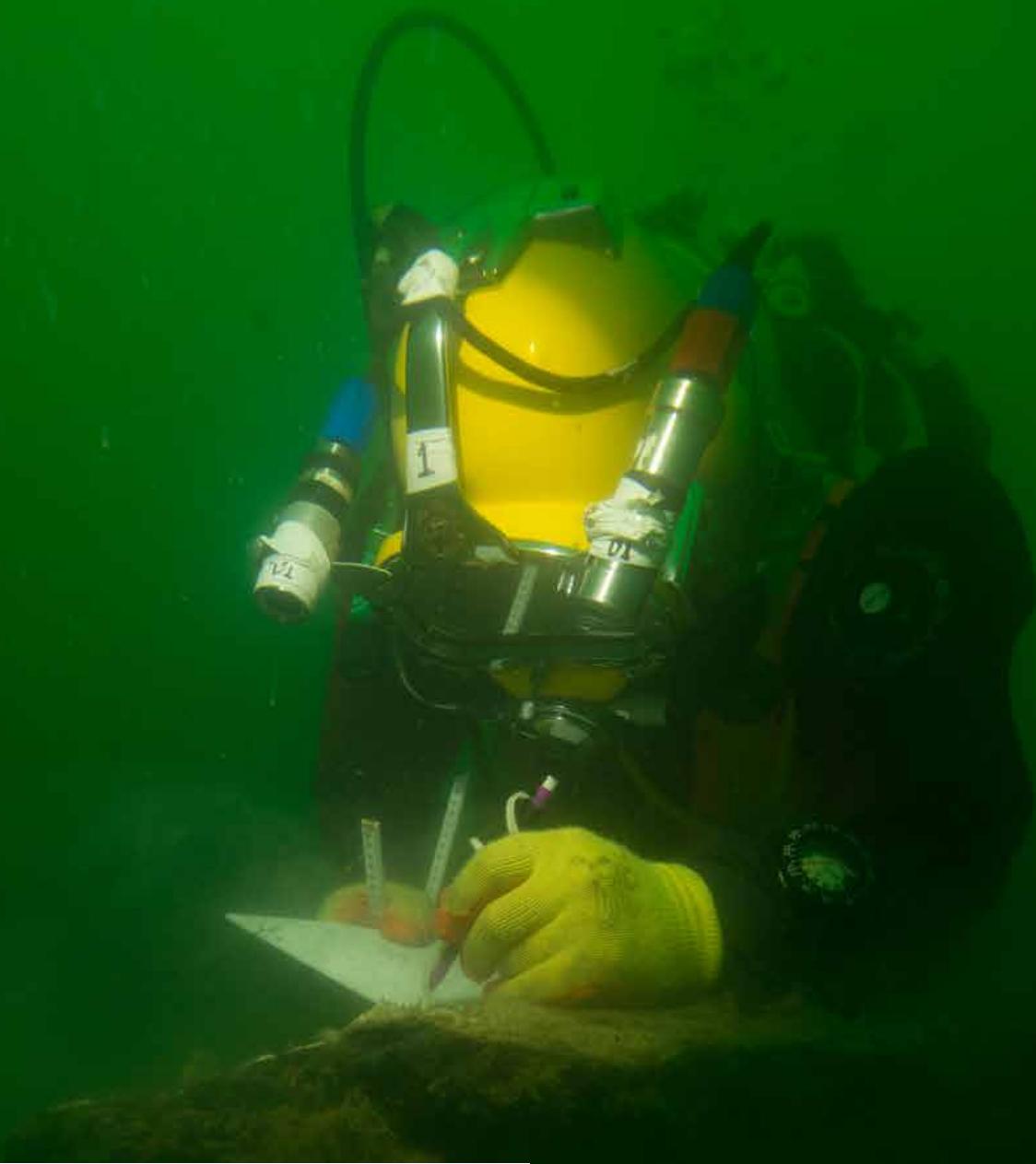




Cultural Heritage Agency
Ministry of Education, Culture and Science



International Programme for Maritime Heritage

Report 2017-2019

Contents

Foreword	3	3.8 Provision of information and data management	19
Summary	4	3.8.1 Data management	19
Sailing in the right direction	4	3.8.2 MACHU	19
Reader's guide	4	3.8.3 Maritime Stepping Stones (MaSS)	19
Archaeology, Policy and Heritage Management	4	3.9 The Caribbean Netherlands	20
Individual and contextual protection	4	3.9.1 Survey of maritime heritage management in the Caribbean Netherlands	20
Debate, cooperation and education	4	3.10 Forensic marking	21
Discovering and sharing stories	5		
The International Programme for Maritime Heritage in brief	5		
1 Introduction	6	4 Pillar II projects: Managing maritime heritage within the Shared Cultural Heritage Programme	22
Legal frameworks	7	4.1 Australia	22
Pillars	7	4.1.1 The Roaring 40s	22
Pillar I: Management of shipwrecks abroad	7	4.1.2 VOC Golden Age	22
Pillar II: Managing maritime heritage within the Shared Cultural Heritage Programme	8	4.1.3 Broome 1942: field research in 2020	22
2 Developments in 2017, 2018 and 2019	9	4.2 Indonesia	23
Interdepartmental Board on Shipwrecks	9	4.2.1 Wrecks from the Battle of the Java Sea	23
Ratification of the 2001 UNESCO Convention	9	4.3 Japan	24
Cultural diplomacy	9	4.3.1 The search for the maritime heritage of the Kanrin-maru	24
Media coverage and outreach	9	4.3.2 Van Bosse Stories	25
Internships	10	4.4 South Africa	25
3 Pillar I projects: Management of shipwrecks abroad	11	4.4.1 Modern Oral History: Dutch Wrecks in South Africa	25
3.1 Finland	11	4.4.2 Dutch East India Company burial ground in Simonstown	26
3.1.1. Introduction	11	4.5 United States	27
3.1.2. Huys te Warmelo	11	4.5.1 De Braak	27
3.2 Cuba	12	4.5.2 Roosevelt Inlet Wreck	28
3.2.1 Memorandum of Understanding	12	4.6 Sri Lanka	28
3.2.2 Dutch Presence in Cuban Waters	13		
3.3 Malaysia	13	5 Outlook for 2020-2021 and recent developments	29
3.3.1 WWII Submarines	13		
3.4 Belgium	15	6 New policy period 2021-2024	30
3.4.1 Vliegent Hert	15		
3.5 United Kingdom	15	Annexes	31
3.5.1 #Rooswijk1740 excavation and conservation	16	Annex I - Expenditure 2017, 2018 & 2019	31
3.5.2 Mystery Wreck in the North Sea	17	Annex IIa - AMZ Cycle	32
3.6 Wreck count	17	Annex IIb - Assessment Framework for International Maritime Heritage	32
3.7 Capacity building	18		
3.7.1 Partnership with Hogeschool Saxion			
University of Applied Sciences	18		
3.7.2 Partnership with Leiden University	18		
3.7.3 New UNESCO training manuals	18		
3.7.4 Partnership with NHL Stenden Leeuwarden			

Foreword

This is the interim report on the International Programme for Maritime Heritage. The programme is run by the Cultural Heritage Agency of the Netherlands, an executive agency of the Netherlands Ministry of Education, Culture and Science. It has been running since 2017, so we have now reached its halfway point, an appropriate moment for reflection. I take great pride in what we have achieved so far.

A separation has been made between our activities in the field of maritime heritage in the Netherlands and those that take place beyond our borders. Our focus is now on developing a responsible approach to managing that Dutch heritage all over the world. This is no simple matter, but it can be of great social importance. This is evidenced by the activities relating to the plundered wrecks in the Java Sea and the submarines in Malaysia, for instance. The intensive management of cultural heritage can also yield a great deal of knowledge about our past. This is demonstrated by the excavation of the wreck of the *Rooswijk* just off the coast of England. This is one of the largest underwater archaeological excavations to have been carried out in recent years. Over a hundred scientists, volunteers, professional divers and students participated, and the work is still ongoing.

We are working hard to create a foundation for all that the management of our maritime heritage entails. An important aspect of this is the wreck count, which has almost been completed. We are also working on assessment frameworks, so that each individual project is carried out for a reason and falls within a particular framework. We are doing this with our Dutch and international partners. In a relatively short period of time, we have managed to generate enthusiasm on the part of other ministries, private organisations, embassies and partner countries. We have also ensured that good international heritage management is now an urgent item on the agenda. This is also demonstrated by the financial support that the programme now receives.

The aim of this report is to provide you with an insight into the progress of the programme and the projects that comprise it, from its launch until the end of 2019. You can read all about what we are doing, how we are doing it, with whom and – most importantly – why. The activities reflect the programme contract that was drawn up in 2017 and the annual programmes that we draw up every year. This programme period will continue for a while longer, until the end of 2021. Undoubtedly there will be more marvellous projects and fascinating stories. But I am convinced that we will have achieved something valuable: a clear structure that we can build on going forwards.

The coronavirus pandemic has had an inevitable impact on many of our activities in 2020. But we will continue our work on the MaSS database, the wreck count, the assessment frameworks, distance learning and maintaining our network of contacts. Because if we value our maritime past, this is exactly the moment to demonstrate our resolve. As soon as the current restrictions have been lifted, our fieldwork plans are ready to swing into action. We are looking forward to it.

I very much hope that you enjoy reading about our work and invite you to take a look at our web page www.cultureelerfgoed.nl/onderwerpen/maritiem-erfgoed or to join our Facebook page www.facebook.com/maritiemprogramma. It's the perfect way to stay up to date!

Martijn Manders

Head of International Maritime Heritage

Summary

Sailing in the right direction

The International Programme for Maritime Heritage, which is run by the Cultural Heritage Agency of the Netherlands, ensures the responsible management of Dutch maritime heritage throughout the whole world. Its activities cover the whole spectrum of heritage management of the wrecks that we, as a society, consider important, including research, protection and overall coordination. Under the terms of the 2017 programme contract, a sound basis for future management activities is to be created by 2021. At the end of 2019, we have reached the half-way point of the programme and this report provides an insight into the progress made so far. The programme is well on course, with a range of interesting projects. From major excavation projects such as the Dutch East India Company wreck, the *Rooswijk*, to politically sensitive projects that are contributing to societal debates and activities in the field of knowledge exchange and education. Maritime heritage management is attracting ever more attention, and the same is true of international cooperation with our partners. One important milestone is the wreck count, which has almost been completed. In total, around the world, there are 1,580 sunken ships that are claimed by the Netherlands. There are now around a thousand wrecks in the MaSS database.

Reader's guide

Chapter 2 sets out the goals, working methods and the two pillars of the International Programme for Maritime Heritage. The inset below provides a quick overview of this.

- [Chapters 3 and 4](#) provide an overview of all the projects in the programme.
- This summary includes links to the relevant chapters and projects.
- [Chapter 3](#) examines the state of play in the programme's first-pillar projects:
 - the management of shipwrecks abroad.
 - [Chapter 4](#) focuses on the management of maritime heritage in the second pillar, maritime heritage within the Shared Cultural Heritage Programme.
- [Chapter 5](#) looks ahead to the second half of the programme in 2020 and 2021.
The coronavirus pandemic is affecting fieldwork, but other work continues.
- [Chapter 6](#) provides a glimpse into the forthcoming policy period: 2021-2024.
- And finally, in [Chapter 6](#), you can find the names and contact details of all team members.

Archaeology, Policy and Heritage Management

One characteristic of the work of the programme is the crossover between archaeology, policy and heritage management. Responsible heritage management requires research and protection. We use methods and techniques from archaeology, history, archival research and intangible heritage research such as oral history, which focuses on the oral transmission of stories. Policy, legal and diplomatic aspects also play a major role. This is because shipwrecks are not only sources of knowledge, but also sites of remembrance and commemoration, and sensitivities between population groups and nations can often play a role. The wrecks of warships from World War II which are war graves are a notable example in this regard, as well as the ships of the West India Company which were used for the purpose of colonisation and in order to transport enslaved persons.

Individual and contextual protection

In addition to protecting individual shipwrecks such as the *Rooswijk*, we also work on management, access and in situ protection (in context, at the site of the wrecks). The three Dutch ships that were sunk during the defeat in the Battle of the Java Sea in 1942 are one example of this. Although large parts of these wrecks have been removed illegally, they are part of a larger number of British, Australian, American and Japanese wrecks in the area. These are important memorial sites (*lieux de mémoire*), which is why we are collaborating to protect them. The four Dutch submarines that sank in Malaysian waters at the end of 1941 belong in a similar category, as well as Dutch aircraft which escaped to Broome in Northwest Australia after the fall of the Dutch East Indies, where they were destroyed by the Japanese Zero fighter planes. These sites provide tangible evidence and memories of important events in the past, both for the Netherlands and for other countries.

Debate, cooperation and education

We are conducting research on shipwrecks from the Dutch East India Company, the Dutch West India Company and the Admiralty. Before that work begins, each project is first considered in relation to the assessment framework and discussed by the Wrecks Committee, a partnership that involves several Dutch ministries. A number of projects involving large-scale collaboration between experts, volunteers and students from different countries are now underway at various locations. Examples can be found in Australia ([Roaring 40s](#), [VOC Golden Age](#)), in Belgium ([Vliegent Hert](#)), in the United Kingdom (#[Rooswijk1740](#)),

in Finland ([Huys te Warmelo](#)) and in Cuba ([Dutch Presence in Cuban Waters](#)). All these projects present opportunities for international debate, cooperation and training. Educational establishments such as Leiden University and Saxion are increasingly integrating marine archaeology and maritime heritage management into their curricula.

Discovering and sharing stories

Intangible heritage promotes a better understanding and appreciation of the importance of maritime heritage. As such, it also plays a role in the programme. In Japan (Tarama, Kanrin Maru) and South Africa (oral history), for example, projects are unearthing stories that relate to physical Dutch maritime heritage. This reinforces the value of the heritage and relations between coastal states and flag states. Some of these stories are centuries old, and are in danger of being lost. But they form part of the wider context of the wrecked ships that were lost, and they are being recorded, preserved, valued and shared.

The International Programme for Maritime Heritage in brief

Maritime heritage brings the past to life and stories to the surface

The Netherlands has been shaped by its relationship with water. Dutch ships have sailed the seven seas and explored the farthest corners of the world. We know of at least 1,500 Dutch shipwrecks in foreign waters. This maritime heritage is part of our culture and history and of our national identity. Maritime archaeological and cultural-historical research not only salvages tangible remains, it also revives the fascinating stories that they represent. This yields valuable knowledge about and insight into episodes in our history – some of them glorious and some of them inglorious. The information that we are now collecting serves as valuable input for debates over our national past and issues in the present day. In the absence of responsible management, these wrecks will disappear. Valuable

maritime heritage must therefore be actively preserved for current and future generations. This is the goal of the International Programme for Maritime Heritage, which is run by the Cultural Heritage Agency of the Netherlands, an executive agency of the Ministry of Education, Culture and Science. The work of the programme is located at the interface between archaeology, policy and heritage management.

Collaboration and knowledge exchange are essential

This involves identifying and investigating sites, making decisions about management and protection, and uncovering and exchanging knowledge. We do this in collaboration with coastal state governments, international organisations, embassies, maritime archaeologists, divers and volunteers. Without such

wide-ranging cooperation, it would not be possible to care responsibly for Dutch maritime heritage around the world. Developments such as 3D visualisation and methods such as oral history can bring maritime history and shipwrecks on the seabed to life. Maritime heritage management also involves the use of new techniques such as forensic marking to protect shipwrecks under water. Maritime archaeology is a field that continues to innovate and develop as an academic field. And for this reason, providing training and education in partnership with educational establishments is a high priority. The programme aims to be a reliable knowledge partner that promotes the exchange of knowledge and experience, and pools expertise. For this reason, the data held in the Maritime Stepping Stones (MaSS) wrecks database is accessible to everyone.



1 Introduction

The Indonesian crew during the expedition in the Java Sea, 2019. © Cultural Heritage Agency of the Netherlands

The Netherlands is a maritime nation. Located on the largest river delta in northwest Europe, almost everything in our country revolves around water. Our culture and identity have always been inextricably linked to water. And our relationship with water has not been confined to our own country: it has also taken us a long way from home. For many hundreds of years, we have been trading with distant markets, fighting on foreign territory and exchanging culture and customs. Not infrequently, this has brought us great prosperity and enabled us to innovate. But we took possession of some of those new-found lands: we waged wars, oppressed native populations and traded enslaved persons.

So when we look back at our history, it is with mixed feelings. Our society today is a product of that international history, and it is intertwined with the histories of other countries. Our past is an enormous source of discussion and knowledge, and can contribute to a better understanding of our identity.

Organisational structure and composition of the teams

The International Programme for Maritime Heritage is, in part, a continuation of the activities of the Maritime Programme of 2012-2016. Since 2017, there has been a separation between activities within the Netherlands and those abroad,

and international maritime heritage has been managed by a separate division: a broad cultural heritage programme in which archaeology certainly plays a role, but is less dominant than it is in the Dutch Maritime Heritage Programme, which covers activities within the Netherlands.

The capacity of employees who specialise in both maritimes archaeology and heritage management remains relatively small. For that reason, the International Maritime Heritage and Dutch Maritime Heritage programmes work together in key areas such as data management, capacity building and methods and techniques. The programmes have already started working together on these areas in recent years, and in 2020 and 2021 they will continue to do so, including in various field studies in the Netherlands and Belgium. In administrative terms, the individual employees of the International Programme for Maritime Heritage work under the Cultural Heritage Agency of the Netherlands. The two maritime archaeologists are part of the Department of Archaeology, while the head of the International Programme for Maritime Heritage and the programme secretary are part of the Strategy & International Division. The various support staff are each assigned to their own specific departments, such as Operations and Communication.

Legal frameworks

The work of the programme is grounded in both the law and in policy. The programme is, for example, the agency responsible for executing the structural tasks associated with Managing Dutch Shipwrecks Overseas. The Netherlands claims ownership of ships and wrecks belonging to the Dutch government, wherever they are in the world. This includes the wrecks of the Dutch East India Company, Dutch West India Company, the Admiralty, warships and naval ships. In addition, the programme implements the maritime component of the Shared Cultural Heritage Programme (GCE) and the International Cultural Policy (ICB) of the Dutch government. In its role as international steward of Dutch maritime cultural heritage, the programme coordinates the associated projects on behalf of the Dutch government and works closely with other ministries, such as the Ministry of Defence and the Ministry of Foreign Affairs.

The International Programme for Maritime Heritage is also the direct point of contact for Dutch embassies and international partners with regard to the management of maritime heritage. Specific agreements have been put in place with the governments of a number of other countries, including Cuba, Malaysia and Australia, in the form of a Memorandum of Understanding (MoU), Letter of Intent (LoI) or Letter of Agreement (LoA).

With respect to its archaeological projects, the programme works in accordance with the Quality Standards for Dutch Archaeology (KNA) wherever possible. However, the requirements that are in place elsewhere must always be taken into account. For example, the rules of the coastal states (the country in which the heritage is located) are always given precedence. It is therefore possible that Dutch standards cannot be applied. However, the objective is to ensure that they are.

The quality requirements described in the ICOMOS charter for 'the Protection and Management of Underwater Cultural Heritage', established in Sofia in 1996 and ultimately incorporated into the Annex of the UNESCO Convention for 'the Protection of the Underwater Cultural Heritage' (Paris, 2001), has precedence in the international work carried out by the programme. All countries that are part of UNESCO have accepted this Annex, despite the fact that the majority have not ratified the Convention. The Netherlands plans to ratify the UNESCO Convention in 2022. This may have consequences for the working methods of the programme, but the extent of that impact is currently being investigated.

Pillars

One of the programme's ambitions is to be a significant and reliable partner for various international bodies and organisations in the field of heritage management, with a clear vision of responsible management on the one hand, and a focus on cooperation and knowledge sharing on the other. Activities within the programme are carried out within two pillars, depending on the legal obligations and anchoring within the Cultural Heritage Agency of the Netherlands and, more broadly, the government.

Pillar I: Management of shipwrecks abroad

The Netherlands exercises a claim over the wrecks of the Dutch East India Company, Dutch West India Company, Admiralty ships, warships and naval ships. This claim also extends to responsibility for managing these wrecks.

The primary aim of the International Programme for Maritime Heritage is therefore the responsible management of those wrecks. On the one hand, this is carried out in accordance with the steps described in the Dutch AMZ cycle ([see Annex IIa](#)), and on the other hand, the programme uses an assessment framework that is applied to each project ([see Annex IIb](#)). The importance of the wrecks extends far beyond the archaeological value of the respective sites.

A unique position is occupied by wrecks that represent a remarkable part of the history of the Netherlands, but over which a claim cannot be exercised. Often this is because the ships were privately owned when they sank. These ships are also included in the programme's management activities, but close cooperation with the coastal state and sometimes also with the current owners of the wreck (such as insurance companies) is always indispensable in these cases. There is an emotional claim on these wrecks, and we ask other stakeholders to be sensitive to this claim and to respect it.

With respect to Pillar I activities, close and frank cooperation between the Netherlands as the flag state and the coastal states is paramount. We work together at the governmental level wherever possible, through cooperation agreements with other (often private) partners. This is because the responsibility for management usually lies with those governments and agreements are made for the longer term.

The primary aim within this pillar of the programme is the need for good management. This is sometimes demand-driven, but the programme may also take steps upon its own initiative.

Pillar II: Managing maritime heritage within the Shared Cultural Heritage Programme

Shared cultural heritage has been designated as a sub-field of International Cultural Policy. The task of the Cultural Heritage Agency of the Netherlands is to implement this policy through the Shared Cultural Heritage programme. Maritime Heritage is the third theme within this programme, alongside the Built Environment and Collections. The projects that are carried out in the field of Shared Cultural Heritage focus on the exchange of knowledge, reciprocity, capacity building and cooperation. Unlike in Pillar I, there is no investment in physical management. The programme is primarily demand-driven. Its activities focus on needs that arise from the first pillar, through the International Programme for Maritime Heritage which involves the active management of shipwrecks.

Shared Cultural Heritage focuses mainly on the priority nations: Australia, Brazil, India, Indonesia, Japan, Russia, Sri Lanka, Surinam, the United States and South Africa. However, this list is not exclusive. The International Cultural Policy is broader in this sense. Specifically, the Netherlands' immediate geographical neighbours are also closely involved in the Shared Cultural Heritage policy. International Maritime Heritage is in contact with each of these countries and in the years 2017, 2018 and 2019, launched specific projects with six Shared Cultural Heritage countries. For more information, see chapter 4.

For the International Programme for Maritime Heritage, projects that span both the first and second pillars are the most likely to succeed and are therefore preferred.



2 Developments in 2017, 2018 and 2019

Project leader for the Roaring 40s project, Alistair Paterson, and Wendy van Duivenvoorde (Flinders University) examine two skeletons of crew members of the Batavia (1629) in Daniel Franklin's lab (Western Australia University). © Cultural Heritage Agency of the Netherlands

Interdepartmental Board on Shipwrecks

A few years ago, the Interdepartmental Board on Shipwrecks was established in order to manage Dutch shipwrecks abroad. It is also known as the ‘Wrecks Committee’. For an extended period, the committee was almost dormant but was reactivated in 2017 at the beginning of the International Programme for Maritime Heritage. The committee meets every two months. It is chaired alternately by representatives from the Cultural Heritage Agency of the Netherlands and the Heritage and Arts Department of the Ministry of Education, Culture and Science. Policy officers and lawyers from the Ministry of Foreign Affairs, Defence and the Interior also have a permanent seat on the committee. Where appropriate, other ministries are also invited to attend on a case-by-case basis. All projects that are carried out within the International Programme for Maritime Heritage are discussed and evaluated by the committee prior to implementation.

Ratification of the 2001 UNESCO Convention

In 2017, the programme organised a symposium in collaboration with the scientific committees of ICUCH (for underwater archaeology) and ICLAFI, the legal committee of ICOMOS, which discussed issues concerning the protection of the underwater heritage – and in particular the implementation

of the UNESCO Convention for Protection of Underwater Cultural Heritage (Paris, 2001). For more information, see section 3.9.

Cultural diplomacy

As mentioned previously, maritime heritage is an important part of our society. But more than this, it also binds us to other countries. It brings both the positive and negative aspects of our history into focus. In our interactions with other countries, societies and cultures, knowledge about our maritime heritage can be used in the debate. In addition, this often unique state of interconnectedness with other countries can provide political and social advantages. It is for this reason that the subject is often raised during official state visits or ministerial visits, and on occasion helps provide a point of reference in the host country. In recent years, this has been the case for Cuba, Malaysia, Indonesia and Australia. The programme has close ties with the Ministry of Foreign Affairs and Heritage and Arts colleagues in the Ministry of Education, Culture and Science.

Media coverage and outreach

The programme and the subjects that it covers are regularly reported and discussed in the media. The projects involving

the lost submarines in Malaysia – the ‘Lost shipwrecks in the Java Sea’ – and the excavation project at the site of the Rooswijk have attracted considerable public attention, both nationally and internationally (see also sections 3.3 and 4.2). In addition, there has been media coverage of the accidental discovery of an old, sixteenth-century wreck north of the island of Terschelling during the recovery of the lost cargo of the MSC Zoë, the investigation of the Kanrin-maru in Japan, the investigation of the Dutch East India Company ship the Vliegent Hert in Belgium and the investigation of the wreck of the Melkmeyt in Iceland. A website has been created about the wreck of the Huis te Warmelo in Finland. The media has also focused on certain international matters that needed clarification, such as Dutch settlers in Western Australia, Dutch wrecks in Taiwan, damage to the Titanic and the ban on dives to that wreck, the number of wrecks in the North Sea and the discovery of the wreck of the San Diego near Colombia and subsequent salvage efforts.

Internships

In 2017, the Maritime Programme Abroad welcomed four interns (excluding the Rooswijk project).

Robert de Hoop, now a permanent team member but then still a student at the University of Southern Denmark, wrote his Master's thesis on the wrecks in the Java Sea: ‘The significance of Dutch WWII shipwrecks in the Java Sea. Dealing with the multiple values of the Dutch WWII warships Hr.Ms. De Ruyter, Java and Kortenaer.’

Merijn Gombert, a student in Archaeology at Saxion University of Applied Sciences, wrote his thesis on wrecks dating from the Second World War. Together, Merijn and Robert developed the assessment framework for World War II wrecks.

Gijs Gietema, a student in Archaeology at Saxion Hogeschool University of Applied Sciences, worked on various activities, including handling the discoveries found in the Rooswijk in Portsmouth and checking the WIS database.

And finally, Amel Caballero, a student at the Reinwardt Academy in Amsterdam, carried out preparatory work on the MoU with Cuba.

In 2018-2019, the programme provided places for five interns. In 2018, Lieke Broekman, a Master's student in History at Utrecht University, began a collection of published works on the possible location of the East Indiaman *Aagtekerke* (1724), which must have been lost somewhere between South Africa and Batavia, and perhaps near the west coast of Australia. Her final report contributed to this ongoing project.

Saxion student Cimberly Symister worked on the continuing development of maritime competences and supported the programme by adding more wrecks to the MaSS system during her all-round internship. She also worked on the famous wrecks in the Caribbean Netherlands and also added these to MaSS.

In 2019, as part of her thesis at Leiden University, Lizanne Mollema completed an internship on the Rooswijk project in the field of bathymetry, resulting in a thesis entitled Prediction to find wooden shipwrecks through a digital model in a QGIS. As part of her research Master's programme, Catriona Ewing, a student at Leiden University, examined the ratification of the UNESCO Convention in the Caribbean region.

At the end of 2019, we were joined by Manouk van Zalinge, a Bachelor's student in Cultural Heritage at the Reinwardt Academy of the Amsterdam School of the Arts. She is investigating how Dutch maritime heritage is managed in the Caribbean, which institutions are involved in this and which agreements have been made in the past. Her aim is to provide insight into the effectiveness of maritime heritage management in this region.



3 Pillar I projects: Management of shipwrecks abroad

Divers from the International Programme for Maritime Heritage about to carry out archaeological research on the wreck of the *Rooswijk* off the coast of England. © Cultural Heritage Agency of the Netherlands

3.1 Finland

3.1.1. Introduction

For centuries, the Baltic Sea has played a key role for Dutch merchants. Grain, iron and other raw materials passed along this route. A number of Dutch ships have been lost in Finnish waters. Due to its depth, the cold temperatures, low salinity and the absence of currents, the Baltic Sea provides excellent conditions for preserving wooden vessels in excellent condition. The *Vrouw Maria*, which sank in 1771, has already been extensively researched (see, for instance, the EU-funded project 'Monitoring, Safeguarding and Visualising North-European Shipwreck Sites 2001-2004' (MoSS) and the publications generated by this project). This wreck is closely monitored in partnership with Finland and in the future more investigations will be conducted jointly. At present, the wreck is protected by the Finnish Heritage Agency and is located in a Cultura 2000 area, which makes exploration more complex to arrange. There is a good exchange of information regarding heritage, and communication lines with the embassy are also good. Work is currently underway with the Finnish government on an MoU to consolidate this partnership over the longer term.

3.1.2. Huys te Warmelo

The wreck of the Dutch warship *Huys te Warmelo* lies in the Gulf of Finland at a depth of 64 metres. The shipwreck was identified in 2016 thanks to markings on an old nautical map. It is still in exceptionally good condition.

On 25 August 1715, in the middle of the night and under harsh weather conditions, the frigate struck submerged rocks and sank shortly afterwards. There were 200 passengers on board the ship, of which 130 perished.

There has been close contact with Finland for many years (see above). The admiralty ship the *Huys te Warmelo* has been explored in partnership with the municipality of Medemblik, archaeologist Michiel Bartels, historian Peter Swart, the Finnish Heritage Agency and SubZone Oy from Finland. A 3D photogrammetry model has been made of the exterior of the ship. One of the next steps will be to create a 3D model of the interior to document the context of all the objects found, too.

Wood samples will also be taken to determine the condition of the timberwork, as well as some samples of the seabed around the wreck. At the rear of the ship, a sub bottom profiler will be used to investigate whether sections of the

wreck, such as the stern, are currently below the seabed. This fieldwork, which is part of the baseline measurement for future monitoring, is expected to take place in 2020. The programme has reserved funding for this.

In June 2018, following a joint request from the Finnish Heritage Agency and the Cultural Heritage Agency of the Netherlands, the Centre for Economic Development, Transport and the Environment/Uusimaa Region decided to create a protection zone around the wreck of the *Huys te Warmelo* under the Finnish Antiquities Act. The diameter of this protection zone is 800 metres. Within the protection zone, diving, anchoring, fishing, construction and any other activity that would disturb the seabed are banned without prior permission from the Finnish Heritage Agency. This measure represents an important step towards protecting the *Huys te Warmelo*.

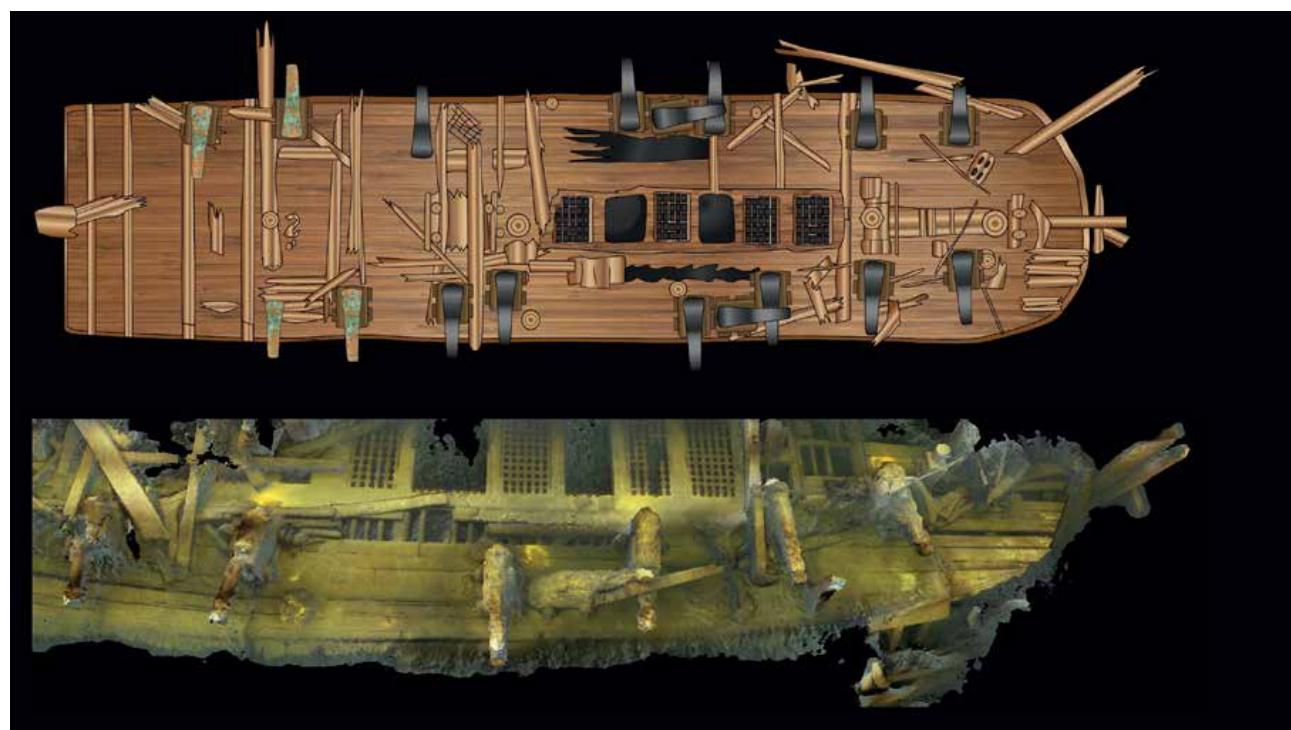
3.2 Cuba

3.2.1 Memorandum of Understanding

A joint Cuban and Dutch survey carried out in 2014, under the predecessor programme, showed that at least 21 Dutch ships have been lost in Cuban waters. The majority of these date from the 17th century and had links with the Dutch West India

Company, but there is also a wreck from WWII (*SS Medea*). It is possible that there are more, however, because Cuba was located on the route of Spanish silver ships. Dutch ships would lie there in wait to carry out raids on these fully laden Spanish ships as they set off for Spain. Interestingly, none of them succeeded in doing so after Piet Hein in 1628, but this was not for want of trying. For many years, Cuba has been closed to researchers. But this situation is gradually changing. This is the perfect time to carry out surveys and valuations in order to ascertain the condition and value of these Dutch shipwrecks. Capacity building is a key aspect of this. The shared history of the area is very interesting, and adds to our understanding of who we are as Dutch citizens. The research in Cuba holds up a mirror to us. Shared maritime heritage plays an important role in contemporary Dutch-Cuban cultural and diplomatic relations. This has a positive influence because we can look at the past from different perspectives, exchange knowledge and work on historiography together. There is close collaboration with the Dutch embassy in Havana. Cuba ratified the UNESCO Convention in 2009. The Netherlands aims to do so in 2022. Cooperation is proceeding partly on this basis, and the Annex of the Convention provides a good 'code for good practice', helping to ensure the quality of our shared endeavours. In order to pursue the partnership between the two countries over the longer term, an MoU was signed in 2018 covering the subsequent five-year period.

Overview of the *Huys te Warmelo*, made using 3D photogrammetry. © Subzone Oy





Maritime archaeologists Robert de Hoop and Leon Derkzen log a wooden anchor near the site where a Dutch West India Company ship was lost in 1640. © Cultural Heritage Agency of the Netherlands

3.2.2 Dutch Presence in Cuban Waters

The foundation for this project was laid in 2014. At that time, a project was established in partnership with the Cuban Ventures Foundation (Esther van Gent, project coordinator and historian) to conduct a survey of Dutch-Cuban maritime relations. Based on those initial results, the MoU mentioned above was concluded in 2018. Based on the agreements concluded between the Cultural Heritage Agency of the Netherlands and the National Council of Cultural Heritage of Cuba (CNPC), fieldwork was begun in 2019.

The fieldwork focused on three sites west of Havana, where three Dutch West India Company ships sank during a hurricane in 1640. The ships belonged to the fleet of Admiral Cornelis 'Houtenbeen' Jol and were named the Bul van Hoorn, the Keizerin and the Alkmaar. Archaeological exploration has taken place at the site in the form of a geophysical survey and diving expeditions. Three cast-iron cannons were found at one of the sites. The cannons have not yet been linked to a period or origin because they are heavily corroded. Interestingly, the discovery of the cannons does correspond with historical sources which state that the Bul van Hoorn sank at the location in question, along with all its cannons. Future research may yield more information about this.

The project was viewed as a pilot scheme for the partnership with the CNPC, and was very positive: requirements such as knowledge exchange and reciprocity were fulfilled and surpassed. As a flag state, the Netherlands has therefore taken an important step in following up on agreements

regarding the management of shared maritime heritage in the form of shipwrecks in foreign waters. In the summer of 2020, the partnership will continue to perform fieldwork focusing on the Dutch shipwreck *Zorrita la Tabla* in western Cuba, and possibly others.

3.3 Malaysia

3.3.1 WWII Submarines

The wrecks of a number of sunken Dutch submarines are located in the waters surrounding Malaysia. Like the warships in the Java Sea (see 4.2.1), these submarines are war graves. In 2017, talks were initiated between the Netherlands and Malaysia regarding the investigation of the four known Dutch submarines in Malaysian waters: the Hr.Ms. O16, Hr.Ms. O20, Hr.Ms. K-XVI and Hr.Ms. K-XVII. Between 28 June and 8 July 2019, a Malaysian-Dutch investigation took place on the submarines O16 and K-XVII, which were lost in 1941 close to Tioman Island. On behalf of the Netherlands, the Cultural Heritage Agency of the Netherlands and the Ministry of Defence's Defence Diving Group (DDG) took part in the expedition. The preparations for the expedition and the expedition itself involved close cooperation with the embassy. The Malaysian Ministries of Culture, Defence and Foreign Affairs were also represented. The purpose of the expedition was to assess the sites, determine their current state and gather information in order to draw up a joint management plan. During the expedition, some small-scale field and classroom training sessions were also arranged for the Malaysian team members.

The two submarines O16 and K-XVII have largely vanished from the seabed due to illegal salvage operations. We already knew from previous observations in 2013 that the O16 had been partially removed. Where once there had been a virtually intact submarine on the seabed, the central section had completely disappeared. The stern and parts of the bow remain visible, but they have been severely damaged. The K-XVII turned out to have been even more extensively plundered. Virtually nothing was left on the sea bed, except for some small pieces of debris. The area where the wreck used to be had been thoroughly 'ploughed'.

The training on 3D photogrammetry and cultural heritage management that was provided to Malaysian colleagues was perceived as interesting and valuable. This could be further expanded and tailored to the needs of the Malaysian team members when returning for follow-up work. During the dive training sessions, a forensic (or preventive) marking method for metal was tested under the water. The forensic marker tested on a wreck near Tioman Island was found to be effective, but also very difficult to apply. There is no longer any need to apply this method to the two wrecks that have almost disappeared. But it could provide a good method of proving cases of illegal salvage operations in court. It is therefore important to refine this method rapidly so that it can be applied in practice. For more information, see 3.13.

There is now continuous communication between the Netherlands and Malaysia on the management of the submarines mentioned above, and similar investigations into the state of the other two submarines, O20 and K-XVI. The Netherlands is committed to working closely with the Malaysian authorities to protect the wrecks and respect their status as war graves. The three ministries in the Netherlands – Defence, Foreign Affairs and Education, Culture and Science – will also continue to work closely together on this case. The International Programme for Maritime Heritage will play a coordinating role.

A letter has been sent to the Malaysian Navy requesting permission to inspect the sites of the submarines O20 and K-XVI. Depending on what is discovered there, the ministries will discuss potential follow-up investigations at these sites.

The programme provided support to the Submarine Survivors Foundation (SNO) and the Navy Museum in Den Helder in their application for funding for a project to commemorate those who lost their lives on submarines in World War II. As part of the commemoration of 75 years since the end of World War II, the Mondriaan Foundation has made funding available for this purpose. In the first half of 2020, it was announced that the funds had not been awarded. We have sought to cooperate with the Cultural Heritage Agency of the Netherlands' Faro programme to follow up the project appropriately.

Commemoration ceremony for lost submarines at a site in Malaysia. © Cultural Heritage Agency of the Netherlands



3.4 Belgium

3.4.1 Vliegent Hert

In October 2018, a team consisting of Sven van Haelst of the Flemish Marine Institute, Jessica Vandevelde of the Immovable Heritage Agency and our colleague Robert de Hoop, investigated the Dutch East India Company ship 't Vliegent Hert which is located in Belgian waters.

The Vliegent Hert sank in February 1735, shortly after setting sail from Zeeland. The ship was bound for Batavia (modern-day Jakarta in Indonesia). The three-master, measuring around 44 metres in length, 11 metres in width and armed with 42 cannons, was built in Middelburg in 1729-1730, and served as a transport ship between the Netherlands and Asia. For her second voyage to Batavia in 1735, she was transporting a cargo of timber, building blocks, iron, gunpowder, and wine, as well as several chests of gold and silver ducats. On the afternoon of February 3, the ship left the port of Rammekens, near Vlissingen, in convoy with a smaller ship, the Anna Catharina, and a pilot boat. A few hours after leaving the harbour they encountered a storm which came in from the northeast, and Anna Catharina ran aground on one of the many sandbanks in the Deurlo channel. The Vliegent Hert hit the same sandbar but managed to break free as the tide came in. The damaged ship reached the deeper water of the Schooneveld where it put down anchor for the night. But water was flowing into the ship's damaged hull and the Vliegent Hert soon sank. A total of over 400 crew members perished. Shortly after the ships were lost, Abraham Anias created a map showing the location of the two wrecks. The wreck of the Vliegent Hert was discovered in 1981.

Divers preparing for a dive to the Vliegent Hert.
© Cultural Heritage Agency of the Netherlands



The reason for the expedition in 2018 was that a multibeam reading from a few months earlier had shown that parts of the wreck had been exposed. A new multibeam reading was made and a diving expedition was then carried out. Although visibility under water was close to zero, it was possible to confirm that parts of the shipwreck (timber, bricks and concretions around metal objects) were exposed and that the timber risks degradation because it is slowly being eaten away by naval shipworm (*Teredo navalis*).

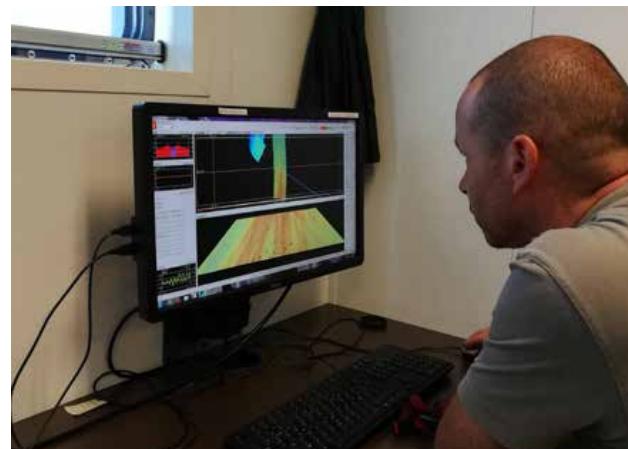
This study marks the first step in a partnership between Belgium and the Netherlands. In the next few years, we will exchange knowledge about management and in situ preservation techniques, and consider which measures we can take to protect this particular shipwreck.

In the meantime, it has also been discovered that a large quantity of coins have been illegally removed from the wreck. Attempts are now being made to recover these coins for research purposes.

3.5 United Kingdom

There has been very close cooperation with Great Britain in the field of underwater archaeology and heritage management for many years. The systems according to which this occurs are broadly similar. Great Britain is a direct neighbour of the Netherlands, and many Dutch shipwrecks have been discovered there and investigated. The long history of past cooperation should lead to an MoU between the two countries in the near future. Due to Brexit, this partnership and the associated agreements regarding the management of shared heritage are even more urgent. Preparatory work on this document will begin in 2020.

Sven van Haelst (VLIZ) prepares the multibeam survey.
© Cultural Heritage Agency of the Netherlands



3.5.1 #Rooswijk1740 excavation and conservation

The Dutch East India Company ship the Rooswijk set sail for Batavia in January 1740, but sank off the English coast in the treacherous Goodwin Sands. The ship was carrying a large cargo of silver bars and coins. The remains of the ship are owned by the Dutch state and are managed by our counterpart agency in England, Historic England (HE). The Rooswijk is a protected wreck and is also included in HE's Heritage at Risk register, a list of the sites that are most at risk and that will require protection for the future. The wreck is at risk from its environment, such as currents and shifting layers of sand, but also from divers who visit the wreck. Because of this threat, the Cultural Heritage Agency of the Netherlands has decided to establish a joint project with HE to investigate the wreck.

An initial evaluation was carried out in 2016. This resulted in an excavation project at the site in 2017 and 2018, carried out by an international team of maritime archaeologists. The excavation took place at a depth of 26 metres.

Diving from a large vessel and using an umbilical cable, a systematic survey was carried out of parts of the wreck, and objects and remnants were systematically recovered and documented. Over 2,000 artefacts were recovered and are now being preserved and analysed by Historic England in Portsmouth. All the artefacts were desalinated before

beginning the preservation process. Before preserving the concretions, X-rays were first taken to find out what was inside them, and they included cannon balls, musket balls, coins, glass and copper beads, pewter jugs and spoons, buckles, a lock, a key and two pistols. Several materials specialists are examining the artefacts to find the answers to the original research questions, or to formulate new questions. Many new discoveries have been made during this process: the fact that shoes had a special wooden inlay to insulate the wearer against the cold, and that lead containers were used to store food on board during the voyage. Items were packed in buckwheat, and several concretions contain personal belongings such as coins, beads and buckles, which have got stuck together in a rusty clump, but are now being painstakingly separated by the restoration specialists. All these different discoveries tell us a lot about the people who were on board the ship, and the silver coins that they were smuggling to make some extra profit. Historical research has yielded the names of the 21 persons on board the Rooswijk. Most of this information came to light through genealogical research and by tracking down the sums of money that were borrowed. In the next few years, all the finds will be preserved and moved to the Netherlands. Here, they will be stored in a repository, but the most notable finds will be displayed in a museum – along with photos, films and stories. A book about the Rooswijk is expected to be published at the end of 2022.

The Rooswijk virtual dive trail at cloudtour.tv/rooswijk © Rooswijk1740 project / Cultural Heritage Agency of the Netherlands



The involvement of volunteers and amateur archaeologists was an important part of the Rooswijk project. The Nautical Archaeological Society (NAS) was contracted to arrange this, and the National Working Group for Underwater Archaeology (LWAOW) and the Maritime Research Institute Netherlands (STIMON) were also involved. Training was provided and the diving expeditions to the wreck also involved recreational divers and amateur archaeologists. This greatly enriched the research carried out by the programme, and it was a dream come true for many British and Dutch diving enthusiasts. This partnership was possible because diving procedures in England are different to those in the Netherlands. Thanks to the Rooswijk project, this point is now higher on the agenda in the Netherlands and we are making progress towards a solution that will enable professional archaeologists and volunteers to join forces in the water in order to investigate shipwrecks once again.

3.5.2 Mystery Wreck in the North Sea

A wreck was discovered during a pre-disturbance survey conducted by the British firm Wessex Archaeology prior to the construction of a wind turbine array, 'The Galloper OWF Extension'. The initial blurry images indicate the presence of a large warship with bronze cannons on board. The shape of the cannons suggest that this could be a Dutch military vessel. However, this is by no means certain. If this is indeed the case, it is probably an Admiralty ship and the Netherlands would be in a position to claim ownership. The programme's working relationship with the United Kingdom is good. For the Rooswijk investigation, a good working relationship was established with the Department for Culture, Media and Sport (DCMS, UK Ministry), Historic England, Receiver of Wreck (the British government body which handles reports of the 'voluntary salvage of goods' from shipwrecks), the archaeological companies MSDS Marine and Wessex, and other organisations and individuals active in the field of underwater archaeology. These good relations bear fruit when reports of this nature are received.

3.6 Wreck count

The Dutch state – as a flag state – exercises ownership claims in relation to ships from the Royal Dutch Navy anywhere in the world, as well as those of its predecessor organisations, the Admiralties, the Dutch West India Company and the Dutch East India Company. These ships therefore enjoy Dutch sovereignty, and this remains the case even after they are lost. This claim is the basis on which the state manages its cultural-historical heritage around the globe. Cooperation with the relevant coastal states is also crucial. The International Programme for Maritime Heritage is tasked

with overseeing the management of Dutch wrecks. This is done in coordination with other authorities in the Netherlands and with the authorities in the coastal states. Following the disappearance of three Dutch war wrecks in the Java Sea (see 4.2.1), the Dutch House of Representatives instructed the Cultural Heritage Agency of the Netherlands to provide greater clarity regarding:

1. The total number of wrecks owned by the Dutch state;
2. The total number of sunken warships;
3. The total number of sunken warships which are also war graves;

To provide this information, the Cultural Heritage Agency of the Netherlands called on various experts from the Netherlands Institute for Military History (NIMH), the Navy and Leiden University. So far, this work has produced the number of 1,580 shipwrecks of Dutch origin around the world. Not all of these wrecks have been discovered, while others have already been salvaged. Arriving at an exact number is very challenging because, first of all, there is no clear definition of what constitutes a warship or even a Dutch East India Company ship. The Wreck Count project has therefore begun to define (or redefine) these concepts and proceeded to count the wrecks on that basis. However, even then, arriving at an exact number remains an impossible task. This is due to the availability and completeness of usable data. Many archives have been destroyed in the past, and not all archive material is readily accessible or comprehensible. This means that there are gaps in our knowledge. The figure of 1,580 could therefore rise somewhat in the future, or equally it could fall due to the rapid geopolitical changes and the search for valuable raw materials. We are trying to minimise the latter by managing the wrecks on the basis of international cooperation. The above wreck count will therefore serve as a general guideline for the task of Managing Dutch Shipwrecks Overseas. At the time of writing, there remains some uncertainty about the number of warships (partly a question of definition) and ships that are also war graves. Since these are sensitive matters, no official figures have been included in this document.

The project was presented during the first Naval Review at the National Maritime Museum on 18 January 2020. Information about the wrecks has been made publicly available on the Maritime Stepping Stones website (MaSS - <http://mass.cultureelerfgoed.nl>). Also see 3.10.3.

3.7 Capacity building

Capacity building is one of the components of the programme that is being carried out in partnership with the Netherlands Maritime Heritage programme. Wherever possible, we seek to harmonise our various training initiatives. Specific training is offered to specific target groups. In cases where other parties can provide this training, this is encouraged. For example, after many years, the role of the Cultural Heritage Agency of the Netherlands in training volunteers in archaeology has been phased out, and these training courses will eventually be coordinated entirely by the National Working Group for Underwater Archaeology (LWAOW), while archaeological expertise will be acquired on a commercial basis. The International Programme focuses mainly on higher education. This includes the programmes at Saxion, Leiden University, Stenden/NHL and UNESCO.

3.7.1 Partnership with Hogeschool Saxion University of Applied Sciences

Between 2008 and 2018, the Cultural Heritage Agency of the Netherlands provided the course in Seabed Archaeology at Saxion Hogeschool University of Applied Sciences. The curriculum has now been changed. All aspects of underwater work have been integrated and these are no longer taught as separate courses. As a result, the Seabed Archaeology course has been discontinued. The entire Archaeology programme is now taught in line with the Quality Standards for Dutch Archaeology. This integration has advantages in terms of the maturity of the profession, but it does reduce visibility. Because these classes are now presented as separate lectures within a larger course, we are seeing a fall in the number of students who wish to specialise in this area. The lectures are also timetabled very late in the programme.

It was therefore decided to make some further changes. For example, there will be an introductory lecture on underwater archaeology, enabling students to become familiar with these aspects of the profession in their first year of study. Interested students are targeted specifically, so that they can be taken under the wing of the Cultural Heritage Agency of the Netherlands at an early stage. In the second year, there will be more lectures focusing on underwater archaeology, but these will be integrated with existing courses; students can improve their expertise through internships, specific subjects in field research and theses. Saxion is the only establishment that also offers its students diving courses. Over the course of 2020, the question of how the programme can be further developed will be explored.

3.7.2 Partnership with Leiden University

Martijn Manders, the head of programme, is also an Associate

Professor at Leiden University. His work for the Cultural Heritage Agency of the Netherlands involves designing the programme in the maritime and underwater archaeology programme and heritage management programme. As of 2020, students in the Bachelor's programme can specialise in maritime and underwater archaeology and in maritime and underwater heritage management. The first year of the Bachelor's programme includes an introductory lecture, and various lectures have been integrated into the teaching material of other lecturers in the second year. A specific seminar on caring for maritime heritage is also being set up, and students can complete an internship and participate in the field schools. This means that students with an interest in maritime archaeology can be identified at the start of the programme and a programme focusing on maritime or underwater archaeology can be arranged after consultation. The internships and theses are completed in the third year.

In the Master's programme, in addition to the subject of maritime archaeology and maritime landscapes, students can also acquire expertise in maritime and underwater archaeology through internships, field schools and theses. In addition, together with Dr Van den Dries, a course on heritage management (terrestrial and maritime) is provided and students with an average grade of 8 or higher can also attend a Research Seminar at which they can specialise in maritime archaeology or heritage management. The whole package is ultimately designed to ensure that students can become proficient in maritime and underwater archaeology and can specialise if they wish to do so. For the latter, the intention is to include a specific addendum to the degree certificate, which is accredited by the Foundation Infrastructure for Quality Assurance of Soil Management (SIKB).

3.7.3 New UNESCO training manuals

In recent years, the International Programme for Maritime Heritage has collaborated with UNESCO to produce a new UNESCO training manual in both English and Spanish. This has been adapted from the training manual created for Asia and the Pacific in 2012. The new manuals are aimed at Latin America and the Caribbean. They form the foundation for the underwater archaeology training courses (Foundation Courses) organised by UNESCO – often in collaboration with the Cultural Heritage Agency of the Netherlands. The English-language manual is expected to be published in October 2020 and the Spanish-language manual will follow later that year. The manuals will be used internationally to provide training to students of maritime archaeology and they will also serve as reference works. The intention is to provide UNESCO training in the Caribbean in 2021, with priority for archaeologists from the Dutch islands and Suriname, but also from other countries in Latin America and the Caribbean region.

3.7.4 Partnership with NHL Stenden Leeuwarden

From its position within the government, the Cultural Heritage Agency of the Netherlands aims to create partnerships and build capacity in the cultural sector. Partly for this reason, the Agency has concluded a partnership agreement with the Creative Technologies department of NHL Stenden in Leeuwarden. Students in Communication & Multimedia Design were able to register for an assignment arranged every semester by the Agency, focusing on maritime and underwater archaeology. The students' learning process was central to these assignments. In a few cases, this has yielded a tangible and useful communication product for the Agency, including a multimedia game in which a fictional historian searches for clues in Maritime Stepping Stones, solving the mystery of a shipwreck. The game was presented during the first – successful – Naval Review at the National Maritime Museum on 18 January 2020. Another successful product was the first version of the Pinas model, which is now being refined and used by Maritiem Nederland. In other cases, the products provided took the form of good ideas delivered in prototype form. The partnership agreement ran from 2018 to 2020. From 2020 onwards, a suitable assignment will be created each semester that matches the minors that are available at that time.

3.8 Provision of information and data management

3.8.1 Data management

In 2018 and 2019, the programme asked the Data Management team to create a long-term solution for the storage and archiving of large data files. This involves dozens of terabytes of data. Some files, such as video and sonar material, are too large to store on the K-drive or Proza, which means that they are currently stored and archived on hard drives. The current options for storing large data files are inadequate because:

1. the data is difficult to access;
2. the data is difficult to find and/or search;
3. there are no guidelines or these are unclear;
4. there is no long-term system of archiving.

The hard drives have been inventoried, the data has been organised better and the duplicates removed. One workaround is to back up all the hard drives to a Network Attached Storage device. The Data Management team, together with the data steward, has drawn up an advisory note and a Plan of Action. The Plan of Action outlines a number of potential solutions. These will be explored and developed in 2020.

3.8.2 MACHU

A database of Dutch shipwrecks in foreign waters has been created and can now be consulted using MACHU. A special viewer has been created for this, which makes it easy to add wrecks and make changes to wrecks that have already been entered. Over the next year, the database will be supplemented with wrecks for which the exact coordinates are known. MACHU was previously developed within the Managing Cultural Heritage Underwater (MACHU, 2006-2009) programme, which was financed by the European Union and subsequently developed further by the Cultural Heritage Agency of the Netherlands in partnership with Rijkswaterstaat (RWS). The system is still hosted by RWS on behalf of both organisations, but is also accessible to the Hydrography Service as a third major partner, and also to researchers who can obtain access upon request.

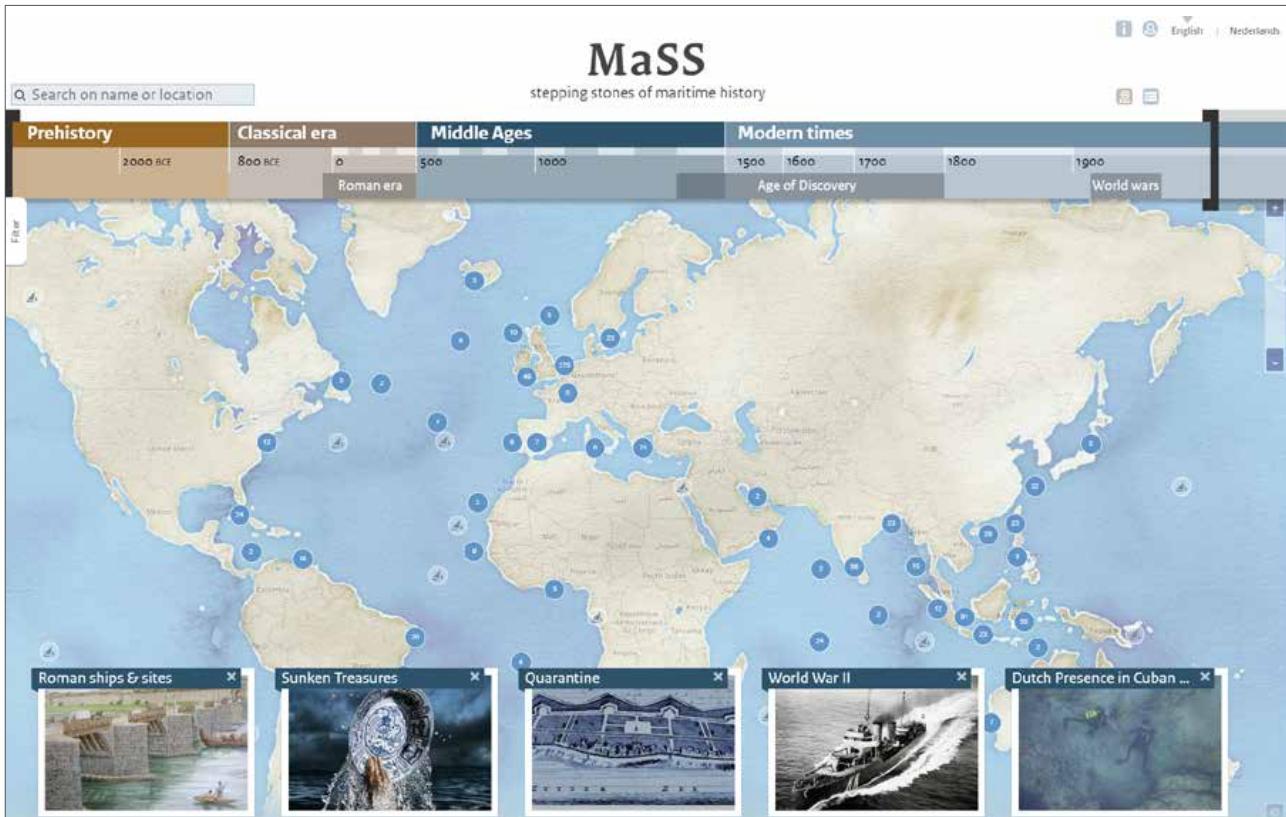
3.8.3 Maritime Stepping Stones (MaSS)

The Netherlands has a rich maritime history. All around the world, there are shipwrecks with Dutch origins, but there are also other types of Dutch maritime heritage.

This includes ports, quays, bridges, waterways and warehouses. There are also drowned landscapes with remains dating from prehistoric or more recent times. The MaSS website (<https://mass.cultureelerfgoed.nl/>) brings together information about all these different maritime sites. For each site, actual data such as the exact location and – where possible – the dimensions and the condition of the site is provided. The site also provides access to other sources such as cartographic material, photographs, documents, drawings and videos. References to articles and reports can be found for each site. This provides a comprehensive picture of our knowledge regarding Dutch maritime heritage. In addition, anybody can register on MaSS to add maritime heritage that they consider important, make changes, add images or participate in discussions.

Because so much of the Netherlands' maritime heritage lies beyond our borders, MaSS also has an international character. This makes it different from other Dutch archaeological databases such as Archis. MaSS has a public function. Maritime heritage has an important place in archaeology, but is largely invisible. One of the objectives of MaSS is therefore to put this underwater heritage – quite literally – on the map, and thereby generate more awareness and support for the importance of our maritime heritage.

The MaSS database is intended for archaeological professionals and volunteers, but also for anyone who wishes to learn more about maritime heritage. It can be consulted with or without an account. Registered users can



Screenshot from the MaSS website. © Cultural Heritage Agency of the Netherlands

discuss the sites, report errors, add information themselves or add new sites of interest.

The number of visitors is now around 2,300 per month and this number seems to be increasing steadily. The site is also becoming ever easier to find through search engines. More and more users are adding their own information about wrecks or adding wrecks themselves. The idea is that all 1,580 wrecks that were identified in the Wreck Count project will be added to MaSS before the end of the programme.

For every new study carried out in the programme, MaSS is used as a means of communicating the results to the outside world.

3.9 The Caribbean Netherlands

When the Netherlands Maritime Heritage programme was established, it was decided that maritime heritage management and related matters in the Dutch Caribbean would be covered by this programme. This is because of the existing expertise and network within that programme, and the highly international character of the maritime heritage that it covers.

3.9.1 Survey of maritime heritage management in the Caribbean Netherlands

In preparation for the government-wide ratification of the UNESCO treaty that is scheduled for 2022, in 2019 the programme conducted a survey among various stakeholders in the Dutch Caribbean. These stakeholders were mainly professionals working at archaeological institutes and managers of marine parks; these are the individuals who will put the UNESCO Convention into practice. For them, ratification will mean many new tasks and obligations. In order to assess the extent to which support is needed for this, the programme conducted a survey to learn more about the needs and wishes of respondents in the field of maritime heritage management.

A total of 21 respondents responded. Together they represented 17 organisations from all six islands, which means that all the organisations approached provided a response. This demonstrates that there is a high level of commitment and enthusiasm around maritime heritage management in the Caribbean region. The results of the survey have already been used as the basis for an expert meeting held on 29 January 2020. At that meeting, an expert group was formed from those attending, and it was agreed that an action plan would be developed to improve the

management of maritime heritage. The Cultural Heritage Agency of the Netherlands will act as the primary coordinator of this expert group. The action plan will be developed and implemented in the period leading up to ratification in 2022. It will also serve as input for a policy/legal working group which has been set up by the Heritage and Culture Directorate of the Ministry of Education, Culture and Science. Both working groups will work in parallel and in close collaboration in order to steer the ratification and implementation process of the UNESCO Convention in the right direction.

3.10 Forensic marking

The large-scale illegal salvage of shipwrecks from World War II has made the search for better methods of enforcement all the more urgent. Public indignation over the disturbance and destruction of these wrecks and the violation of war graves is enormous. The programme, together with its English counterpart Historic England, has commissioned the maritime company MSDS Marine to conduct research into methods for

marking metal objects underwater. The three organisations are working closely together on this project. The method of marking ideally had to be applicable more widely than only to warships from the two world wars, and also had to be suitable for marking (bronze) cannons on much older vessels, for instance. Two markers have been developed. These markers were tested for their environmental impact and their applicability in a natural environment. The relevant reports are now available. The methods were tested by placing test frames underwater and applying forensic material underwater at a test site in Malaysia (Tioman). The first tests were promising, but the method of application still requires improvement. Currently, the chemical composition and the entire underlying concept of the forensic markers remains confidential. It is hoped that the real tests will take place in Dutch and British waters in 2020.

The monitoring of wrecks using satellites is also currently being trialled. This is being done in collaboration with our British partners, the Maritime Archaeology Sea Trust, Ocean Mind (MAST) and the Ministry of Defence (MoD).

Group photo at the first expert meeting on maritime heritage management in the Caribbean Netherlands. © Cultural Heritage Agency of the Netherlands





4 Pillar II projects: Managing maritime heritage within the Shared Cultural Heritage Programme

The skeleton of one of the crew members of the Batavia (1629), which was excavated as part of the Roaring 40s project, is carefully lifted.
© Cultural Heritage Agency of the Netherlands

4.1 Australia

4.1.1 The Roaring 40s

The Roaring 40s project, which was carried out in 2016 with the University of Western Australia, Flinders University and the Western Australia Museum, has now been completed. Work is underway on a publication, which Bertil van Os and Jan Pelsdonk (contracted) will also contribute to. The project, which focused on the re-evaluation of the seven oldest Western shipwrecks off the Western Australian coast – four of which are Dutch (Batavia, Zuytdorp, Zeewijk and Vergulde Draeck) – has spun off in a number of different directions. In the end, the research conducted at the locations of Beacon Island (Batavia's Graveyard) and the Zeewijk site was longer and more detailed than initially planned. Using the latest techniques, the sites and collections of objects in the Western Australia Museum have been re-examined. The team was made up of both Australian and Dutch researchers. The project has generated several publications. We are now looking into whether the Roaring 40s project can be continued through the VOC Golden Age project.

4.1.2 VOC Golden Age

The question of whether the Roaring 40s project can be resumed through the VOC Golden Age project has been considered for a number of years now. This involves not only looking at the collections in Australia, but also at collections elsewhere in the world, such as those in the Netherlands, the British Museum and local museums that house collections of old Dutch East India Company vessels. The project will need to be submitted to the Australian Research Council (ARC).

4.1.3 Broome 1942: field research in 2020

On 3 March 1942, nine Japanese Zero fighter planes – accompanied by a Babs reconnaissance aircraft – attacked the Australian port city of Broome, located on the northwest coast of that country. The Japanese had already taken large parts of the Dutch East Indies, and from Timor they were able to send their fighter planes to Australia, which was just within their flight range.

In Roebuck Bay, near Broome, 15 Allied sea planes were approaching from Java, full of evacuees from the Dutch East Indies. They were waiting for fuel to continue their voyage to Perth, further south. Among these aircraft were five Dutch Dornier Do-24K and four Catalina sea planes.



Burning sea planes in the bay near Broome. © National Archive

The Japanese attack came as a complete surprise and none of the sea planes, or the aircraft at Broome airport, were spared destruction by the Japanese fighters. About a hundred people, mostly civilians, lost their lives in the ambush.

The Western Australia Museum (WAM) in Perth has been researching the (tangible) remains of this attack for some time. Earlier research had led to the discovery of the remains of several sea planes in 2001. Due to the deep water in the bay and the complicating factor of strong currents, three aircraft, probably all Catalinas from both the Dutch Naval Aviation Service and the Australian Air Force (RAAF), remain missing.

In September 2020, the WAM planned to conduct fresh research in Broome in partnership with the Cultural Heritage Agency of the Netherlands, but due to the coronavirus pandemic this work has been delayed until further notice. Using equipment which has improved considerably since 2001, a number of locations in deep water will be searched again to try to locate the aircraft wrecks in question. In addition, an American bomber that was shot down shortly after taking off from Broome airport and the wreckage of a Japanese Zero fighter will also be searched for. The latter was shot down by the Dutch aviator Gus Winckel of the Royal Dutch East Indies Army, using a spare machine gun from his Lodestar transport aircraft.

Under appropriate diving conditions, the team will send divers down at nine sites to conduct more detailed investigations and possibly also to store relevant objects for further study. Based on the findings of the research done in September 2020, a management plan will be drawn up for this war heritage, which has such close links with the war in the Dutch East Indies.

4.2 Indonesia

4.2.1 Wrecks from the Battle of the Java Sea

Between 10 and 21 June 2019, the Netherlands and Indonesia carried out joint maritime archaeological research at the wreck sites of Hr.Ms. De Ruyter, Hr.Ms. Java and Hr.Ms. Kortenaer. The investigation was conducted on the basis of the roadmap drawn up by the Netherlands and Indonesia in 2016 after it was discovered that three Dutch war wrecks in the Java Sea had been illegally salvaged. The Ministries of Education, Culture and Science, Defence, and Foreign Affairs worked closely together on this project. In addition to putting in place a three-track plan drawn up by the two countries earlier in the project, the fieldwork also built on a Letter of Intent signed by the two countries with respect to the management of the three wrecks, and on the Memorandum of Understanding for Culture that was signed by the two countries in 2017.

The expedition was led by the Cultural Heritage Agency of the Netherlands on behalf of the Netherlands, and the team included specialists from the Netherlands and Indonesia who were brought together especially for this expedition. The wrecks are located at a considerable depth of between fifty and seventy metres. They were surveyed using sonar equipment (side-scan sonar, multibeam sonar and sub-bottom profiling), a magnetometer and a remotely operated submarine vehicle fitted with a camera.

The objectives of the fieldwork were to map the locations of the three wrecks properly and to draw up a management plan based on the data acquired. The latter aspect of the plan will be developed by the Cultural Heritage Agency of the Netherlands and Arkenas, our Indonesian counterpart, in the near future. The partnership involves drawing up a sustainable management plan for the wreck sites and making agreements on how knowledge will be exchanged, capacity building in underwater archaeology and the management of maritime cultural heritage, and joint research.

During the fieldwork, it was found that a fair amount of material from the three Dutch WWII ships is still present at the wreck sites. However, a great deal of material had been removed in the illegal salvage operations that had taken place in previous years. The sites are of cultural and historical importance to the Netherlands, but have even greater commemorative significance for the families of those who lost their lives there. In October 2019, family members were informed about the results of the fieldwork at a special meeting for surviving relatives. It was an emotional event. The impact of illegal salvage operations on surviving relatives should never be underestimated. In addition to this meeting, the relatives were given information on an individual basis.



Maritime archaeologists Martijn Manders and Robert de Hoop view multi-beam images of the wreck sites. © Cultural Heritage Agency of the Netherlands



Student Hiromu Akamatsu steers the survey boat during the search for the Kanrin-maru in 2019. © Cultural Heritage Agency of the Netherlands

The three wreck sites of De Ruyter, Java and Kortenaer were marked as ‘historic shipwrecks’ on nautical maps of Indonesia in July 2017. However, these are only point locations. Together with Indonesia, discussions are underway regarding the possibility of changing these point locations into larger protection zones around the wreck sites, by classifying them as cultural heritage and memorial sites. One possible outcome may be that the wreck sites are not closed completely, but remain open for respectful memorial activities. This would ensure that the locations retain a valuable function.

4.3 Japan

Japan is one of the priority countries for the Shared Cultural Heritage policy. In recent years, there has been intensive cooperation with the Kyushu National Museum and the Japanese Commission for Underwater Archaeology, which were tasked with studying the options for activities in maritime archaeology and heritage management in Japan. Now that these activities are being carried out, the role of the museum in Kyushu has become much more limited within the Japanese system. However, other partnerships have been developed in order to continue to work actively on maritime heritage in Japan, as we describe below.

4.3.1 The search for the maritime heritage of the Kanrin-maru

In 2018 and 2019, a research project focusing on the maritime heritage around the Kanrin-maru was carried out in collaboration with Tokyo University of Marine Science and Technology (TUMSAT). The Kanrin-maru was a war ship built in the Netherlands for the Japanese government, which was handed over in 1857. The vessel symbolises the instrumental role of the Netherlands in the establishment of a Japanese

navy, and is a product of the unique shared maritime history of Japan and the Netherlands. In 1871, the ship was lost near Kikonai (Hokkaido, Japan). One of the means of learning more about this heritage was a maritime archaeological search for the wreck of the Kanrin-maru. Prior to the start of the mission, however, the chance of success was considered negligible – something akin to looking for a needle in a haystack. A diving expedition (2018) and a sonar survey (2019) yielded no results. However, the search has continued, made possible by the loan of sonar equipment and the financial, logistical and moral support of various Japanese stakeholders. In addition, the project has received full support from the Dutch Embassy as part of the Netherlands’ cultural diplomacy. Given that Japanese society attaches at least as much importance to the intangible aspects of cultural heritage as to material aspects, a research component was added that focused on, among other things, compiling a collection of the personal stories of members of the Japanese associations which have been established in memory of the Kanrin-maru.

These stories underline the strongly unifying nature of the cultural heritage associated with the Kanrin-maru and provide an added dimension to our knowledge of the direct and indirect influence of the Netherlands on the Japanese navy and shipbuilding in the 19th century.

The project fulfils requirements such as reciprocity, knowledge exchange and capacity building by involving students and volunteers. The project has been brought to the attention of a wide international audience, with newspaper articles in both the Japanese and Dutch media as well as publicity on social media.

4.3.2 Van Bosse Stories

The first phase of the Van Bosse Stories oral history project was carried out in 2019. The primary purpose of an oral history project is to record stories that have been passed on from generation to generation by word of mouth. In this case, the stories concern the Dutch ship the *Van Bosse*, which sank off the island of Tarama (Okinawa, Japan) in 1857. The crew members, who all survived the loss of the ship, spent some time in Okinawa. It seems that stories about the ship, her crew and their stay in Okinawa may still be circulating in Tarama. A second aim of the project is to investigate to what extent the stories and the wreck site are significant to contemporary society. The oral history project can be viewed as a follow-up to the research carried out into the wreck of the *Van Bosse* by the Maritime Programme in 2015-2016.

The first phase of the project focused on identifying potential Japanese and other partners, and ascertaining their interest in and motivations for participation. The project's chance of success also needed to be estimated. In the event of positive results, the project is to be carried out in the period 2020-2021.

Thanks to the intermediation of the Dutch embassy in Tokyo and a Dutch researcher, contact was established with Dr Shimoji, who is a linguist at Okinawa International University. She specialises in Taramese, the original language of the inhabitants of the island, and is interested in participating in the project. Other potential partners include Dr Ikeda, a maritime archaeologist who works at the same university and the National Museum of Kyushu. He was also involved in the previous study. In the Netherlands, talks are currently underway with Leiden University (Dr Van den Dries, Faculty of Archaeology) regarding participation and the involvement of students in the project.

In order to get to know the potential Japanese partners and to discuss the project, Jose Schreurs visited Japan on behalf of the International Programme for Maritime Heritage in October 2019. Discussions were held with Dr Shimoji and employees of the municipalities of Tarama and Myakojima, among others. The latter island was included because the meetings in Tarama revealed that the ship's crew had also spent time on Myakojima. All three parties are interested in working together on the oral history project. Dr Shimoji would like to see a joint publication as an end product, possibly including recordings of the conversations (in the form of a digital movie). Depending on the results of the study, the municipalities would like to receive a 'picture book' so that the story about the Dutch ship can be made more tangible and taught in schools. Further local referrals and activities to share the results with local people will depend on the progress made on the project.

On Tarama, a number of residents who knew stories about the *Van Bosse* were interviewed. The interviews with these gentlemen, who were in their eighties, were conducted in Taramese, after which they were translated into Japanese and then into English. They provided an initial impression of the kinds of stories that still circulate about the ship, her sinking and her crew. They also provided pointers regarding the tracing of (former) residents of Tarama and Myakojima and the other interviews to be held.

It can be concluded that both the objectives of the first phase of the oral history project – namely finding partners and determining the project's likelihood of success – have been achieved. The details of the remainder of the work will be decided in 2020 and 2021.

4.4 South Africa

South Africa is one of the priority countries for the Shared Cultural Heritage policy, and has been for many years. We share a turbulent history with the country. Cooperation is ongoing in various areas in both the first and the second pillars of the programme. However, no MoU has been concluded with South Africa.

4.4.1 Modern Oral History: Dutch Wrecks in South Africa

In 2019, in partnership with our local counterpart, the South African Heritage Resources Agency (SAHRA), work continued on the project 'Modern Oral History: Dutch Wrecks in South Africa'. This project began in 2015 and was inherited from the old Maritime Programme. Due to the departure of the main individual who was responsible for the project at SAHRA, the project has come to a halt. In consultation with

*Mr Namihira, one of the gentlemen who knows stories about the *Van Bosse*, photographed at the wreck site. © Cultural Heritage Agency of the Netherlands*



SAHRA, that individual expressed a willingness to complete the project as an external participant in 2018. South Africa is both a Shared Cultural Heritage priority country and a coastal state, whose waters are the resting place of many Dutch shipwrecks, particularly from the Dutch East India Company. Although it is being implemented within programme pillar II (Shared Cultural Heritage), the project also touches on pillar I (heritage management).

The project aims to collect and exchange knowledge about modern diving expeditions to Dutch shipwrecks in South African waters. The shipwrecks in question were the destination for multiple diving expeditions, in particular between the 1960s and 1990s. Recreational divers and treasure hunters witnessed or participated in those activities. All this happened before the relevant laws and regulations came into effect in South Africa, in a period when no effective enforcement was possible. The wreck sites have undeniably been disturbed, and often without any form of archaeological methodology.

However, those involved in those expeditions still have a great deal of knowledge of the shipwrecks and the associated artefacts, whether in the form of documentation or undocumented memories. To ensure that this information is not lost forever along with those individuals, who are now advancing in age, interviews have been conducted and inventories made since 2015. In addition, students from Leiden University have conducted historical research into the ships in question to add to the information that we already

have. The final report will be published in 2021, and a school programme and exhibition will be set up in collaboration with the Bredasdorp Shipwreck Museum.

4.4.2 Dutch East India Company burial ground in Simonstown

In 2019, the programme received a request from the Dutch embassy in South Africa regarding the coordination of a scientific study into human bone material from people thought to have been working for the Dutch East India Company. The human remains were discovered during construction work in Simonstown in 2018. The request came from a commercial archaeological company, ACO Associates, which had obtained permits for a full archaeological excavation on behalf of the landowner. The company thought it highly plausible that a burial site had been discovered on the construction site, where a Dutch East India Company hospital had once stood from 1765 until the early 19th century. Since the company lacked the specific expertise required for such research, it was decided to support the project through the programme. This is providing a rare opportunity to examine human remains from workers for the Dutch East India Company and may lead to a better understanding of our shared past with South Africa. Support is being provided on the condition of the exchange of knowledge and capacity building. For example, the project team at ACO Associates has been reinforced by two newly qualified osteoarchaeologists (graduates of Leiden University), who took part in field work for two weeks on behalf of the Cultural Heritage Agency of the Netherlands.

Diver next to an old anchor at a wreck site, presumed to be that of the Rodenrijs (1737) in Tafelbaai, South Africa. © Reg Dodds





Osteoarchaeologist Judyta Olszewski inspects a recently discovered skull. © ACO Associates / Cultural Heritage Agency of the Netherlands

Samples from the human remains have been transported to the Netherlands with the approval of the local heritage authority. These are being examined by the same osteoarchaeologists in the laboratory at Leiden University. Initial tests – including on stable isotopes – aim to identify the approximate origin and diet of the individuals sampled. This can also help paint a picture of the circumstances in which they lived. The study will be completed in the course of 2020.

During the excavation process, in particular, the project has had to contend with political, cultural and religious tensions, which have also led to publicity. This was partly due to dissatisfaction among the local community about the construction plans for the site. Although the archaeological research and the Dutch involvement turned out not to be a point of controversy, following close consultation with partners ACO Associates, the Dutch embassy and the consulate in South Africa, it was decided to carry out the project as anonymously as possible and not to publish the findings for the time being. The human remains will be reinterred in Simonstown with due ceremony and respect sometime in 2020. South Africa and the Netherlands are currently working on the details of the reinterment.

4.5 United States

4.5.1 De Braak

HMS Braak sank in 1798 near Cape Henlopen in Delaware. As the ship was entering the harbour, a sudden gust of wind caused it to capsize. Thirty-five members of the ship's crew members, including the captain, perished. At that time, HMS Braak was a Royal Navy brig with 18 cannons, but originally, it had been a Dutch warship – a 'big cutter' known as De Brak. It was purchased by the Admiralty Maze in 1781, shortly after the fourth Anglo-Dutch War. It is unclear whether the ship was built in the Netherlands or in Great Britain. After the Netherlands entered the French Revolutionary Wars, the British confiscated the vessel where she became part of the Royal Navy. She saw a short period of service with the British before sinking off the North American coast, and was subsequently the focus of a number of salvage operations.

The wreck lay at the bottom of Delaware Bay, but rumours quickly spread that the ship had been carrying treasure worth \$500 million when she sank. A number of artefacts were recovered during the 1980s, but maritime archaeologists criticised these expeditions for their failure to employ archaeological methods and for discarding any objects that



The remains of the hull of De Braak. © Cultural Heritage Agency of the Netherlands

were not considered financially valuable. The hull of the ship was eventually raised, but in such a way that much of the ship's cargo disappeared back into the water and considerable damage was done to the structure of the ship. The remains of the hull were eventually placed in the Zwaanendael museum in Delaware, along with many of the objects found. Only a small number of coins were recovered, worth considerably less than the cost of the large number of salvage attempts made over the years. The way in which the wreck of De Braak was treated contributed to the enactment of the 1987 Abandoned Shipwrecks Act in the USA.

4.5.2 Roosevelt Inlet Wreck

The Roosevelt Inlet Wreck is an 18th-century shipwreck in the waters of Delaware Bay near Lewes, Delaware. The wreck was discovered during dredging work in the Roosevelt Inlet in 2004, and was investigated by underwater archaeologists in 2006. Analysis shows that the ship was a commercial vessel that probably came from Europe and sank sometime between 1772 and 1780. Over 40,000 artefacts were recovered after the dredging work scattered the remains of the wreck, which washed up on local beaches. Another 26,000 artefacts were found by the archaeological divers. Only a small section of the hull remained intact, making further identification and analysis of the ship difficult. Many ships have sunk in the waters of Delaware bay, but because of the finds, it is thought that the Roosevelt inlet wreck may be that of the Maria Johanna.

Research

An independent researcher, Colin McKewan, was commissioned in 2018 to visit the museum to collect data for us on the shipwrecks of De Braak and the Roosevelt Inlet Wreck as well as the artefacts discovered, to ascertain whether the provenance of the ship can be confirmed. Contact has been established with employees of the Zwaanendael Museum in Delaware to request permission for the study and to explore the possibility of collaboration.

As for De Braak, almost all the artefacts turned out to be British in origin, except for some pistols that could be French. What remains of the ship is in poor condition because of the way in which the vessel was handled during the salvage operation, and also because of its (passive) conservation. The researcher was unable to conclude with certainty whether the ship was built in the Netherlands or in Britain.

With the information collected about the Roosevelt Inlet Wreck, historian Jacob Bart Hak has begun work to discover whether this wreck could actually be the Maria Johanna. Using archival material, he has collected more background information about the Maria Johanna and the artefacts found in the wreck. The research has yielded information about the structure and dimensions of the Maria Johanna, which can be used for identification purposes. The investigation has also revealed that both Dutch and British artefacts were found. Many ships have been lost in the area (about 31) and unfortunately we cannot say with certainty whether the Roosevelt Inlet Wreck is indeed the Maria Johanna. There may be two or more wrecks, one Dutch and one British, close to each other, and the dredging work may have disturbed more than one wreck. Artefacts are still regularly washed up on local beaches.

4.6 Sri Lanka

In 2017, an inventory of maritime heritage in Northeast Sri Lanka was completed. This was carried out in collaboration with the Dutch embassy, the Maritime Archaeology Unit of the CCF and the Department of Archaeology. The inventory in the area around Jaffna had been hampered by civil war for years.



5 Outlook for 2020-2021 and recent developments

Project members of the Royal Netherlands Navy prepare for the deployment of the Remus during the investigation of World War II submarines in Malaysia.
© Cultural Heritage Agency of the Netherlands

The year 2020 has been dominated mainly by continued work and progress on the projects listed above. At the time of writing, however, the coronavirus pandemic remains in full swing, leading to delays in many plans, particularly with respect to planned fieldwork in Malaysia, Indonesia, Australia and Cuba. Currently, all trips have been postponed until further notice. The UNESCO training programme that had been scheduled for 2020 will be postponed until 2021.

To a large extent, 2020 will be devoted to the consolidation of the knowledge already acquired and to maintaining the relationships that have been cultivated with such care. This is vital until such time as work on the programme can be resumed. The next few months will also be used to speed up reporting and improve the digital techniques used to store and process data. However, close cooperation with the ICT/IV department of the Cultural Heritage Agency of the Netherlands will be important for the latter. At present, that department is not yet ready for this.

Many changes are taking place in capacity building, partly due to the coronavirus pandemic. Martijn Manders is currently giving distance lectures at Leiden University.

The service's two maritime programmes are in consultation regarding the direction to take with regard to strengthening maritime knowledge within the Cultural Heritage Agency of the Netherlands. This can be done by bringing all activities into the existing line, by creating a new programme or some combination of the two. This process will eventually be summarised in the form of a proposal to management.

This is also the year in which the programme is preparing for the new policy period: 2021-2024. All activities within the Shared Cultural Heritage Programme, which fall under International Cultural Policy, are being evaluated. This also involves the formulation of best practices. These results will then be used to make changes to the direction of the programme. Reciprocity, cooperation and knowledge exchange remain the central goals, and these have not changed.



6 New policy period 2021-2024

The Curtis Marshall, the research vessel for the Rooswijk project in 2018, berthed in the port of Ramsgate. © Cultural Heritage Agency of the Netherlands

The 2021-2024 policy period will bring major changes to the management of maritime heritage within the Cultural Heritage Agency of the Netherlands. Firstly, the Agency's management will choose a new form of implementation. This may take the form of a successor programme, or be done as part of the existing line.

Secondly, there will be a new implementation policy for International Cultural Policy. The Cultural Heritage Agency of the Netherlands will also be subject to this, as will the maritime policy of Shared Cultural Heritage.

Thirdly, the UNESCO Convention for the 'Protection of Underwater Cultural Heritage' will be ratified in 2022. This will, in turn, have consequences for the implementation of management in the Netherlands.

Fourthly, the start of a new policy period means that, in principle, the employment contracts of temporary employees will come to an end. The tasks that must be addressed by the Cultural Heritage Agency of the Netherlands and the government in the field of maritime heritage management in the Netherlands and abroad cannot be carried out without an expansion in the number of permanent staff (and the retention of the knowledge acquired). It will therefore be a challenge to retain or regain knowledge within the service.

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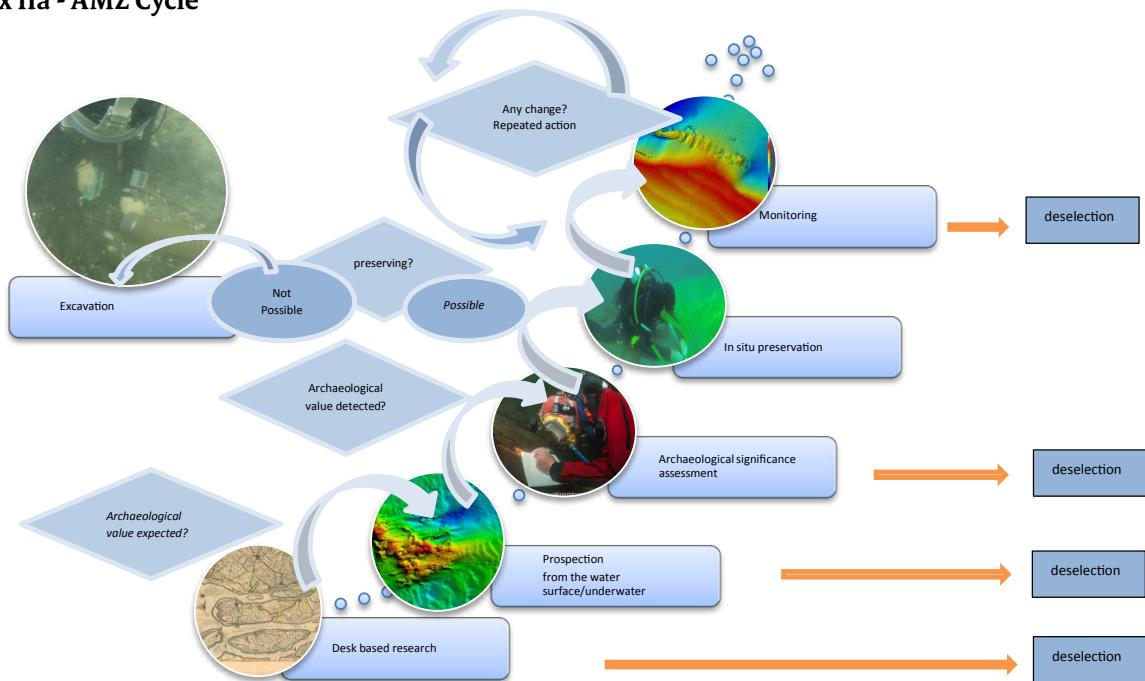
Annexes

Annex I - Expenditure 2017, 2018 & 2019

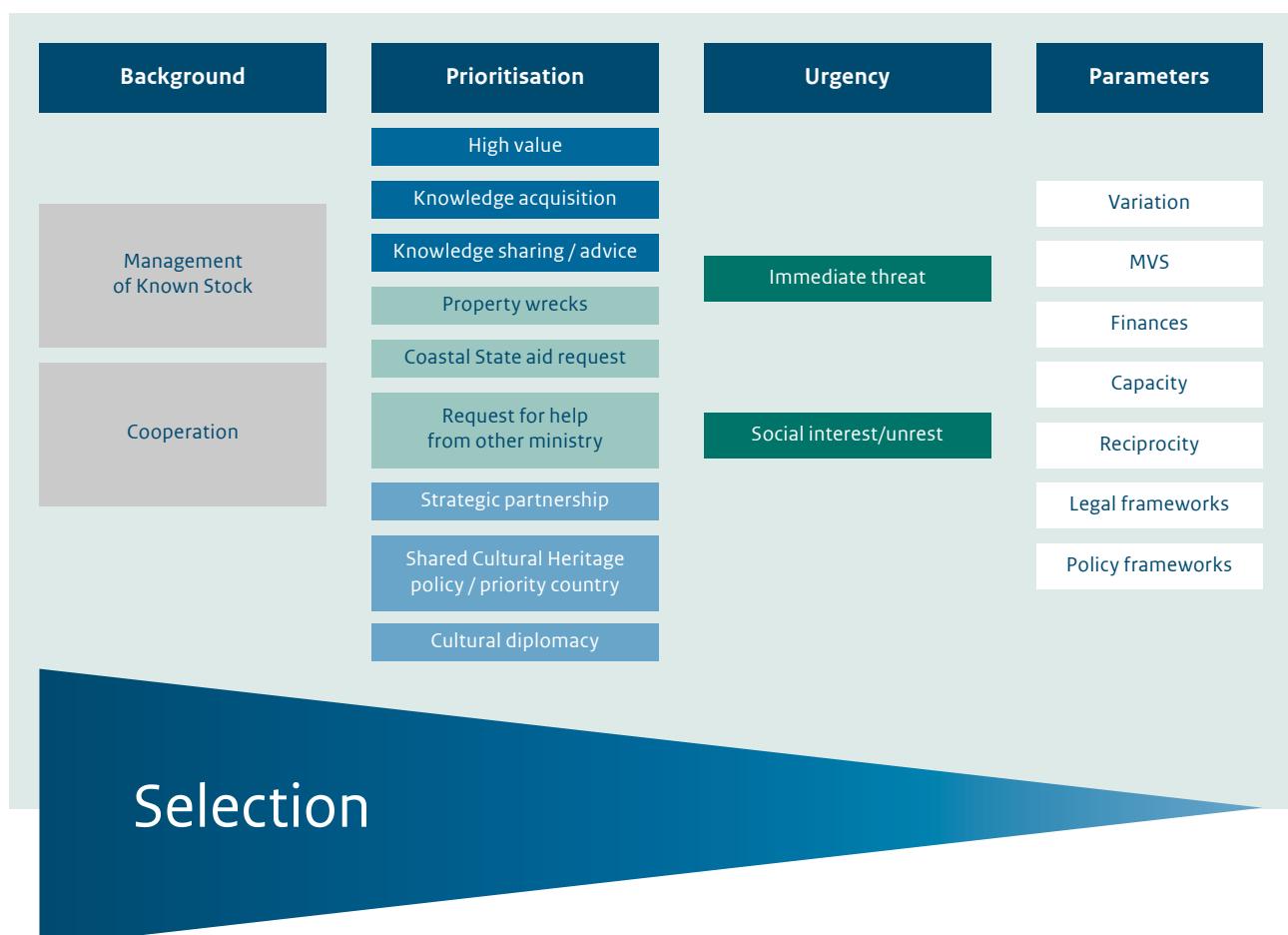
Management of Shipwrecks International	€701,193
Rooswijk	€2,365,692
Shared Cultural Heritage	€248,854

Part of the budget for the programme is reserved for ‘equipment costs’. This includes the cost for travel and hiring/salary costs for staff. A full statement of the programme’s financial expenditure will be presented in the final report on the programme.

Annex IIa - AMZ Cycle



Annex IIb - Assessment Framework for International Maritime Heritage



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