aragón, and connect different courses and teachers of different levels of education and disciplines. This concerns students of vocational education, but also universities. A link is sought with secondary education (high schools) as well.

With the Heritage Lab the province of Groningen introduces a new organization but also a new management model. We are setting up a new organization in order to bring parties together and coordinate this cooperation via the Heritage Lab. The link with practice via the workshops is also important here. The project in Aragón shows that it is important to learn in one's own region. The awareness of heritage starts accessible in one's own region. The project in Aragón, as well as the exploration by HanzePro, show that coordination is necessary to connect different educational and market parties. This will therefore be the primary task of the province of Groningen in the new Heritage Lab.

Which activities?

Courses and workshops in the field of restoration are being offered in the Heritage Lab. This concerns research into restoration and innovation, promotion of the restoration profession and further training of students and professionals. The aim is to interest and train professionals in the preservation and further development of heritage buildings. In addition, the heritage lab serves to strengthen cooperation between the various parties. The idea is that the location of the courses and workshops change to the relevant subjects. If there is a course on maintenance of historic churches, the courses and workshops will be held there.

What does this entail for the students participating in the Heritage Lab?

- For students from secondary schools (high schools) the Heritage Lab offers a first introduction to the restoration sector. Where students following heritage/restoration courses from the vocational educations, Hanze University of Applied Sciences and/or University of Groningen share their



experiences of their studies. And professionals from the restoration sector show what working in the sector entails. A way for secondary school students to get introduced to the restoration/heritage studies and inspire them to potentially follow a major and later a career in the restoration sector. In example, a student or professional in architecture giving a course on the architectural designs of farmsteads in the Groningen. What challenges these farmsteads face, what the link with current social-cultural issues are and what the potential solution could be.

- We also want to offer students from the vocational education studies, Hanze University of Applied Sciences and University of Groningen extra courses connected to the restoration sector in their space for optional courses or minors. With the duration of one or two semesters. This doesn't only include students already following a major in restoration and heritage, but also students following other majors to introduce them to heritage and restoration. To exchange different views on heritage and incentivize students to follow a career in the sector. With help of professionals from the restoration sector students will go more in depth in contemporary issues like sustainability, earthquakes and nitrogen problems. All with a goal to get more attention and ideas on the restoration sector of heritage.

We can explain the courses in more detail after HanzePro from the Hanze University of Applied Sciences present their project plan before June 2022.

Results

The end result will be a structurally implemented organization of the Heritage Lab in the curriculum of the Hanze University of Applied Sciences and University of Groningen. As well as a permanent coordinating role of the province of Groningen with the Program ERL (Heritage, Spacial Quality and Landscape 2017-2027) on the Heritage Lab.

The Heritage Lab will improve the cooperation within our Policy Instrument Program ERL. Like described earlier, there is a lack of good cooperation and coordination within the restoration sector where Program ERL is a part of. The Heritage Lab will fill that gap and bring the triangle of education, government and market together to ensure the success of the restoration sector. This can in turn be used in the further development of our policy (see also section 1.1). Therefore strengthen the cooperation and coordination between the different stakeholders.

The end goal is to introduce and enthuse new students in the craftsmanship of the restoration sector and thus making the sector sustainable in the future. The Heritage Lab improves the structural change in the strategic focus of the policy instrument, thus connecting to Type 3 of the Interreg MOMAr manual. The implementation of the Heritage Lab is commissioned and mainly funded by the Program ERL.

Method

Talks have been held with HanzePro, Hanze University of Applied Sciences, about the Heritage Lab. They are working currently on a proposal that focuses on the supply of knowledge for professionals and a heritage innovation workshop which will be presented before June 2022. It also establishes a link with secondary vocational education and seeks collaboration with heritage institutions. HanzePro was also asked how they think they can focus on promotion and communication so that the restoration profession and its innovation become more visible and accessible for students. HanzePro will make a quotation for making an exploration. This should then lead to a concrete project plan and implemented in the Action Plan in June 2022.

Risk Assessment

<p>Dependency on the education system</p>	<p>Medium</p>	<p>To make the Heritage Lab a success we are dependent on the policy of the educational system and thus the national government. There need to be a feeling of necessity within the education system to work together intensively with the sector and regional/local government. This risk is tackled by intensifying the contact with both the educational institutes and the national government</p>
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Market parties (contractors and architects) have too little time because of the urgency of the restorations	Low	Due to the great bustle surrounding the reinforcement of heritage in the earthquake area, there is a risk that market parties will have too little time and capacity available.
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3. Players involved

There is a lot of overlap between the stakeholders in the Heritage Lab and the workshops. All part of the triangle for a successful restoration sector.

Stakeholders:

- Hanze University of Applied Sciences:
Agency HanzePro, from the Hanze University of Applied Sciences, is responsible for drafting and implementing the project plan for the Heritage Lab and the workshops. First responsible for exploring the sector in an earlier research.
- Secondary education, Vocational secondary education (Noorderpoort, Alfa College, Friese Poort), Hanze University for Applied Sciences and University of Groningen
Have an important role in communicating and creating support under students and teachers. As well as supplying the lab with knowledge and innovative projects, and in the end adding the Heritage Lab to their curriculum structurally.
- ROP Noord Nederland
Connecting the national educational programs in other regions with programs in the north and more specifically in the Heritage Lab.
- Market parties: VRN, contractors, restorers, architects, etc.
Craftsmen and professionals for the meetings between students and professionals in the lab. An important part of the project where multiple of these market parties will be involved.
- Province of Groningen
Commissioner and coordinator of the lab. Main contact of the lab and responsible for bringing parties together and in the end add it to the structural policy of the province.
- Ministry of Education, Culture and Science
Sparring partner in the process, as well as a partner in sharing good practices from other regions in the Netherlands.

4. Timeframe

We are setting a timeframe on implementing the Heritage Lab project where we should see the first structural results in the first half of 2023. Thus evaluating the first improvements to the Program ERL in that period as well. In essence the steps are as followed:

- *Finalizing the proposal on the Heritage Lab (January - June 2022)*
Who: HanzePro of Hanze University of Applied Sciences.
What: Finalizing a concrete plan on how to implement the Heritage Lab, describing the actions needed to start the Heritage Lab.
- *Translate results of the proposal (June - August 2022)*
Who: Province of Groningen, HanzePro of Hanze University of Applied Sciences.
What: Preparing the pilot with the findings of the proposal of HanzePro of the Hanze University of Applied Sciences to be implemented in the first half of the study year in 2022-2023. Bringing the different parties needed together in the process.
- *Heritage Lab pilot (September - December 2022)*
Who: Province of Groningen, HanzePro of Hanze University of Applied Sciences, Education institutes, market parties.
What: Start of a the first pilot of the Heritage Lab, experimenting with a group of students and



professionals in the sector offering courses, workshops and exchanges on different locations depending on the topic at hand.

- *Implementing a structural Heritage Lab (January - July 2023)*

Who: Province of Groningen, HanzePro of Hanze University of Applied Sciences, Education institutes.
What: Based on the outcomes of the pilot implementing a more structural Heritage Lab where education institutes are taking the initiative to present courses. Including the Heritage Lab structurally in their curriculum for the next years.

- *Evaluation (July 2023)*

Who: Province of Groningen, HanzePro of Hanze University of Applied Sciences, Education institutes, market parties.
What: Evaluating the successes and challenges of the first year of the Heritage Lab and what concrete goals were reached. Also formulating potential actions needed to structurally imbed the Lab.

Heritage lab

	Second half 2021	First half 2022	Second half 2022	First half 2023
Research				
Proposal				
Pilot				
Project realization				
First results				
Evaluation				

5. Costs

The first draft of the needed costs to implement the Heritage Lab is calculated around € 500.000,-. Around this amount is needed to fund the costs of staff needed to do the research and implement the Heritage Labs during the next years.

Hanze University of Applied Sciences via HanzePro is assigned to work out a more detailed picture of costs needed to implement the Heritage Lab which we will include in the definitive Action Plan in June 2022.

Costs in phases (in concept):

Research by HanzePro: € 9.200,-

Project realization: € 488.000,-

- Personnel: € 200.000,-
Costs of teachers and project management.
- Promotion and activities: € 188.000,-
Promotional costs of reaching students.
- Rent accommodation: € 100.000,-
Mobile facilities, educational materials, etc.

Evaluation of the first year: € 2.500,-

Total: € 499.700,-

6. Funding sources

The Heritage Lab is fully financed through the Program ERL (Heritage Program part of our policy instrument Program ERL). The co-financing from the Ministry of Education, Culture and Science is also organized through the Heritage Program. Thus covering the total costs for the project.

No additional funding is needed to start the Heritage Lab.