

**MEASURING THE OCCASION OF THE EXTERNAL VALUE  
FOR STRUCTURING THE PLANNING CULTURE:  
EVIDENCE FROM EXAMINATION OF THE CHANGING  
PRACTICE OF HERITAGE PLANNING IN THE NETHERLANDS**

**THESIS**

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by

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## ABSTRACT

### MEASURING THE OCCASION OF THE EXTERNAL VALUE FOR STRUCTURING THE PLANNING CULTURE: EVIDENCE FROM EXAMINATION OF THE CHANGING PRACTICE OF HERITAGE PLANNING IN THE NETHERLANDS

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Principally this research is started by observing the macro view of social phenomenon that is globalization and the constant fluctuation in planning culture. This research is developed from the notion that due to the increasing globalization, there will always be the external value influencing the planning culture. Therefore this research aims to evaluate how the occasion of external value in structuring the planning culture, by conducted the examination on the changing practice of heritage planning in the Netherlands.

The analytical framework designed to achieve the research's objective is predominantly based on Gidden's structuration theory, which then reconceptualized by inserting the external value as one of the parameter in the structuration process. Therefore there are three parameters for the analyses: external value, agency and structure. There are three components of analyses to test three hypotheses: (1) There will always be the external value that structuring the actions of the agents in the Dutch heritage planning practice; (2) The agents' respond toward the same influencing value can be different; and (3) The structure which is being produced and re-produced is getting more varied and accumulated from first period to the later period. The results of the analyses show that the first hypothesis has negative result, while the other two hypotheses have positive result.

There are two important points can be deduced from these results. First, it can be regarded as the proof for the existence of structuration concept in the real social practice. Second, it can be argued that, the tendency for the planning culture worldwide to be converging and homogenous due to the interaction in global network, is small. This opinion is supported by three interrelated factors: (1) The interconnectedness in the global network can stimulate the transfer of the external value among agents, but the existence of the complex internal value which historically embedded in the agents can also influence the agents whether they decide to accept or not to accept being influenced by the external value; (2) Although the external value has been 'succeeded' to be the intermingle value in the agencies, but the agents' respond toward this value is not automatically be the same. Among of the reason is due to the capacity of the structure which not only can enable but also constrain the flow or the pattern of agents' action; (3) The continuous and recursive process of structuration has resulted with the 'accumulative shape' of structure. Consequently, the complexity of the structures is constantly increasing from one period to the later period which then yielded to the complex and unpredictable actions of the agents themselves.

**Keywords:** *Globalization, Planning Culture, External Value, Structuration Theory, and Heritage Planning Practice.*

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*Bandung, 1 October 2007*  
*Tuti Alawiyah.*

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## **Chapter One**

### **Introduction**

#### **1.1. Background**

The social life of this world is always changing. The current state shows the tendency of the world-wide countries to be more globalized and interlinked with the help of rapid enhancement in communication technology. Globalization has a very wide-ranging character, from the high speed increasing of new technology invention till the expansion of free market. Consequently there is always a large and contested concept regarding its definition. Thus unsurprisingly the ongoing discussion about globalization's influence could be found in various fields of academic study.

Among them, is in the field of planning practice. Debates on how the dynamics of planning practice in responding globalization, yielded to the suspect that planning culture might become converging; and some argue it might be even hybridizing, but some also say globalization will not influence the plurality of planning culture. Friedman (2004) mentioned that even though "...globalization for one, is bringing about major changes in the institutional structure, processes, influence, and scope of planning", but "...the global interconnections – of trade, investment, flows of labor, cultural symbols and other ideas.. – are not leading toward a homogenization of planning cultures across the globe" (Friedman, 2005, quoted in Sanyal, 2005). But aside of these debates, the basic and essential issue important to be addressed is to how extent globalization can influence the planning culture.

Globalization in general has been giving influence to social dynamics. Then the further questions are what these changes are and how the process of

these changing. Though currently there are already great numbers of researches in measuring the effect of the globalization upon some countries, but most of them are measuring the effect of globalization upon the economic growth which study is only based on the statistical and quantitative data. While the globalization's effect upon a social system is rarely become the focus of the study.

This condition can be understood regarding the complex and broad character of the globalization itself. But one point that significant to be highlighted is its character in interconnecting the world-wide countries. As Held et al (1999) defined, that globalization is "...the widening, deepening and speeding up of worldwide interconnectedness in all aspects of contemporary social life". This interconnectedness in global network can stimulate the existence of external value which influencing the agents' interaction. Planning culture which is the assortment of social activities in practicing the planning field is also not independent from this external value. The discourse of the policy transfer and policy changing has already emerged in the field of planning culture. But one point which is still not being discussed is how actually the process that makes the changes happened. Therefore, it is interested to know further how far the external value can change the planning culture.

In examining the condition of human activities and how the external value can give effect to it might be best approached by using social theory. Scholte (2000) mentioned that at least three concepts can explains the social change, i.e., methodological individualism where the aims and decisions of individual actors shape the social structures; methodological structuralism, where the organizing principles of social relations, such as patriarchy, nationalism, rationalism, capitalism etc., shape the social structures; and structuration argument, where both agent choices and structural dispositions shape the social structures. The best approach dealing with globalization is by using the structuration argument (Ibid.)

Structuration theory is a highly philosophical concept, hence though it is very helpful to be used in explaining how the process of the changing occurs in a social system, but it needs to be re-conceptualized before its application, and it also needs a specific case of study.

In relation with this purpose, it is interesting to point out that in the field of heritage planning, the impact from globalization can be seen even more obviously. Heritage, which Ashworth (1999) defined as “the contemporary usage of the past”, will be always sensitive to the changes of the current needs. The way heritage being used and managed will be evolved in parallel with the dynamics of its users. This state is indeed more emerge when facing the open competition in globalization networks. The Netherlands is being selected as the case study in the analyses, not only because it is one of the pioneer countries which started the activities in conserving the heritage; but it also due to its well-known long tradition of planning. This country has been savoring the most idealistic planning theory in its historical development. Thus, it is promising to get the picture on how the occasion of the external value can give effect to the planning culture, by examining the changing practice of heritage planning in the Netherlands.

Nonetheless, a lesson learnt will be taken from the result of the analyses. The result and the lesson learnt from examining how the changing process in heritage planning practice in the Netherlands will be reflected and adopted to deal with particular situation of heritage planning practice in Indonesia.

## **1.2. Research Objectives**

This research is developed from the notion that due to the increasing globalization, there will always the external value which influencing the planning culture. The aim of this research is to reveal the occasion of the external value for

structuring the planning culture by examining the changing practice of heritage planning in the Netherlands.

To meet this objective, this research will be constructed based on the following questions:

1. What is the most appropriate framework to deeply examine the process of the changing practice of heritage planning in the Netherlands?

This question must be answered before analyzing the case study. Therefore this question will be answered by exploring the interwoven concepts in the theoretical chapter, which then being reconceptualized and specified in the methodology chapter.

2. How has the heritage planning practice in the Netherlands been evolving?
3. Based on the examination on the changing practice of heritage planning in the Netherlands, what can the significant findings be deduced?
4. How these findings can explain the tendency of planning culture in facing the globalization?
5. From the results of this research, what can the lessons learnt be taken to be pragmatically exercised in the heritage planning practice in Indonesia?

### **1.3. Theoretical Framework**

In order to be able to design the appropriate analytical framework for this research, then as the foundation, this research should establish the relational concepts which are going to be used. There are at least four main concepts concerning the topics of this research, which are globalization; structuration theory; planning culture and heritage planning practice. Each of these concepts is interrelated each other. But the core concept in these interwoven concepts is the structuration theory. The literature review will be framed by firstly discussed the macro problem, that is globalization as well as the external value; then continue to discuss about structuration theory as the approach in knowing how this external

value of globalization can stimulate the changing in social system, which in this study is planning culture as well as its specific case of planning field that is heritage planning practice. At the end of each section, a discussion on the relation among these concepts will be made. The diagram of this theoretical framework can be seen in the Figure I.1. below.

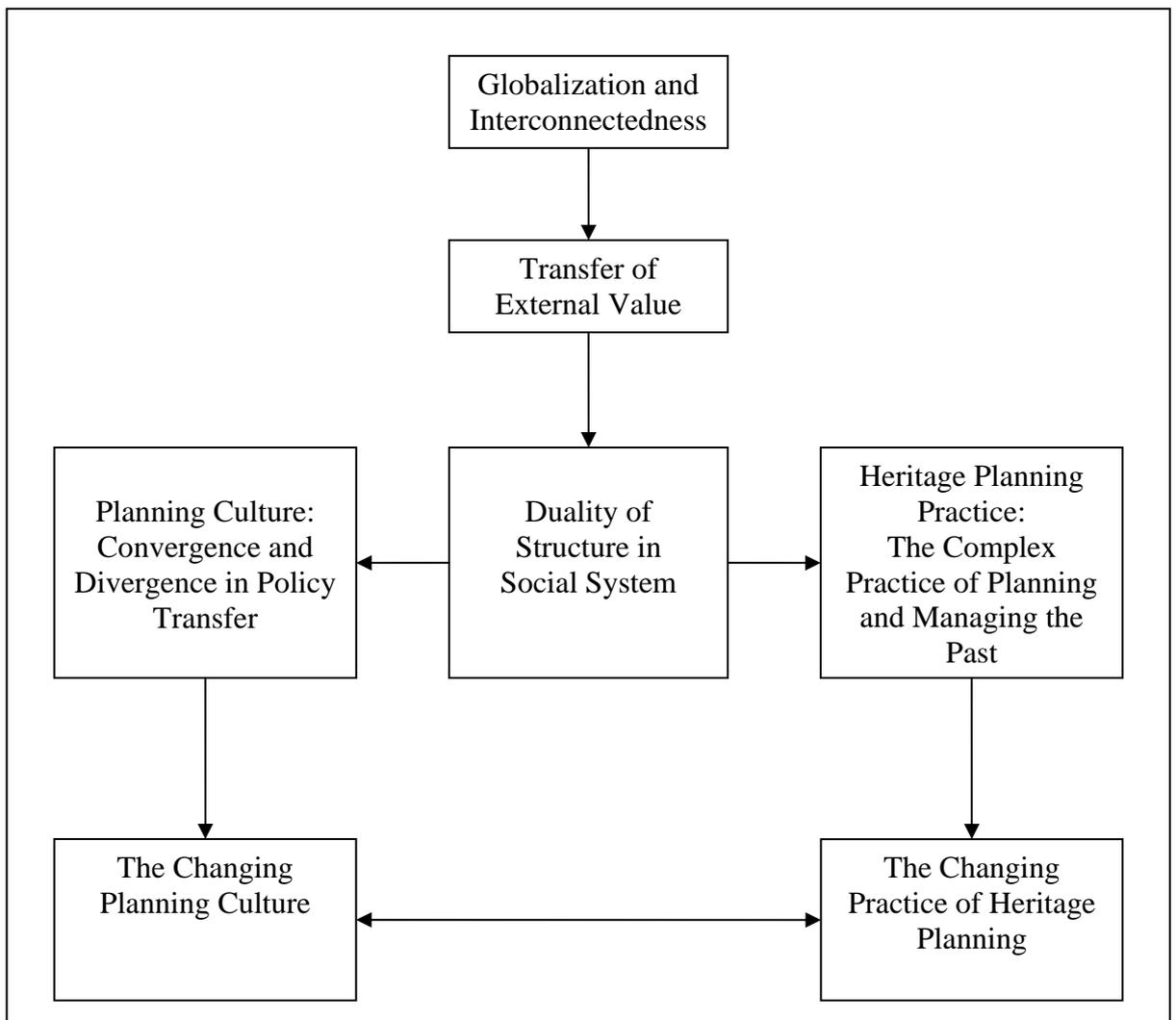


Figure I.1. Diagram of Theoretical Framework

#### **1.4. Thesis Structure**

This research will be approached by delivering six chapters of discussion. Chapter One describes the rationale of the research, the objectives and questions which set to be revealed by this research and the framework of this research.

Chapter Two will explore several concepts interwoven in this research. Begin with grasping the notion of globalization and external value; then looking more deeply in exploring the process of social change by discussing the theory of structuration; then discussing the planning culture as well as the practice of heritage planning which become the object of analysis in this research. Then, the linkage of the theories explored here will be made in order to ground for designing the analysis.

Chapter Three will design the framework and tool for analysis based on the conceptualization of theories built in chapter two and the research questions set in chapter one.

The analysis will be conducted in Chapter Four and Five. Chapter Four will not only narratively describe the data of the development of heritage planning practice in the Netherlands, from the beginning of the remarks in the practice of heritage care found in the Netherlands until the latest policy related with heritage conservation in this recent time; but it will also simultaneously discuss the explanatory context for each events. The data which is explored in this chapter will be the basis for the analysis in chapter five.

Then Chapter Five will conduct the analysis based on the method set in chapter three, by using the data elaborated in chapter four. The hypothesis will be answered as the result of the analysis. This chapter will also discuss the key findings found in the result of analysis.

The last, Chapter Six, will give total review on what has been discussed in this thesis. Some critical analysis of the limitations from the result that might be found will also be discussed. Then, further research might also be recommended in this final chapter.

The structure of this thesis is illustrated in the following Figure I.2.

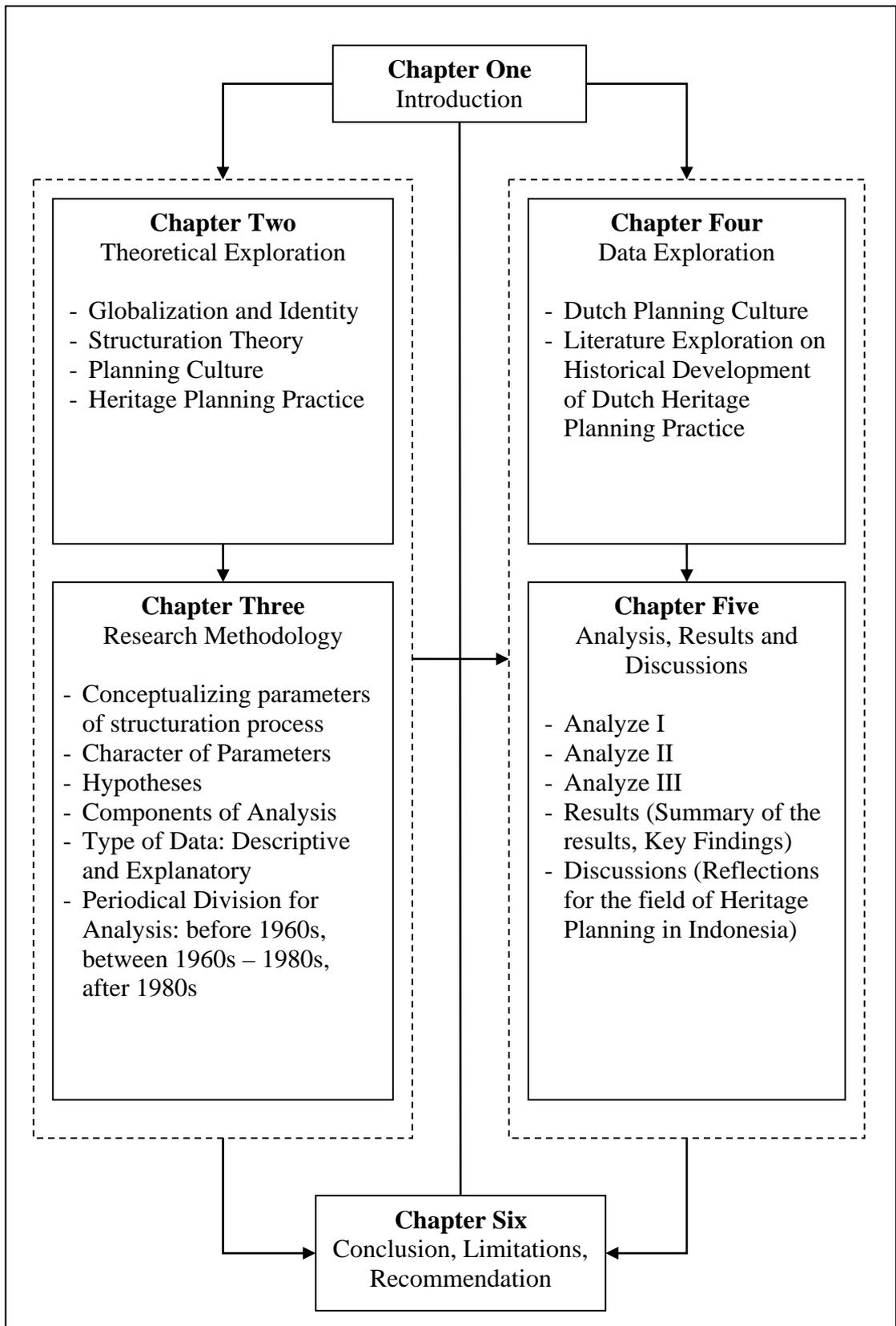


Figure I.2. Diagram of Thesis Structure

## **Chapter Two**

### **Establishing the Relational Concepts**

#### **2.1 Introduction**

This chapter provides a theoretical foundation in interrelating the concepts of globalization and planning culture. In this chapter, a somewhat multi-disciplinary view in understanding planning culture and globalization will be used. It firstly approaches academically about globalization by grasping the writings and researches done in studying this phenomenon. After that, I try to reveal the underpinning theory from this phenomenon. Thus, a broader and philosophical view of the concept of social change which can help in viewing the globalization influence toward planning culture will also be examined, i.e., by using the structuration theory. It comes from the consideration that dynamism, changing planning culture, also homogenization issue arisen in the globalization period, will be best examined by looking at the underlying concept or the philosophical theory underpinning it. Thus, this chapter will firstly discuss globalization, then grasping a broad theoretical framework drawn from structuration theory, which through it, the plausibility on conducting the analysis on specific planning practice can be verified.

#### **2.2 Finding Ground of the Changing Planning Culture**

##### **2.2.1. Globalization and Interconnectedness**

###### *Definitions*

Globalization is not a new topic. Perhaps the most widely-used word currently is ‘globalization’. Almost any topics in any different study disciplines ever included the globalization theme in their discussions. Nonetheless, there is still lacked of consensus regarding the definition of globalization itself. The definition of

globalization itself could have different meaning to different disciplines, even among the individual researchers within the disciplines (Whalley, 2005).

Scholte (2000) for example described globalization with five dimensions, which are 'Internationalization as the enhancement of cross-border relations; Liberalization as the enhancement of trade across the world; Universalization as the emergence of global culture; Westernization as the spread of Western control; and the last, *Deterritorialization*, as the spread of supraterritoriality where social space is no longer mapped in terms of territorial places, territorial distances and territorial borders'. It can be inferred that the first view point from Scholte's definition is the phenomenon of 'space' compression, which then followed by the increasing of trade, economic, global culture, and western control.

The other concept is by Harvey (1989) who referred globalization as an expansion and deepening of economic interdependencies that is reshaping or compressing the constraints of space and time. Here Harvey firstly mentioned that it is the increasing 'economic interdependencies' that compressed the space and time.

While Dreher (2005) conceptualizes globalization as a process that erodes national boundaries, integrates national economies, cultures, technologies and governance and produces complex relations of mutual interdependence. He, following Clark (2000), Norris (2000) and Keohane and Nye (2000), defines globalization to be the process of creating networks of connections among actors at multi-continental distances, mediated through a variety of flows including people, information and ideas, capital and goods. Thus globalization is seen as 'a process' where the networks of connection world wide are increasing, which then resulted with the interdependence in national economies, culture, technologies and governance,

Held and McGrew et al. (1999) defined globalization as the widening, intensifying, speeding up, and growing impact of world-wide interconnectedness,

where the boundaries between domestic matters and global affairs become increasingly fluid. They mentioned that globalization can be conceived as a process which exemplifies the transformation in spatial organization of social relations and transactions, which characterized by four types of change (Ibid.):

Involves a *stretching* of social, political and economic activities across frontiers, regions and continents; Being marked by the *intensification*, or the growing magnitude, of interconnectedness and flows of trade, investment, finance, migration, culture, etc; Being linked to a *speeding up* of global interactions and processes, as the development of world-wide systems of transport and communication increases the *velocity* of the diffusion of ideas, goods, information, capital and people; The growing *extensity*, *intensity* and *velocity* of global interactions can be associated with their deepening *impact* such that the effects of distant events can be highly significant elsewhere and specific local developments can come to have considerable global consequences.

Here globalization is defined by firstly focus on the transformation in spatial organization as the growing impact of widening of world-wide interconnectedness.

From the several definitions discussed above, it can be concluded the first important focus in viewing the globalization is the ‘interconnectedness’ of countries around the globe. The growing intensity of this interconnectedness is resulted with the growing compression of space and time, which then increases many affects, ranging from the social, politic, economies, culture, and governance.

#### *Globalization and External Values*

As the matter of fact, from understanding the notion of globalization as the increasing interconnectedness among countries world-wide, it means that the issue of globalization has been starting since the world began making activities and produced history. But the momentum of globalization appeared tremendously since the late of twentieth century, within the same time when technological invention appeared massively. Since then the debates on globalization emerged which also stimulated the interest in studying the effect of globalization toward many different aspects of life.

In economic field for example, Mosley (2005) said that in order to fully understand the linkages between economic globalization and national governments, the events in global markets need to be connected with changes in government policy, and observing how various domestic institutions and ideologies mediate these changes. While KOF (Konjunkturforschungsstelle), Swiss Institute for Business Cycle Research, conducted a survey in 2007 by using panel data collected from 123 countries in 1970-2000. The research analyzed empirically whether the overall index of globalization as well as sub-indexes constructed to measure the single dimensions affects economic growth (KOF, Press Release, 2007). The globalization index in this survey is using the dimension of globalization introduced by Dreher (2005) which covers the economic, social and political dimensions of globalization. Specifically, the three dimensions of the KOF index are defined as:

- economic globalization, characterized as long distance flows of goods, capital and services as well as information and perceptions that accompany market exchanges;
- political globalization, characterized by a diffusion of government policies; and social globalization, expressed as the spread of ideas, information, images and people.
- social globalization, expressed as the spread of ideas, information, images, and people.

Nevertheless, these researches analyze the globalization influence toward the economic sector which, though it also has relation with social change, cannot be generalized as the globalization indicator. Therefore, at the onset it is very necessary to understand the key general value that can be identified as the globalization indicator.

From a number of concepts and researches on globalization discussed above, it can be concluded that the essential characters of globalization are:

- The interaction, interconnectedness, interdependencies, 'inter-influence' among countries worldwide due to the compression in space and time;
- The increasing transfer of idea, information, capital across the border of national territory;

- The decreasing role of the national government, and the increasing role of private institutions and local authorities in governance;
- The increasing focus in expanding capital, and the preference to liberalism, neo-liberalism where the market freedom is also increasing;
- The diffusion of government policies, and the integration of national economies, cultures, governance which produces complex relations of mutual interdependence (Dreher, 2005)
- The integration between domestic and global affairs (Held and McGrew, et al. 1999).

But the character of globalization above is still very broad which is difficult to be used for a research. Therefore, the value of globalization will be narrowly seen as the external value. The external value is defined as the value which originated from outside the location of interaction, or the ideology which is accepted due to the influenced from the situation of the international context. While the internal value is the value rooted from the inherent, local based context. For example religious norms, traditional ideology.

As the consequence, the higher its connection established within the globe, or in other words, the more it is being globalized, therefore the external value will be more obviously seen and give influence to the system within one country.

#### *Globalization and the process of social change*

Then the next question is how these external values can make a change in a social system? Therefore, firstly it is very essential to understand how a social system can change; what exactly the 'mechanism' of a process of social change.

Related with the process of social change, Scholte (2000) said that there are three concepts of the causes in social change, which are:

- Methodological individualism, it is the aims and decisions of individual actors which shape the social structures.
- Methodological structuralism, it is the organizing principles of social relations (e.g., patriarchy, nationalism, rationalism, capitalism etc.) that shape the social structures.
- Structuration argument where both agent choices and structural dispositions shape the social structures.

He further mentioned that globalization has been a powerful force of social change, and the most appropriate concept in explaining the social change caused by globalization is the structuration argument (Ibid.). Thus, following Scholte, the next section will give discussion on the theory of structuration, as the approach in understanding the process of social change.

### **2.2.2. Theory of Structuration: The Duality of Structure**

Theory of structuration is developed by Anthony Giddens, which portrays the dynamism between structure and agents in social life. It was born as the result of Giddens' dissatisfaction with these major traditions - structure and agency - in sociological thought. According to Giddens, those predominantly concerned with structure (Structuralists and Functionalists) have largely given explanations of social behavior in terms of structural forces which constrain people to do things in particular ways (Rose, n.d.), but underplaying the importance of human agency, and imputing purposes, reasons and needs to society rather than to individuals (Jones & Karsten, 2003). While, those predominantly concerned with agency (hermeneutics, phenomenology) have concentrated on the human agent as the primary actor in, and interpreter of, social life (Rose, n.d.), but having little to say on issues of constraint, power and large-scale social organization (Jones & Karsten, 2003). Thus, structuration is an approach in bridging the dualism between structure and agency.

According to Giddens, agency and structure are in a relationship with each other, interdependence, and it is the repetition of the acts of individual agents which reproduces the structure. This social structure, which are traditions, institutions, moral codes, and established ways of doing things are existed; but these can be

changed when people start to ignore them, replace them, or reproduce them differently (Gauntlett, 2002). Thus, the focus is upon understanding the interaction between human agency and of social institutions. These issues are to do with the nature of human action and the acting self; with how interaction should be conceptualized and its relation to institutions (Giddens, 1984). It seeks to show how the knowledgeable actions of human agents discursively and recursively forms the sets of rules, practices and routines which, over time and space constitutes his conception of structure. This is the process of 'structuration' (Gauntlett, David 2002). In order to get clearer understanding in this concept, the following two paragraphs explain the Giddens' definition on agents and structure.

Giddens' definition on agents, departed from the idea of agency as something just contained within the individual, where it does not refer to people's intentions in doing things but rather to the flow or pattern of people's actions (Marlei & Alain, 2005). Human agency has the 'capacity to make a difference' (Giddens, 1984). Agents in their actions constantly produce and reproduce and develop the social structures which both constrain and enable them (Rose, n.d). The reflexive capacities of the human actor are characteristically involved in a continuous manner with the flow of day-to-day conduct in the contexts of social activity (Giddens, 1984). In her explanation on Giddens' theory, Rose (n.d) mentioned that this capacity is intimately connected with power, since the loss of the capacity to make a difference is also powerlessness. Power involves the exploitation of resources. 'Resources (focused by signification and legitimation) are the structured properties of social systems, drawn on and reproduced by knowledgeable agents in the course of interaction' (Giddens, 1984).

In structuration theory, 'structure' is regarded as rules and resources recursively implicated in social reproduction; institutionalized features of social systems have structural properties in the sense that relationships are stabilized across time and space. This departs from the idea that structure is what gives form and shape to social life, but it is not itself the form and shape; it exists only in and

through the activities of human agents (Giddens 1989: 256, quoted in Marlei & Alain, 2005). Structure refers, in social analysis to ‘the structuring properties allowing the ‘binding’ of time space in social systems, the properties which make it possible for discernibly similar social practices to exist across varying spans of time and space and which lend them a ‘systemic’ form (Rose, n.d). To say that structure is a ‘virtual order’ of transformative relations means that social systems as reproduced social practices, do not have ‘structures’ but rather exhibit ‘structural properties’ and that structure exists, as time-space presence, only in its instantiations in such practices and as memory traces orienting the conduct of knowledgeable human agents’ (Giddens, 1984). Importantly Giddens regards structure not merely as constraining, but also as enabling (Rose, n.d)

There are three structural dimensions of social systems (Giddens, 1984):

<b>Structures</b>	<b>Theoretical Domain</b>	<b>Institution Order</b>
Signification	Theory of coding	Symbolic orders/modes of discourse
Domination	Theory of resource authorization Theory of resource allocation	Political institutions Economic institutions
Legitimation	Theory of normative regulation	Legal institutions

Table II.1. Structural dimensions of social systems (Giddens, 1984)

Giddens recasts the two independent sets of phenomena (dualism) of structure and agency as a ‘duality’ - two concepts which are dependent upon each other and recursively related (Rose, n.d). Further, for analytical purpose, Giddens simplified the duality of structure by defining the dimensions of it, which draws in diagram below:

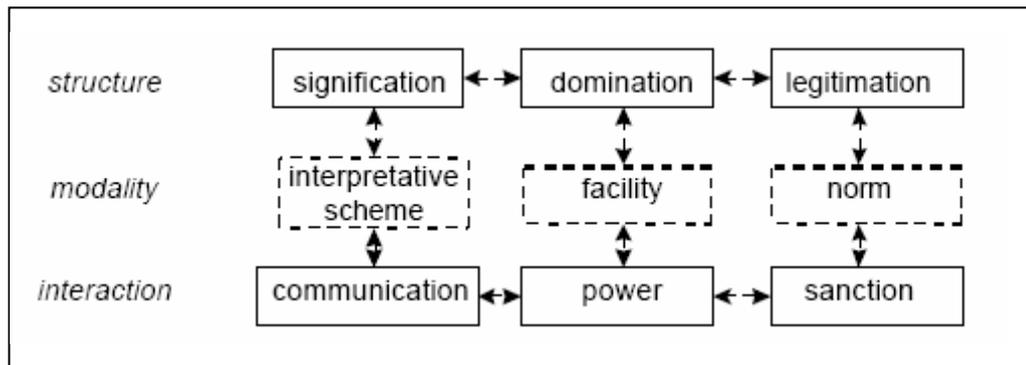


Figure II.1. The dimensions of the duality of structure (Giddens, 1984)

Each of these dimensions of structure is linked (by modality) with three dimensions of human action: communication, power and sanction. For instance, as human actors communicate, they draw on interpretative schemes to help make sense of interactions; at the same time those interactions reproduce and modify those interpretative schemes which are embedded in social structure as meaning or signification (Rose, n.d). Similarly the facility to allocate resources is enacted in the wielding of power, and produces and reproduces social structures of domination, and moral codes (norms) help determine what can be sanctioned in human interaction, which iteratively produce structures of legitimation (Rose, n.d).

Structuration is therefore ‘the structuring of social relations across time and space, in virtue of the duality of structure’ (Giddens, 1984). It is the process whereby the duality of structure evolves and is reproduced over time space (Ibid.). Agents in their actions constantly produce and reproduce and develop the social structures which both constrain and enable them (Rose, n.d). Giddens deeply reformulated the notions of structure and agency, emphasizing that ‘action’, which has strongly routinized aspects, is both conditioned by existing cultural structures and also creates and recreates those structures through the enactment process’ (Walsham 1993, quoted in Marlei & Alain, 2005). Thus, modalities can be seen as the locus of interaction between the knowledgeable capacities of actors and the structural features of social systems (Jones & Karsten, 2003). As a consequence, the basic domain of study in the social sciences consists of social practices ordered across space and time (Giddens 1984: 2, quoted in Marlei & Alain, 2005).

### *Structuration Theory and Social Research*

In Giddens's view, a structural approach in social sciences cannot be separated from an exploration of the mechanisms of social reproduction, 'there is no such thing as a distinctive category of 'structural explanation,' only an interpretation of the modes in which varying forms of constraint influence human behavior' (Giddens, 1984). In some circumstances it makes sense to say that 'participants 'decide' (individually) to 'decide' (corporately) upon a given course of action' (Ibid.). However, any analysis which involves structuration theory must clearly involve both structure and agency. .. 'In the social sciences, 'the practice is the object of the theory (Ibid.).

Regarding the importance of social practice as the object of structuration theory, Clark (1990) sums up structuration theory as a 'series of interrelated propositions':

1. The main substantive focus of social theory is not individual action and the experience of the individual actor (methodological individualism), nor the existence and requirements of some kind of societal totality (structural functionalism and, to a certain extent, Marxism) but *social practices*. It is social practices which lie at the root of the constitution of both individuals and society.
2. Social practices are accomplished by knowledgeable human agents with 'causal powers' i.e. powers to make a difference. Human agents are neither cultural dopes nor simply the product of class forces. They have a capacity for self reflection in day-to-day interaction, a practical, often 'tacit' consciousness of what they are doing and an ability under certain circumstances to do it.
3. However, these social practices are not random and purely voluntaristic, but ordered and stable across space and time, in short they are *routinized and recursive*. In producing social practices, which make up the visible patterns which constitute society, actors draw upon 'structural properties' (rules and resources) which are themselves institutionalized features of societies.
4. Structure is therefore activity-dependent. It is both the medium and outcome of a process of 'structuration' - the production and reproduction of practices across time and space. This process is what Giddens (1984) has called the 'double hermeneutic', the double involvement of individuals and institutions. Put perhaps more truisitically: 'we create society at the same time as we are created by it'.

To take simpler view, structuration theory notes the importance in focusing the interaction between the agents and the structure. Since in this interaction, the interpretation scheme is produced. Agents produce and reproduce the interpretation which then recursively create and recreate the structure. The more agents interact, the more diverse interpretation is made.

### *Globalization and Duality of Structure*

From the earlier discussion, it is concluded that globalization is rooted from the interconnectedness around the globe. Consequently, it is also speeding-up the interpretation scheme which occurs during the interaction between structure and agents. Since globalization makes the social practice occurs not only based on territory, the agents can interact with a great variety of values, norms and thoughts. This resulted with the increasing variety of intermingled values which signified human activities. The human agents conscious or unconsciously absorb these values and 'practice it' while interacting in a social system. Those interactions recursively shape the existed structure, which then recursively constraining and enabling human agents in the interactions. The repetitive interactions yielded with new values which then re-influence the human agents

From this stance, thus the structuration theory can be very helpful in explaining the mechanism of social change due to globalization's influence. But on what kind of field that the social dynamism can be best captured? In this thesis, I argue that planning culture can well exemplify the dynamism of change. Therefore the following next section gives discussion on planning culture as well as to links its dynamism with the concept of duality of structure.

### **2.2.3. Planning Culture**

#### *Definitions*

There are several definitions of planning culture. Friedmann (2005) defined planning culture as "local, regional and national differences in planning institutions and practices". Sanyal (2005) mentioned that planning culture is the "collective

ethos and dominant attitudes of professional planners in different nations toward the appropriate roles of the state, market forces and civil society in urban, regional and national development”. While (Faludi after Bolan) said that planning culture is the “decision-environment characteristics” –formal-legal structure, informal structure and the characteristics of a polity”.

Those definitions of planning culture generally have the same key points, they are only differs from the perspective in defining it. Friedman gives focus on the planning institutions, while Sanyal more focus on the planners’ role, and Faludi is seeing from the governance system, both formal and informal. But all of these concepts refer to the notion that planning culture is the whole picture that explains the differences of planning being practiced within one country, as well as the factors that caused the differences or the similarities of planning approach between those countries.

The characteristic of planning culture among others are embedded in broader culture, contains opinions on how to influence spatial development and in what direction, nneutral term, not static and evolves gradually and seldom revolutionary (Vries, 2006). To understand how the planning culture within one country, among other can be revealed from the dimensions of planning culture (Ibid.):

- 1) Politics-Administration-Society:
  - Government-Society: Market – Public Sector Mix; Trust in Government; Representation
  - Politics-Administration : Political versus bureaucratic domination
  - Government system : Central versus local; General versus functional
- 2) National (regional) culture :
  - Social relations: Competitive versus co-operative; Hierarchic versus egalitarian
  - Degree of national (regional) unity
  - Symbols of national identity
- 3) Key players in spatial development
  - Drivers behind spatial development: Landowners; Suppliers of housing; Building and development sector; Different economic sectors with their own spatial rationales
  - Drivers behind political processes: Civil society; Growth coalitions
- 4) Physical-spatial context
  - Relationship patterns of development and soil condition
  - Institutions with close relationship to soil conditions
  - Physical environment is source of dangers

- 5) Professional culture who is most influential in determining the professional spatial development discourse, such as: Designers; Civil-engineers; Social-scientists (geographers and planologen); Law graduates; Economists

### *Policy Transfer, Policy Convergence and Globalization*

The previous discussion on globalization has been explored by several researches done to measure to what extent one country being 'global and open' or the globalization intensity<sup>1</sup>. There is also another research conduct to measure globalization's influence toward economic growth<sup>2</sup>. Based on their research, it is concluded that globalization has effect positively to the economic growth of one country, where the more world-wide one country, the better its economic is.

But to draw the globalization influence toward planning culture, is not enough by linked it with this quantitative data. The scale of economic growth can not either become the indicator that globalization has a positive effect, since the network not only exist for the economy sector, but also in the terms of the ideas that being transferred during the interaction. It needs a specific analysis on how the planning is being practiced. How the process of its changing?

The globalization, which facilitates the interconnectedness between countries, has increased the transfer of ideas or policies worldwide, or what many scholars in this field called as policy transfer. Policy transfer refers to a process in which knowledge about policies, administrative arrangements, institutions etc in the time and/or place is used in the development of policies, administrative arrangements and institutions in another time and/or place (Dolowitz, 2000).

Policy transfer can be a causal factor in convergence, although convergence can result from other factors (Colin Bennett, 1991. Quoted in Stone, n.d.). The term 'policy convergence' gives an impression that the transfer arises as a consequence of

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<sup>1</sup> The Index of Economic Freedom has documented the progress of market economics with research and analysis for 13 years and encompasses 161 countries.

<sup>2</sup> KoF empirical investigation on 123 countries, using panel data from 1970 – 2000.

a structural forces (Stone, nd). It is a more general macro-level idea to describe a pattern of increasing similarity in economic, social and political organization between countries that may be driven by industrialization, globalization or regionalization (Ibid.) The policies or ideas adopted by one country influences the way planning is being conducted in that respective country, which overall change the nature of its planning culture (Dolowitz, 2000). Thus the ‘policy convergence’ concept has the close links with study of the relation on globalization’s influence.

### *Policy Convergence and Structuration Theory*

Related with structuration theory discussed earlier, the dynamism in planning culture and the convergence trend in policy, can be said as the reflection of the interaction between agency and the structure in the environment where the planning conducted. The process of social and policy changing caused by the external value can also be viewed from the structuration argument. Thus the structuration theory can be used as the theoretical framework in measuring the occasion of the external value in changing the planning culture.

Due to the fact that planning culture itself is a broad concept, hence it will be difficult to analysis how this ‘agency and structure’ in planning interacting with the external value. Thus, it needs a focus on specific environment in planning practice when analyzing the extent of external value’s influence to the real process of ‘structuring’ in planning. Therefore the following discussion will give discussion on the chosen field of planning, that is the heritage planning.

## **2.3. A Theoretical Review of Heritage Planning Practice**

### **2.3.1. Heritage Planning : The Nature**

#### *What is Heritage?*

If globalization characterized by its complex character, then heritage has the same complexity, which make it seems complicated to be defined. Many people will fall easily to define heritage narrowly as old buildings or museums. For instance, if

we look at the common definition of heritage, based on the definition from several dictionaries, they defined heritage as ‘Practices that are handed down from the past by tradition; Any attribute or immaterial possession that is inherited from ancestors, or; Hereditary succession to a title or an office or property’ (<http://www.wordwebonline.com/en/HERITAGE>, accessed on 23 January 2007). It seems that heritage has the same meaning with the past relics or any physical remains left from the history.

Ashworth (2004) states that the term ‘heritage’ ...is not, as is frequently the case, used to describe almost anything inherited from a past or destined for a future. Although the past, history and heritage, have elided in practice into interchangeable synonyms, they are clearly separated arguments....though, the concept of time has remained central, ... heritage is a view from the present, either backward to or forward to a future (Graham, Ashworth & Tunbridge, 2000). Similarly Nuryanti (1996) also mentioned that heritage has the role as a carrier of historical values from the past. Thus, to grasp the meaning of heritage, at the outset, it is essential to get a clear understanding on the relationship of past and present.

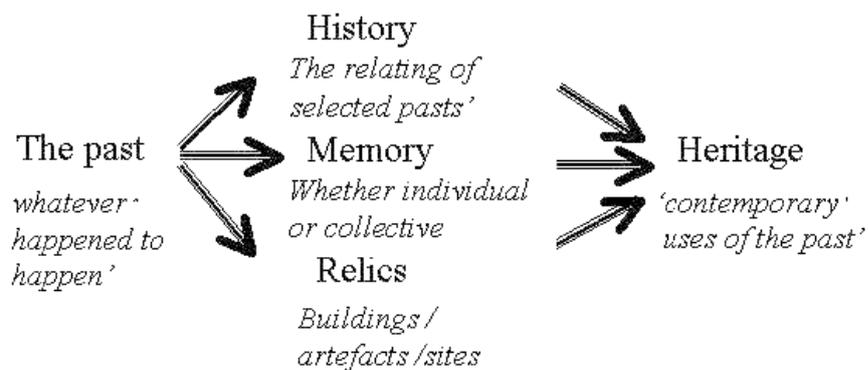


Figure II.2. The transmission of pasts to presents (Ashworth, 2004)

Ashworth (Ibid., p. 150.) described this relation and the instruments of transmission between them (Figure 2) :

The past is all that happened before the present. Only the present can actually be experienced: both the past and the future are imagined, constructed ideas.

Such ideas are constructed with the help of physical relics, memory whether individual or collective, and history, which is the attempt of presents to describe aspects of pasts. The major defining aspect of heritage is that it is the contemporary uses of the past. It thus concerns that which the present considers itself to have inherited from an imagined past and which it wishes to pass on as an inheritance to an imagined future.

Thus, the straight-forward definition of heritage is the contemporary usage of the past, which is consciously shaped from history, its survivals and memories, in response to the current needs for it (Ashworth & Tunbridge, 1999).

### *Dimensions of Heritage*

The first dimension of heritage discussed is in the term of object. There are seven categories, they are: Nature; Landscape; Monuments; Artifacts; Activities; People; Sites.

‘Nature’ refers to plant, animals, ecosystems, geological and geomorphologic features; ‘Landscape’ refers to areas conserved for their aesthetic appeal and their cultural evidence rather than the species they contain, though overlap is inevitable; ‘Monuments’ refers to built heritage, a building which has been selected as heritage, and it is often seen as the most important focus of debate ; ‘Artifacts’ are the things made by human being and collected by them, curated in collections and museums, public or private, in a stamp album at home or in the National Museum; ‘Activities’ it may have a much less conservable physical form, but it is clearly regarded as critical to identity. Some examples are language, food and drink, gardening technique, folk dances, local customs, music, religious practices etc. ; ‘People’ for example royal families in Europe, Duke and Duchess of British aristocracy, the Presidents, Kings and Queens’; ‘Sites’ it is another category of heritage which has no physical evidence at all. These places often associated with mythical heritage (such as King Arthur’s site in Glastonbury), or artists and writers, or battlefield (Ibid.).

These categories of heritage in practice are often overlapped each other. For instance, objects listed under Nature category might easily have come under Artifacts (Ibid.). To define heritage in terms of object is only useful in describing the enormous range of things which people think are worth preserving (Ashworth & Howard, 1999). At least, this dimension of heritage shows that many things can be listed as heritage, and there are some that cannot be put in listed (Ibid.). Thus it is the process of listing that is significant in this field.

The second dimension is in the terms of people and organizations who want heritage and are affected by it, the market (Ibid.). There are five markets for heritage: Owners; Insiders; Governments; Visitors; Academics.

Owners can be private citizens or public. A great deal of heritage concerns the rights of owners as against the rights of others (Ibid.); Insiders are the local people, or communities who regard things and places as part of their identity and their roots (Ibid). The community's heritage is chosen not because the significance in architecture or monetary value, but because the people want to memorialize the events which has through in it; Governments at various levels designate and conserve heritage, as well as, legitimate themselves as organizations. They are also occasionally pressed by political needs and use heritage as an instrument to control national identity (Ibid.); Visitors has a close relationship with marketing in tourism, though it is a complex and frequently difficult relationship (Ibid.). Motives for visiting are always difficult to disentangle and usually mixed; Academics are also the one who need to conserve the material artifacts or the culture and nature. They are often responsible for recognizing the heritage value of something, in order to provide the relevant disciplines to study (Ibid).

The heritage dimension elaborated in this section can be far from the complete elements found in the practice of heritage field (Ibid.). Nonetheless, it can

be used as an indication that heritage consists of many intertwined elements, whether in the objects or the users of this objects.

### *Heritage Planning*

Planning at one level is all conscious attempts to organize action in order to affect future outcomes (Paris, 1982). Heritage planning and management is not dissimilar from other aspects of planning and place management (Ashworth, 2004). Ashworth (1991) then express that heritage planning is a field that:

...lies within the overlap between three fields of knowledge and planning which have largely develop independently each other. These are first, the preservation and presentation of the surviving building, relics, memories and place-associations from the past; secondly, the contemporary industry that uses these historic resources to satisfy modern demands; and thirdly, planning intervention to rehabilitate and revitalize local economies and communities.

Consequently, in the practice of heritage planning, there will always be the linkages between the effort to maintain the value of the heritage, the industry which used it (mainly tourism) and the general public planning system in creating economic development for the communities.

The contemporary usage of heritage mainly comes from the tourism industry, where heritage become commoditized. In this globalization, tourism industry development is supported by the existence of rapid enhancement of technology, which makes tourism activities seem placeless. Many sector engages with tourism characterized by the multinational corporations, transnational agencies, thus consists with actors who are not originated from local. In the marketing of industry, it is always common to imitate the successful products or the products which most demanded by the consumers.

This fact indicates that authenticity conflict in the interpretation of the past for current use has been arising in this network of globalization era. The conflict between interpretation and authenticity will be more elaborated in this following subchapter.

### **2.3.2. Heritage Planning Practice: Interpretation and Authenticity**

By using the meaning of heritage as the contemporary usage of the past, hence there should be always the linkage between the past interpretations with the current 'usage' of it. The meaning attached to the 'past' can be subjectively depends on the users in the 'present'. Because interpretation is not only a description of physical facts and tangible elements, it moves into the realms of spiritual truth, emotional response, deeper meaning and understanding (Nuryanti, 1996). In consequence, heritage is capable of being interpreted differently within any one culture at any one time, as well as between cultures and through time (Graham, 2002).

Further Graham, Ashworth & Tunbridge (2000) conceptualize the interpretation of heritage through the idea of representation, by using heritage as the analogue with language. In terms of language, meaning is marked out by identity, and is being produced through consumption (Hall, 1997. Quoted in Graham, Ashworth & Tunbridge, 2000). Culture is essentially concerned with the production and exchange of meaning and their real, practical effects. 'It is us – in society, within human culture- who makes things mean, who signify. Meaning consequently, will always change, from one culture or period to another' (Ibid.).

Thus the interpretation process of the past in heritage is dynamic, relative and can be very subjective depends to the circumstances and the purpose of the interpretation. Ashworth (2004) stated that heritage is chosen not because it is valuable but because it has valued effects. This such criteria is not stable in space and time, in which, what is here or now considered as valuable heritage resources may not be there or then (Ibid.). It is the users of the heritage who define whether 'a thing left from the past' is the heritage. Therefore the focus of attention in heritage planning is not the preserved object but the user of it (Ibid.).

This fact becomes more complex in this globalizing economy since it works within a worldwide network and has to face the competitive market. Ashworth & Kuipers (2001) mentioned that 'if much of the past success in mobilizing public support for preservation can be attributed to a popular reaction to the rapid changes occurring as past of the previous century's industrialization and urbanization then contemporary globalization is encouraging a similar reaction in support of countervailing local identities'.

The usage of heritage for the economic purpose in the globalization network, if it is not anticipated, can endanger the authenticity of its value. Ashworth & Tunbridge (1999) stated :

Heritage is [...] in response to current needs for it. If these needs and consequent roles of heritage, whether for the political legitimacy of governments, for social and ethnic cohesion, for individual identification with places and groups, or for the provision of economic resources in heritage industries change rapidly, then clearly we expect the content and management of that heritage to do likewise.

The authenticity is not a new issue in the field of heritage planning and also tourism. The concept of 'authenticity' has featured prominently in the sociology of tourism (MacCannell, 1973; Cohen, 1988; Pearce and Moscardo, 1986. Quoted in Bartel-Bouchier, 2001). It is also central to the whole enterprise of heritage preservation (Lowenthal, 1996; Barthel, 1996; Moe and Wilkie, 1997. Ibid).

Many researches have been conducted to analyze the relation between globalism and localism in the field of conserving the past. One of the examples is the study done by Ashworth and Tunbridge (2004) who develop the historic-city model to understand the role of historic city tourism within the urban mosaic of forms and function, and to consider the impacts of the spending and behavior of such tourists upon the planning and management of cities. In order to get deeper view on this authenticity issue, the following section will discuss about this historic city model.

In historic-city model, Ashworth and Tunbridge (2004) examine three pairs of such dualities that focus on the way of valuation, conservation and use of the

historic built environment, i.e. localism versus globalism; national versus vernacular, and; residents versus tourist.

The tourist historic city (Ashworth & Tunbridge, 2000) is derived from the overlap between four large categories of tourism: 'special interest' and 'place specific'; and also between 'urban tourism' and 'cultural tourism'.

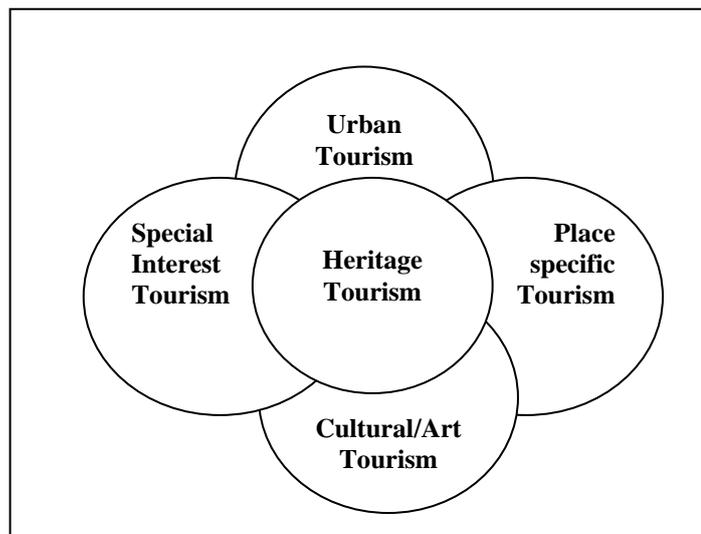


Figure II.3. Overlapped between four large categories of tourism (Ashworth & Tunbridge, 2000)

Special-interest tourism is the pursuit while on holiday of interests that probably exist outside the holiday; Place-specific tourism is where the tourism attraction is the genius loci itself, the sense of place which may be composed of many broadly defined cultural attributes, including common sets of values, attitudes and thus behavior (Ibid.) Heritage tourism is essentially both a special interest and place specific, but only accounts for a part of each of those categories (Ibid.).

From the original application in western European medium-sized cities, there were found that a political and cultural dimension beyond the original assumptions; which then increasingly obvious that the contemporary tourist-historic city was a source of major dualities and dichotomies, not unfortunate by products but centrally inherent the idea (Ibid.).

Though this idea of tourist-historic model perhaps can not be generalized as the circumstances of heritage planning as a whole, but this model indeed consists of many broader contexts. The most important is place marketing, which largely shared a trajectory of development and local application with the tourist-historic city (Ibid.).

Hence, in tourism industry, heritage has been associated with place marketing. This relationship of heritage tourism and place marketing had at least three implications (Ibid.) :

- First, the growth in heritage tourism led not only to an increase in consumer demands but equally to sharp increase in the supply of cities attempting to cater for and profit from such demand expansion. Heritage was used to endow places with what the tourism industry called a product's 'unique selling point'
- Secondly, the concept called 'city branding'. Heritage could provide the additional product attribute that facilitated that facilitated a marketable differentiation among cities. Place-specific tourism, where the character of the spatial location of the tourism activity is an inherent aspect of the product, frequently depends upon the presence and recognition of a major heritage component.
- Thirdly, the places need to be 'sold' in the first instance to their existing inhabitants and users. A local pride or 'civic consciousness' was seen as not only desirable in itself, but also a precondition for successful external marketing. This became evident in countries where there was a decline in the economic power and political authority of the local state, due in part to a trend toward national centralization as well as globalization.

From the above case, it can be learnt that the locality value of heritage, in this case 'place uniqueness', tend to be used as the product for the successful (particularly tourism) marketing. The locality value is used to counter the globalization competition. Hence, there will always a question appear from this condition. How authentic of the heritage which is being used. Is it really the authentic local value, or is it only being 'created' for the sake of successful marketing in the open marketing. From this point, that the significance to evaluate globalization's influence toward heritage planning practice can be justified. This

does not mean that the authenticity of the object will be tested using some technical standards, since that is irrelevant in this field. But, the answer will be seek among others through the observation of the development of heritage planning experience, as well as the context behind it.

### *Structuration Theory - Planning Culture in Heritage Practice*

From the concept on heritage explored above, it is obviously seen that heritage planning is the field which much related with interpretation and conflicting relation among agents. It is due to the nature of heritage planning that needs a process of transmission of the past, before it can be defined as ' heritage' (Figure II. 3). Consequently, the way the past transmitted will be changing as parallel with the dynamism in the contemporary needs.

Similarly with the constructionist concept in structuration theory by Giddens (1984) where structure can not be seen as a fixed-state, instead it should be seen as the continuous process. Thus, this concept is appropriate to show the social dynamism. Thus, it is very worthwhile to examine the changing that occurs in heritage planning practice as the effort to measure the globalization influence to planning culture.

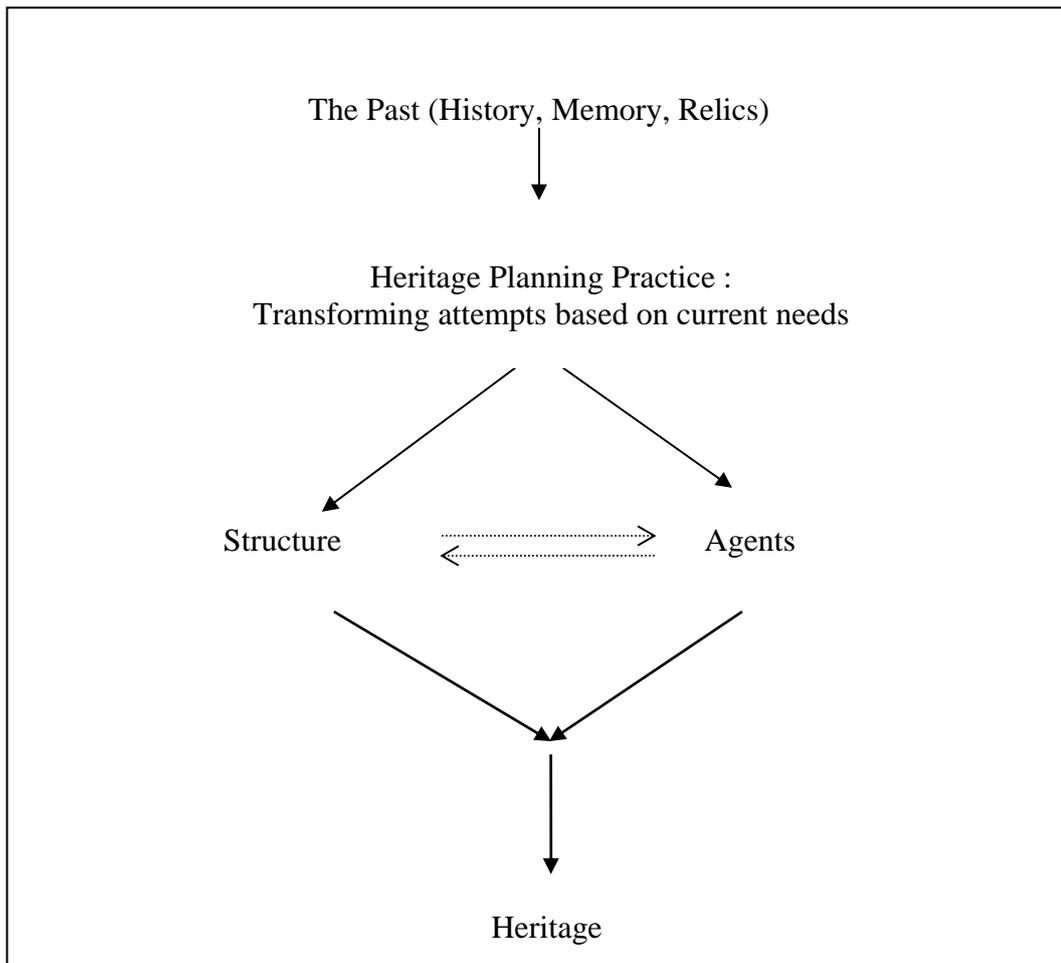


Figure II. 4. Structuration – Heritage Planning Practice

Thus, the practice of heritage planning is influenced by relevant agents, while it itself is also being the agent of change. By marking some objects as the identities of the areas, or defining the symbol of one country. Much decision in the process of selecting heritage has great influence to the society.

#### 2.4. Concluding Remarks

Structure gives shape and form to social life, but it itself is not the form and shape; while agency is rather to the flow or pattern of people’s action, it’s something just ‘contained’ within the individual (Giddens, 1984). Even though structure influences its social system, but it is not physically exist. Its appearance is rather a

philosophical and more abstract existence, which is much relevant with power. What the real is the existence of 'ideas, values' roaming during the process of interaction. The 'actions' are conducted by human agencies who consciously or unconsciously being influenced from the structure, these recursively acts which than re-structuring the existed structure.

Therefore, it is concluded that important key to be put as the focus is to analyze the process and determine the dominant value, which is always exists and influence the structuration of a social system. The values of social practice among other which is defined by Whalley (2005), that it is related with the shared beliefs within a group of individuals living in a society, such as religious beliefs; attitudes toward materialism, property, natural environment; agreements on collective governance; or jointly shared positions on the relative importance of objectives in defining social arrangements. These value always interfere every process of the agent's interaction. This value signified, dominate and legitimate the practice, both through enabling or constraining the interaction. The following figure II.5 illustrated the structuration process in heritage planning practice.

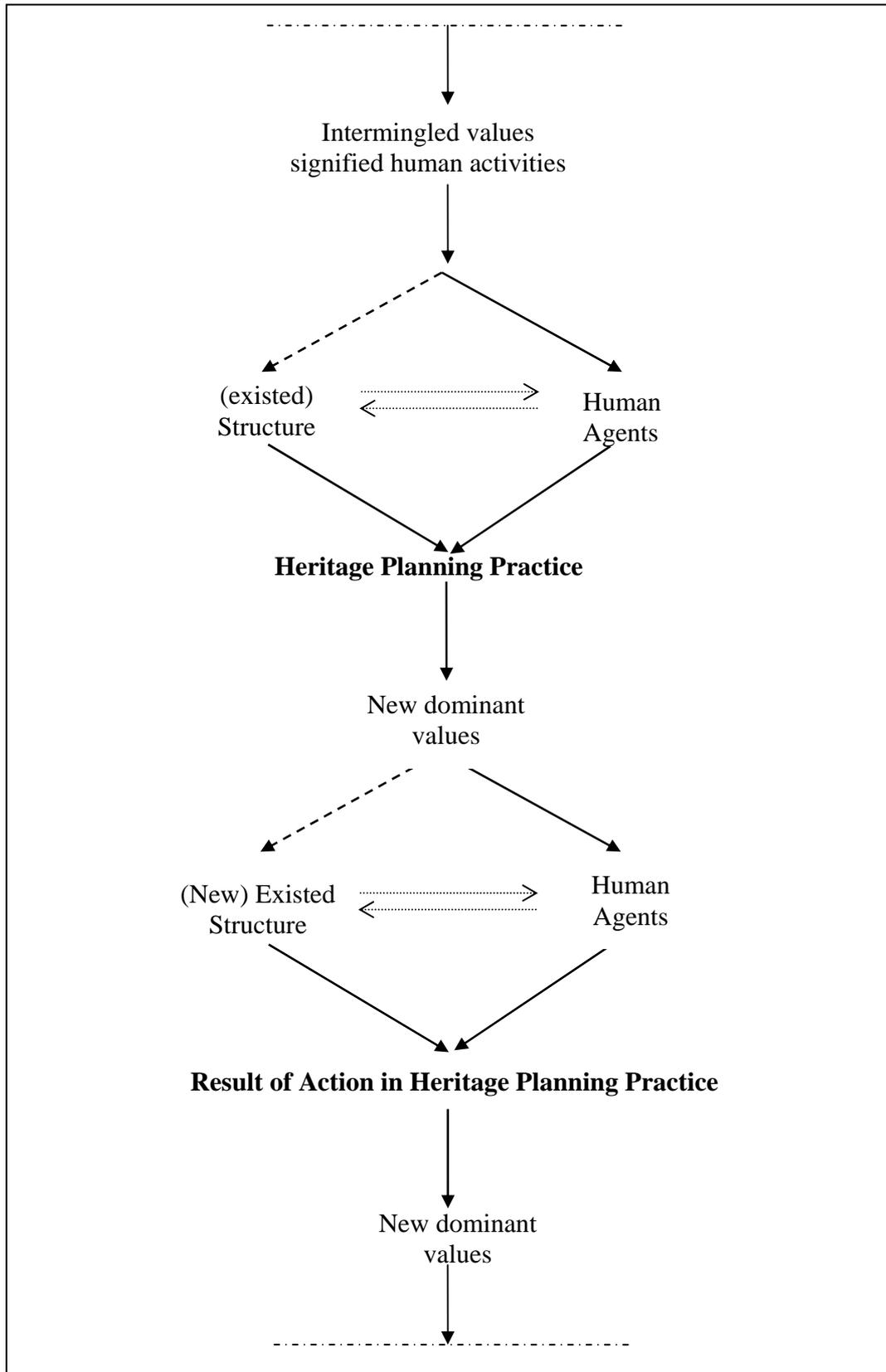


Figure II. 5. The Structuration Process in Heritage Planning Practice

The process illustrated above occur recursively, therefore the resulted-effect will be accumulated from each phase. The dotted horizontal line at the top and down of the figure indicated that it is a continuous process.

By referencing to theoretical exploration on the external value as the result of the increasing global network, then the process above can be re-modeled in the figure II.6 below.

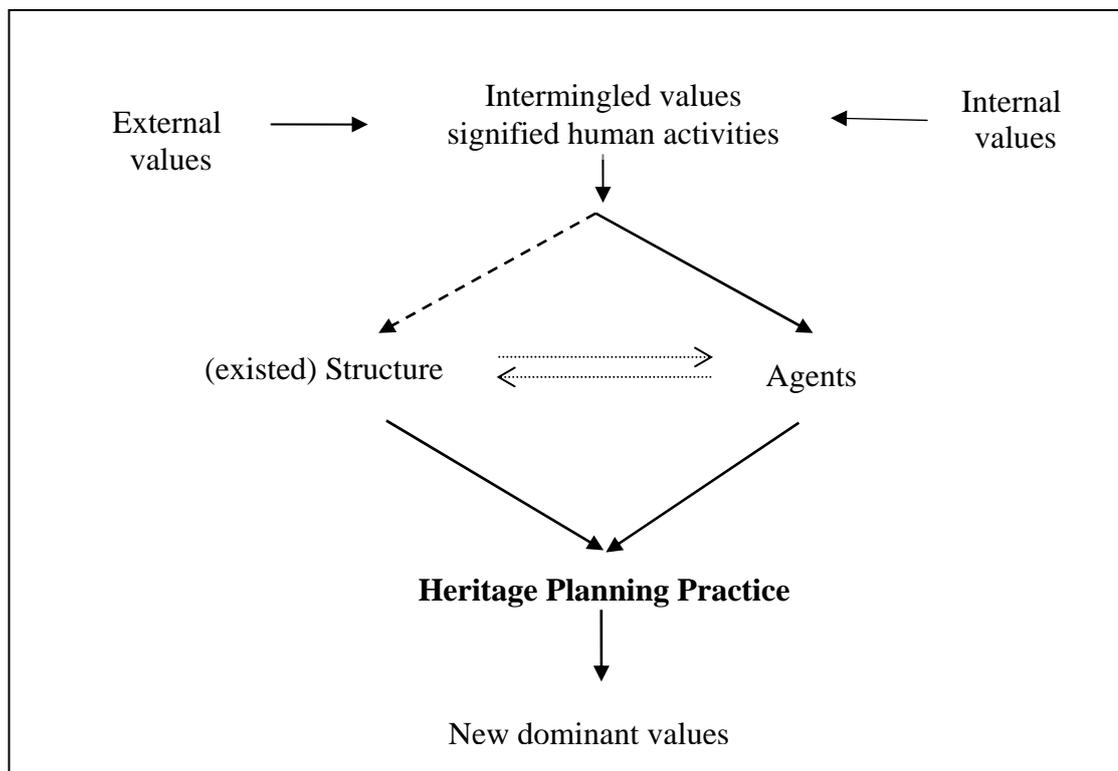


Figure II.6. The Iterative Structuration Process in Heritage Planning Practice

Therefore, in order to be able to examine to how extent the external value can influence the heritage planning practice, there are two important analyses should be conducted. The first analysis, is to reveal the values embedded in the structuration process; and determine whether these values are categorized as globalization values. The second analysis, is to examine the structuration process itself; and determine whether the observed practices of heritage planning has shown the characters to be categorized as structuration process. The detail discussion regarding the framework for analysis will be discussed in chapter three.

**Chapter Three**  
**Research Methodology: Designing Analytical Framework**

**3.1. Conceptualizing parameters of structuration process**

The theories elaborated in previous chapter is the essential step for grounding the connection among related concepts in order to examine the structuration process in the changing heritage planning practice in the Netherlands, as well as the basis for designing the analysis framework for this research. At the bottom line it is concluded that there will always a dominant value which intervene and influence the interaction among agencies and structure in every actions.

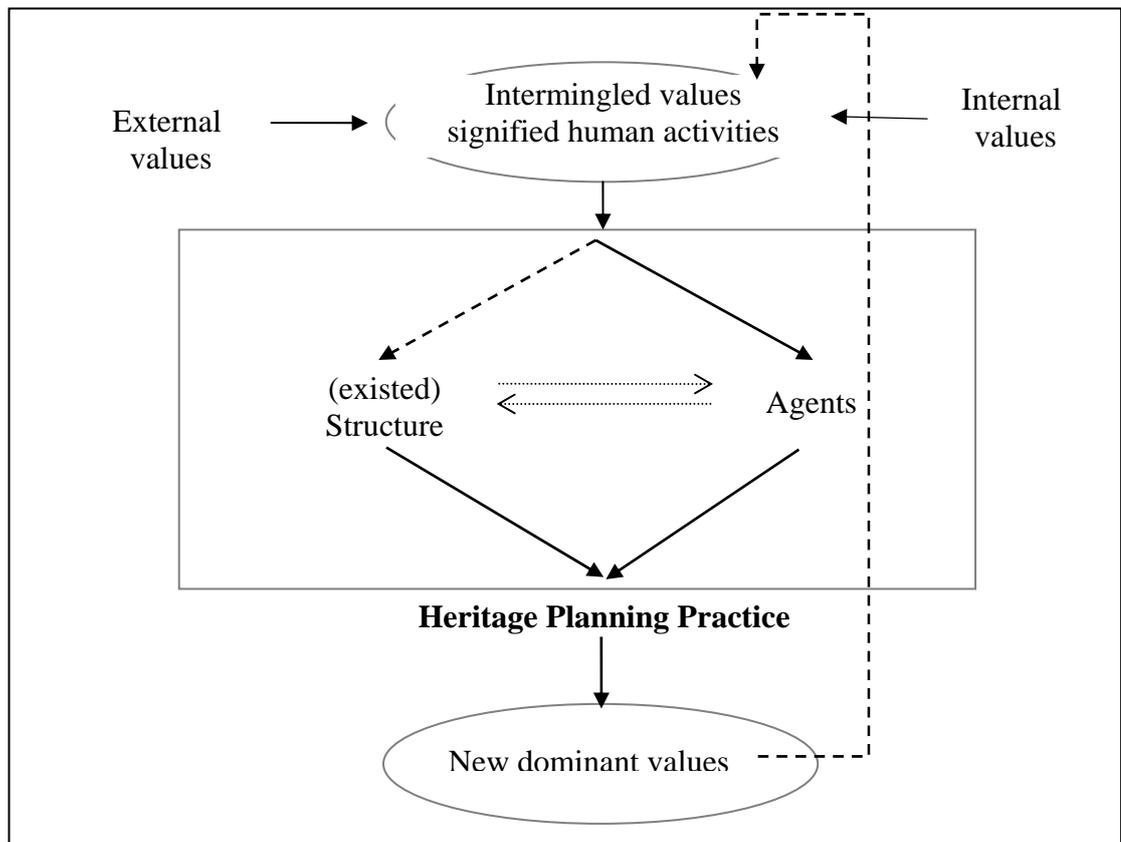


Figure III.1. Value in the process of structuration

By differentiated the external value in the structuration process, and assumed that internal value already embedded in the existed structure then the analysis will be conducted based on the basic interrelated parameters in Figure III.2 below.

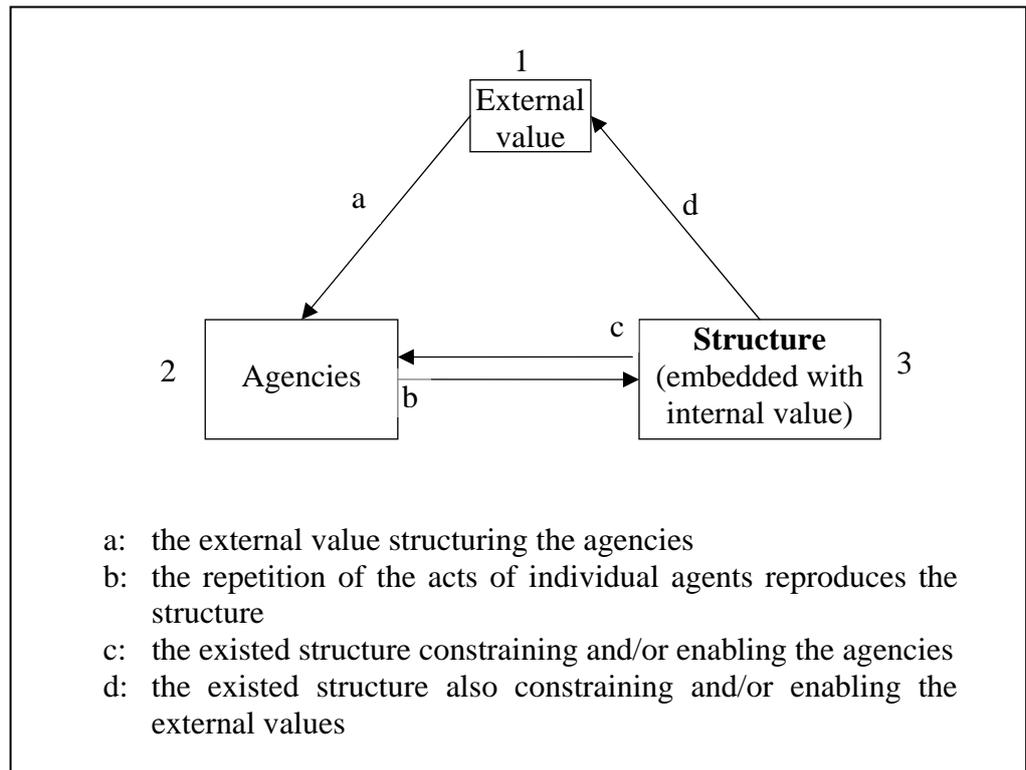


Figure III.2. The model of interrelated parameters in structuration process

Therefore, the structuration process in Dutch heritage planning practice will be examined by analyzing three parameters of analysis:

- (1) the external value;
- (2) the agency; and
- (3) the structure.

Regarding with the parameter of structure, since structuration is an iterative process, therefore the structure will be accumulatively being produced and re-produced. The model of the iterative and accumulative process of structuration is illustrated in Figure III.3 below.

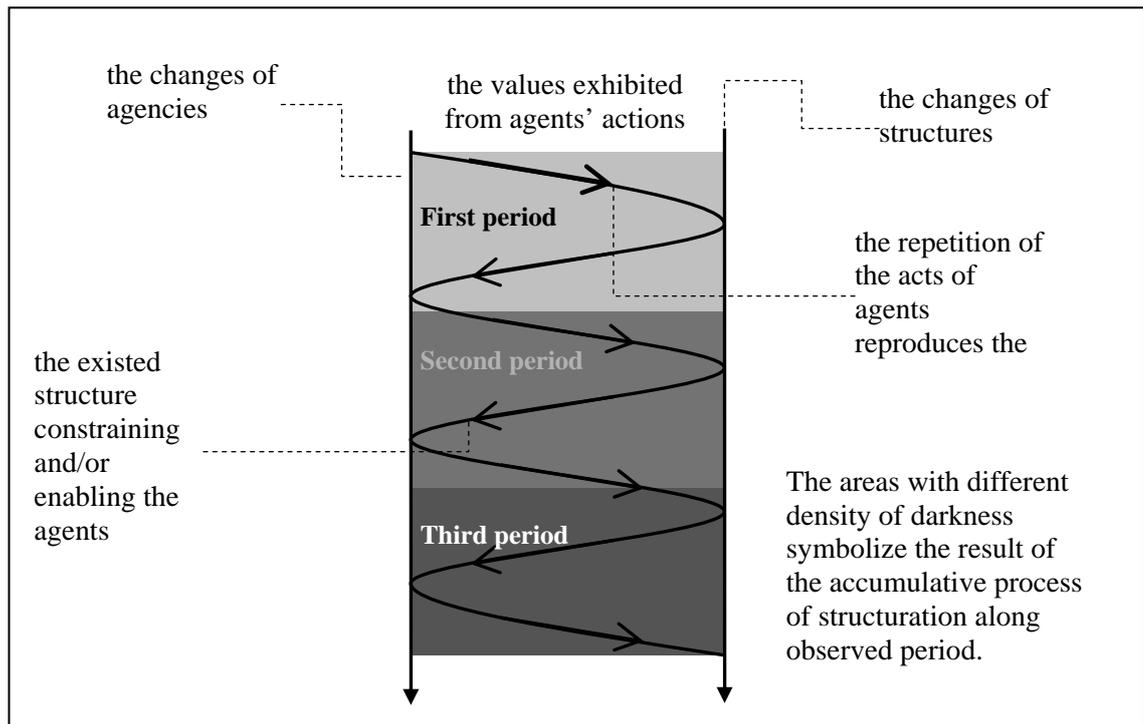


Figure III.3. The model of the iterative and accumulative process of structuration

### 3.2. Character of Parameters

Therefore there are three parameters used in this analysis, i.e., structure, agents, and external/internal value. The characters of each parameter are as followed:

#### 1) Characters of Structure:

- Giddens (1984) defines 'structure' as sets of rules and resources that actors draw upon as they produce and reproduce society in their activities. Rules are "generalisable procedures, implemented in enactment or reproduction of social practices" (Ibid).
- Some are highly explicit, and formally codified such as laws, prohibitions, bureaucratic (Ibid).
- Others are the 'unwritten' social rules that apply to the realm of the informal body posture, linguistic register, linguistic tact, etc. (Ibid).

## 2) Characters of agency

- Agency refers to the specific behaviors or activities in which humans engage.
- These behaviors are guided by the rules and contexts in which interactions take place.
- Agency concerns events of which an individual is the perpetrator, in the sense that the individual could at any phase in a given sequence of conduct, have acted differently
- It is the flow or pattern of people's actions (Marlei & Alain, 2005)
- Agents in their actions constantly produce and reproduce and develop the social structures which both constrain and enable them (Rose, n.d)

## 3) Character of External and Internal Value:

- external value is the value which originated from outside the location of interaction, or the ideology which is accepted due to the influenced from the situation of the international context.
- internal value is the value rooted from the inherent, local based context. For example religious norms, traditional ideology.

### 3.3. Hypotheses

Based on parameters of structuration process which have been conceptualized above, therefore there are three hypotheses set in this analysis:

- I. There will always be the external value that structuring the actions of the agents in the Dutch heritage planning practice → Figure III.2: a
- II. The agents' respond toward the influencing value can be different. This hypothesis comes from the concept: Even though, the external value structures the agencies, but there is also existed structure which constraining and enabling the agencies. → Figure III.2: a & c. Therefore, it is assumed that this factor will cause the complexities of the agents' respond although it is being influenced by the same value.

III. The structure which is being produced and re-produced is getting more varied from first period to the later period. This hypothesis comes from the concept that structuration is the accumulative process. Thus it always includes the result of the previous structure as the agents for making the new structure → Figure III.3. Therefore it is assumed that as one proof if the structuration occurs, the structure being produced as the result of the repetition of the acts of agents in Dutch heritage practices will be more varied along its historical development. Thus the later period of time will have more complex structure compared with the previous period.

### **3.4. Components of Analysis**

Based on three hypotheses set above, then there are three components of analysis will be conducted:

I. The first analysis is to reveal the origin of the value embedded in the structuration process; and determine whether these values are external or internal value. There are three steps in this analysis:

(1) Determining the structures.

The basic domain of study in the social sciences consists of social practices ordered across space and time (Giddens 1984, quoted in Marlei & Alain, 2005). Therefore, in order to determine what are the structures produced in the observed period, the analysis is started by identifying the actions in the historical development of heritage planning practice in the Netherlands. Due to the impossibility to note all the events in detail, then at a very least the remarkable actions should be listed in the analysis.

(2) Determining the agencies.

This step will analyze the actions of the agents that have stimulated the remarkable actions which produced the determined structure (step 1).

(3) Analyzing the origin of the value.

This step will link the structure and the stimulating agencies in order to examine the origin of the influencing value, whether it comes from the inherent, local-based context; or that value was the influences of the international context, ‘outside’ the Netherlands or the external value.

In exploring the data for both the structures and the ‘stimulated-agencies’, the character of structure will be embedded during the analysis.

The first two steps in this analysis will be conducted in parallel with the data exploration. Thus the data exploration in the next chapter will give the narrative historical development of the remarkable agencies or the flow of agents’ actions which produced the structures in Dutch heritage planning practice; as well as the explanatory data of the agencies which was stimulating those remarkable actions. The third step will be finalized in chapter five.

II. The second analysis to examine whether the same agents give different respond toward the same influencing value. The agency set to be focused in this analysis is the state’s intervention in Dutch heritage planning practice. The state’s intervention is chosen to be the focus of the agents due to the level of this case which is at country level. This analysis is conducted by comparing the dynamism of state’s intervention with the origin of the intermingle value as resulted in analyze I. The intensity of role of the state in the field of heritage planning will be based on data exploration in chapter four, which then is being marked as very low, low, medium and high. Each score will be compared with the dominant value in the same observed period, whether it is the external or internal value as resulted from analysis I. The criteria in marking the intensity of state’s intervention is based on the consideration of the intensity of the authority, function, role and activities of national government in dealing with heritage in the observed period.

III. This analysis will examine whether the structures, which are produced and re-produced, are being accumulated and getting more varied from first period to the later period.

This analysis is conducted by listing the structure being produced along the historical development of heritage planning practice in the Netherlands. The listing of the structures being produced in the observed period will be based on the indicators set for this parameter.

Based on those characters of structure review above, then the parameters of structure is divided into the variables and indicators mentioned in Table III.1 below:

<b>Parameter of Structure<sup>1</sup></b>		
<b>Variable</b>		<b>Indicator</b>
<b>Complex</b>	<b>Simple</b>	
Promulgation of Legal Documents	Acts	Monument Acts
	Policy guidelines	National policy guidelines related with heritage sector
Establishment of Institutions	Formal Institutions	Department/Ministry of Education, Culture and Science Organizations
	Informal Institutions	Private organizations
Enactment of Policies	Decentralization policy	Division of authority among three level of government
		Local approval of national listing
		Monument policy made by Local and provincial government
		The category division of monuments (national, provincial, local)
Performing Activities	Inventory, Listing, Protection	National inventory
		Local and Provincial inventory
	Joint program	Integration with Ministry of Economic Affairs
		Integration with Ministry of Housing, Spatial Planning and Environment
		Integration with Ministry of Agriculture, Nature Management and Fisheries
		Integration with Ministry of Transport, Public Works and Water Management
		Integration with international cultural policy
Setting criteria	Scale of Heritage Object	Heritage object of individual buildings
		Heritage object of areas

Table III.1. Indicators of Structure

<sup>1</sup> It is important to be noted that this division of parameter is only for the analysis in this research, and it doesn't intend to be the representation of all the variables of structure can be existed in a social system.

### **3.5. Type of Data**

There will be two approaches used in exploring the data for analysis, which are descriptive and explanatory. The descriptive data will be used to identify the remarkable 'actions', happenings or events that have produced the structures in Dutch heritage planning practice. While the explanatory data will be used to identify the agencies which stimulated those remarkable actions. This data is mostly analytical and historically context-interpretation based. Both of data is the secondary data which is reviewed from various sources or of literatures, for instance: acts, cultural policies related with heritage protection, previous researches, journals, articles, books and any information media such as websites.

### **3.6 Periodical Division for Analyses**

Since the process of interaction between agents is the locus of analysis, therefore in order to be able to grasp the clearer dynamism of the development in Dutch heritage practice, the analysis will be cut off into three periods. The criteria for period division is based on the general remarks of paradigm shift in planning culture and also the remarkable action on heritage planning practice in the Netherlands.

The periodical division for the analyses is as followed:

- First period: before 1960s  
Begins with the elaboration on the first awareness toward heritage appeared in the Netherlands, following period of the golden years of planning where the technical rationality, comprehensiveness approach were celebrating in 1950s (Sanyal, 2005). This period will explore how the effort in managing the past is conducted without the existence of a comprehensive monument act.

- Second period: 1960s – 1980s

This period often seems as a turning point for Western societies. The ruinous effects of two world wars, the atom bombs dropped over Japan and a string of events such as the Vietnam War provoked a huge reaction against the established order by American youth (Yahya, n.d.). Thus this period can be regarded as the beginning of the spread of liberal ideas which should be important in examining the external value in the relation with globalization development. While in the field of heritage, this period is signed by the promulgation of the first monument act in the Netherlands.

- Third period: after 1980s

This period is marked by the rapid expansion of information and communication technologies in 1990s (Sanyal, 2005). The globalization discourse is much more apparent since this period. In the field of planning, Sanyal (2005) mentioned that in 1980s there are raising new elements in the culture of planning practice, which are globalization and neoliberal politics. While in the heritage field, the 1980s signed as the period when the second Dutch comprehensive monument act was being promulgated.

## **Chapter Four**

### **Data Exploration and Initial Steps for Analyses**

#### **4.1. Introduction**

The theoretical exploration discussed previously in chapter two finalized with the hypothesis that the external value as the result of globalization network will always be the dominant value which interferes the interaction among agencies and thus influences the (re)structure of the system. This chapter will conduct the first initial analysis that is to explore the data on the development of heritage practice in the Netherlands, as well as to reveal the context behind the interaction process. As has been defined in chapter three, the data will be used the descriptive approach, paralleling with the exploratory approach in explaining the stimulating agencies.

This chapter will be begun with discussion on Dutch planning culture and the factors behind the shaping of traditional value of Dutch planning practice. Then the actions of heritage planning practice in each period will be discussed. Begin from the first period when a comprehensive monument act has not existed yet in the Netherlands until the latest direction on cultural policy of the new Dutch Government in 2007.

##### **4.1.1. Dutch Planning Culture**

###### *Geo-physical condition*

The Kingdom of the Netherlands consists of the Netherlands itself and six islands in the Caribbean Sea of the Netherlands Antilles and Aruba (<http://www.minbuza.nl/en/welcome/Netherlands>). With the area width of only 41,864 km<sup>2</sup> (Europese Gemeenschappen) and populated with over 16.3 million

(in Mid-2006, Ministry of Health, Welfare and Sport (VWS) [[www.minvws.nl](http://www.minvws.nl)], the Netherlands becomes one of the smallest and densest populated countries in Europe.

This country is located in North West Europe, bordered by Belgium on the south and Germany on the east. It is situated on the North Sea and at the mouths of four major rivers, the Rhine, Maas, Scheldt and Eems. Approximately half the area of the country is below sea and river level, where over twenty percent of the land has been reclaimed from the sea (Ibid.). The combination between the high dense area and the land topography which half of it below sea level makes the Netherlands has to face the scarcity of land for development.

The limitation of its physical condition has given a strong influence in shaping its planning tradition. De Vries and Van den Broeck (1997) argue that the geo-physical circumstances in the Netherlands forced the Dutch people to cooperate. The topography of its land which is beyond sea level makes almost half of the country to struggle against flooding. Besides building the dikes together, the Dutch also had to cooperate because of ‘adverse soil conditions’; building on Dutch soil requires large investments. The threat of flooding and bad soil conditions also contributed to a culture of collectivity, consensus-forming and democracy (Ibid.). This culture of cooperation by the Dutch can be found in many more studies concerning the Dutch (planning) culture. Weil (1970) for example states that the Dutch political system is one of harmony, cooperation and general consensus about the necessity to improve the Dutch society.

Similarly EU Compendium described Dutch planning system as the comprehensive-integrated approach in which ‘spatial planning is conducted through a very systematic and formal hierarchy of plans from national to local level, which coordinate public sector activity across different sectors but focus more specifically on spatial coordination than economic development; Dutch planning system is also ‘associated with mature system which requires responsive

and sophisticated planning institutions, mechanisms and political commitment to planning process; thus in the Netherlands 'public sector investment play important role in realization of planning framework' (European Commission, 1997).

### *A Pillarised Society*

Beside the geo-physical condition, another distinction from the Netherlands is the pillarised ideology. Though this ideology has not prevailed anymore in the political system, but it was ever existed in the Netherlands for a quite long period i.e., from 1870 until 1960, which might have given influenced to Dutch planning tradition.

The pillarization of Dutch society has become the basis for development of culture of living with ideological differences between different religions (Goudsblom, 1967 in Faludi, 2005). This condition stimulated the Dutch success in trade within 17<sup>th</sup> century, and which is probably the most important period in Dutch history called as Golden Age. In this period the Netherlands flourished economically, culturally and scientifically. A lot of important writers, scientists and artists came to the Netherlands because of the freedom of religion (Ministerie van Buitenlandse Zaken). This prosperity manifested also culturally in the form of new cities, famous writers and painters, public buildings, buildings for stocks and trading and the printing and trading of books which was enormous. It benefited the conservation sector due to the large stock of historic buildings dating from pre-Roman to modern which left for the Netherlands (MOCW, 2006). No wonder, the Amsterdam called the culture capital of the Europe.

### *General Government System of the Netherlands*

The Netherlands has been a parliamentary democracy since 1848 and a constitutional monarchy since 1815 (History of the Netherlands, 2007). The Netherlands is a parliamentary democracy based on proportional representation with a bicameral Parliament (MCOW, 2006). The Upper House has 75 members elected by the members of the Provincial Councils, making it an indirectly elected

regional chamber, while the Lower House has 150 members elected directly in general elections (Ibid.).

Government of the Netherlands has traditionally been decentralized and consists of three layers, i.e., central, provincial and municipal government (MCOW, 2006). Each province is governed by a Provincial Council, which elects an executive committee to be the Provincial Executive which is responsible for drafting and implementing Provincial Council decrees and by laws, and implementing any central government decrees delegated to the provinces (Ibid.). Each municipality is run by a municipal council chaired by a Mayor, the Mayor and Aldermen form the municipal executive (Ibid.). The provinces and municipalities receive central government funding from the based on population size and criteria such as the socio-cultural (Ibid.). The funding from the Municipalities Fund is used to pay for cultural and recreational amenities such as theatres, sports fields and swimming pools, among other things (Ibid.). Municipalities are regarded as an essential element in democratic government, where local government cultural policy initiatives are able to provide a counterbalance to central government measures (Ibid.)

#### **4.1.2. The Dutch Heritage Planning Practice – general overview**

The Dutch planning culture discussed above has showed general description on how the attitude toward planning tradition in Netherlands. Nonetheless, as stated in chapter two in this thesis, planning culture is the result of social interaction among agents in the system. Thus this section will reveal how the process of this interaction by observing the specific field of the planning sector in the Netherlands, i.e. in the field of heritage protection. This observation is based on the notion to grasp the dynamism of the ‘actions’ occurred in this field within specific time, as well as explore the contextual situations which ‘structure’ those actions.

The Netherlands is one of the densest concentrations of protected buildings and most extensive coverage of conserved areas in the world (Ashworth, 2004). This country consists of 12 provinces sub-divided into 467 local authorities, where each tier of governments i.e., national, provincial and local governments, and also many private organizations have a responsibility and concern for protecting the cultural heritage (Akerboom, 2005). Among of the important cultural institutions involved with heritage care in the Netherlands are *Rijksdienst voor Archeologie, Cultuurlandschap en Monumenten* or the National Service for Archaeology, Cultural Landscape and Built Heritage; a number of larger national museums; and educational facilities like conservatories and other higher art education institutions which closely related to state government; and Dutch museums which are financially dependent on the municipalities (MOCW, 2006).

The state provides some degree of funding and each has a series of national bodies that concern themselves with historic building preservation both by the allocation of grants and the awarding of special “listing” status. Tax deduction and government subsidies provide a substantial incentive to building maintenance. The private sector of conservation which work in the Netherlands mostly is undertaken by a relatively small number of large firms who belong to a close-knit federation (MOCW, 2006)

The implementation of national legislation is largely permissive rather than compulsive and depends on the response of subordinate authorities to the possibilities offered (Ashworth, 1991), thus the Netherlands employs a localized approach in planning heritage care (MOCW, 2006). The distribution of national designations shows a distinctly skewed distribution favoring the Western provinces, despite the more even distribution of architectural historical resources (Ashworth, 1991). In the Netherlands there were only a small minority of local authorities that has adopted conservation policies (66 out of 875), while less (27 of the 875) were developing their own monument listing (NIROV 1981 quoted in

Ashworth 1991). Thus some authorities, especially the larger cities located in the western provinces were more heritage conscious than others (Kamerling 1987, Nelissen and Verfuerden 1989, quoted in Ashworth 1991).

A Department for Art and Culture established in the Netherlands in 1945, followed two years later, the Council for the Arts was installed by the Cabinet in 1947 (MOCW, 2006). Until some twelve years ago, political responsibility lay in the hands of ministers, but since 1994 the political responsibility for arts and cultural affairs was given to a State Secretary in combination with media affairs (Ibid.).

#### **4.2. Dutch Heritage Planning Practice from the beginning until 1960s : The 'Actless Period'**

*1808: first organized institution of heritage care*

In 1808 *Koninklijk Instituut van Wetenschappen, Letterkunde en Schoone Kunsten* (the Royal Institute of Sciences, Literature and Fine Arts) was established (MOCW, 2006). This institution was a typical and individuals stimulated an interest in antiquity which led to the shaping of a new attitude among social leaders towards the surviving relics of the past (Ashworth, 1991). The heritage care in this period was dominantly initiated by some influenced and interested individuals in antiquity (Ashworth, 1991) and was largely a function of the royal court, i.e. King William I reigned during 1815-1840 who nationalized museum collections and their funding (MOCW, 2006). Nonetheless the establishment of the Royal Institute of Sciences, Literature and Fine Arts can be signified as the first organized concern toward the past relics.

The process of this first remark in heritage practice development signified by the establishment of organized institution was required to be discussed. What were the practice and agents within the situations which resulted with the 'new

structure' in 1808? To answer this question, it is very useful to trace the political situation in the Netherlands before this period.

There were two important events in the Netherlands during this period. First is the Dutch renaissance after the war with Spain; and second is, the period when the Netherlands being ruled under French emperor.

From 1568 till 1648, the northern Netherlands had a long struggle against the Habsburg King Philip II of Spain, which resulted with the retreat of Spanish troops in 1609 (Oldenburger & Ebbers, 2006). Then after this 80 year-war, the Netherlands achieved its independence and had a renaissance period (Ibid.). The revolution with Spain troops 'educated' Dutch people of the value of individual freedom which to a large extent shapes the general cultural tradition in the Netherlands.

Afterward, from 1794 to 1814 France controlled the Netherlands under the direction of Napoleon who unified the Netherlands as unitary state and renamed this country as Batavian Republic (Wikipedia, 2007). In 1798 the first formal Constitution *Staatsregeling voor het Bataafsche Volk* was enacted (Ibid.). It was in this French rule period where freedom of religion, along with freedom of the press and the right of association, was protected in the Constitution of the Batavian Republic (MCOW, 2006). This 1798 Constitution separate the church and state at national level at the first time; appointed various 'Agents', which among of them is 'Agent for National Education' that promoted the 'Arts and Sciences' (Ibid.). Thus, the establishment of the Batavian Republic as a unified nation state with its constitution can be laid as the foundation for an organized national policy on culture in the Netherlands (Ibid.).

From those two historical events in the Netherlands, therefore it can be inferred what the factors that motivate the action in 1808. It was the feeling of individual freedom and nationalism after the long struggle for independence that

motivated the establishment of *Koninklijk Instituut van Wetenschappen, Letterkunde en Schoone Kunsten* in 1808, plus stimulated by the enactment of first Constitution during French rule in 1798 which introduces the national policy on the culture and art.

Thus, if the renaissance period after long struggle for independence from Spain and France which was resulted with the Dutch people's high nationalism and individual freedom was put as the 'existed structure' of that time, then the action that structured it, was the establishing of the first Constitution by French reigned by setting the foundation for an organized effort in caring antiquity in the Netherlands. The result of this process was the establishment of *Koninklijk Instituut van Wetenschappen, Letterkunde en Schoone Kunsten* in 1808.

#### *1862: heritage care in Dutch new transformed system*

The next remarkable action in heritage care development is in 1862 when Prime Minister Johan Rudolf Thorbecke made a statement that 'the government is not a judge of science or art' and that the state should not, as a matter of principle, express any opinion on the content of the arts and sciences, nor decide what direction they should take (MCOW, 2006). This statement was the important signal for the ground of liberal principle in the Netherlands which make it essential to be explored. What was the action that influenced the structuring process behind the prime minister's statement in 1862 that? To answer it, again we need to trace back on Dutch history of political development during the beginning period.

In 1813 William I had his first proclaims and set the first Dutch constitution in 1814/1815 (Igitur-archive, n.d.). The 1814/1815 Constitution that William I had, did not form a democratic state like in the modern sense, but rather as a regulation and royal's decree that legalized the sovereign prince who governed in an autocratic manner (Ibid.). After the Belgium is independent from the Netherlands in 1830, there were demand to revise this constitution and adapted

to the new situation (Ibid.). But the revision process, which was only start in 1839, was also accompanied by critics on government's autocracy and the demand to modernize the constitution (Ibid.) In 1840, the 1814/1815 Constitution was revised by adding the provision for the need of a minister's countersignature for every royal decree and royal ratification of parliament's acts, and introduced criminal responsibility of the signing ministers for royal decrees and acts of parliament which would contravene the law (Ibid.). The 1840 revised-Constitution significantly changed the Netherlands's system from the centralistic and king's autocracy-based to a limited King's domination in the decision making.

The other description of Dutch situation around 1840 was the crisis of economic and financial. It gave the sense of political crisis which stimulated an increasing constitutional debate by small minority of liberals (Ibid.). Nonetheless, this crisis did not result with some remarkable events in Dutch political situation.

But the situation in the Netherlands changed quite radically in 1848 when there were several revolutions happened in European countries, i.e., France and Germany where their governments gave in to liberal demands (Ibid.). The political situation from these Netherlands' neighboring countries gave significant influence to the king who then decided to conduct a constitutional reform and accept the domestic call for a liberal constitution (Ibid.). On March, i.e., the same month when German revolution took place, he decided to appoint a committee to develop a proposal for constitutional reform (Ibid.). On April, the proposal was finished which amongst other things, direct elections for both Houses of Parliament and set a full political ministerial responsibility royal decree. This parliamentary system not only put public expenditure under the Parliament's scrutiny which affected cultural fund, but also set the conception that government should not control over the arts and sciences and should left it in according to liberal principles i.e., to the citizens responsibility (MCOW, 2006). It changed the Netherlands to a parliamentary democracy where the rules of law prevails (Faludi, 2005). Therefore, it can be concluded that the transformation to liberalism in the

Netherlands started in 1848 which born under the context of international situations within that time.

*1875: The embryo of government's care in heritage protection*

Despite the existence of liberalism principle in Dutch government system which was resulted with the 'government's ignorance' toward heritage, in 1875 the first sign of government attention toward monuments care emerged in the Netherlands by the establishment of a special department to deal with the monument listing. The *Rijksdienst voor Monumentenzorg* (RDMZ) or the National Service for the care of Monuments, functioned to make the inventory of 'the most important national architectural monument and historical architectural resources' (Ashworth, 1991, 2002). The task of RDMZ was to protect buildings from being harmed, where the motives were aesthetic and historicist (Ibid.). It was expected to be non-controversial, quick and cheap method which would only take a few years by a small amount of government people (Ashworth, 2002). Though this department only functioned in making inventory of the important national monuments and it was lacked of financial support, but the establishment of this national department can be marked as the first step in government involvement in protecting monuments

([http://www.watertorens.nl/artman/publish/article\\_279.shtml](http://www.watertorens.nl/artman/publish/article_279.shtml)).

However, perhaps due to the lack of financial support, it took about 30 years for RDMZ to finish their first list of the important national monuments in the Netherlands, i.e. in 1908. This list contained approximately 12,000 buildings in total, consisted of all valuable historic buildings per town in a thematical order, valuable objects in churches, town halls, manors, a few historic houses, farms and windmills (Ibid.). This list was soon extended by pressure of private groups because the definition of monument became broader (Ashworth, 2002). In time there were more organizations for the preservation of different sorts of monuments: 1919 bell towers, 1923 windmills, 1932 military architecture, 1945 castles and industrial buildings (Ashworth, 2002). This preliminary list of

Dutch monuments of history and art was a first step towards further documentation (Kuipers, nd).

Though the government's role toward heritage care in 1875 was still limited by 'just' making the monuments' inventory, but the establishment of RDMZ was indeed a remarkable action in the development of Dutch heritage practice since it signed a turn to a beginning of government's stance toward heritage. How was the structuration process behind this action?

During the last quarter of the nineteenth century the world order changed dramatically under the influence of the industrial and technological revolutions (Velde, 1995). Modern imperialism was becoming globalized which initiated by European countries in the 1870s, joined by Japan and the United States in the 1890s, and reached its peak in the last two decades of the nineteenth century. For some European nations such as Great Britain and France this situation stimulated them to expand their colonial possessions (Ibid.). For the Netherlands which at that time was still the owner of its seventeenth-century empire was perceptive enough not to join this competition for new territories (Ibid.). Nevertheless, this situation stimulated the Netherlands to increase its control and strengthen their position in the existing territories (Ibid.). There were numerous military expeditions sent to the existing Dutch territorial areas during this period. For example the Netherlands intensified its control in Dutch East Indies by frequently sending troops in many colonial wars in this area during 1830 – 1910 (History of Indonesia, 2007). Furthermore, the international situation also triggered many political lobbies among powerful imperial countries regarding their territorial areas (Velde, 1995).

The international political situation in the modern imperialist period raised the need of nationalism in order to increase Dutch international value and stimulated the spirit of patriotism among the citizens. This importance for Dutch nationalism was realized by the newly unified Dutch state's bourgeoisie who

during 1850 to 1917 emerged the belief of nationalism and intend to unite the population by intellectually and culturally as well (MCOW, 2006.). Therefore in the motivation in the national policy on education, arts and science in this period was to advance the Dutch to their rightful place among the nations of the world and educate them to be civilized and patriotic citizens (Ibid.). These efforts produced various concrete results, including a standardized spelling and grammar, uniform educational methods, the first museums of Dutch history and culture, and increasing interest in historical sources and monuments (Ibid). Similarly, in the specific field of heritage, many scholars mentioned that the motivation of state conservation policy in the beginning period was to preserve examples of the rich Dutch architectural tradition (MCOW, 2006) and nationalism (Ashworth, 1991). The bottom line is that the remarkable action toward Dutch heritage care noticed in 1875, i.e., by the establishment of RDMZ, was again being structured by the international political situation, which in this case was the modern imperialist period in Europe.

*1910, 1921 and 1925: Attempts to establish comprehensive monuments act*

Entering the first twentieth century, the attention toward heritage protection both from the government and the society was increasing. The *Nederlandse Oudheidkundige Bond* or the Netherlands Heritage Society recommended in using law to protect historic buildings and sites (MCOW, 2006). There were noted several comprehensive Monument Conservation Acts tried to be established but not succeeded, i.e., in 1910, 1921 and 1925 (Ashworth, 1991). In the meantime, since 1918 the initiatives to the documentation and conservation of the Dutch monuments initially conducted by a state commission of expert volunteers and small professional staff of the RDMZ (Kuipers, n.d). Though it can be probably said there was no a remarkable action in heritage care during this period, but the conflict between the raising heritage awareness and the failure in establishing several comprehensive monument acts was an interesting phase in Dutch heritage development. What was the contextual situation influenced these events? How was the structuring process in it?

In the late nineteenth century, just like other European countries, the Netherlands underwent the period of Industrial Revolution which had begun firstly in England since the eighteenth century (Industrialization and Social Change, 2007). The Industrial Revolution was characterized by unprecedented economic growth, the factory system of production, and the new operation of powered machines for transportation and mechanical operations (Ibid.). As the consequence, just like the rest of European countries, by the late nineteenth century, the urbanization posed a threat to the values of urban and rural areas and decreased the qualities of many amenities facilities, such increased traffic, pollution, poor housing sanitary etc. (development of UK planning policy and theory). The same occurred in the Netherlands where in the twenties it witnessed the modernization and increasing traffic which had effected with the destruction of old buildings' facades and the canals were being filled in (MCOW, 2006). This condition stimulate the Dutch society's awareness to safe the important historical buildings and triggered the influential heritage-interest groups to demand for the establishing of a law to protect the monuments.

As what mentioned above that the government had tried to established several comprehensive monuments act in this period, but they were failed, and it was finally established in 1961 (will be discussed later). This fact is actually bizarre since it is known that the national organization related with monument care i.e., the Royal Institute of Sciences, Literature and Fine Arts had been established since 1808 in the Netherlands (MOCW, 2006), but it had to take a long delay to set a comprehensive monument act, even industrialization period when the important buildings were being under threat. As the comparison, the United Kingdom, which undergone the same urban effect due to industrial revolution, established the Society for the Protection of Ancient Buildings just in 1877, but in 1913 the central government already enacted its Ancient Monuments Act (development planning UK). It can be inferred that there were some

constraining factors behind its structuring process. Thus this following discussion explored the social and political situation in the Netherlands around this period.

Since around 1870's, Dutch society began articulating itself into four religious and ideological streams i.e., protestant, catholic, socialist and neutral (Fundamental Structures of Dutch Constitution, 2007). These streams then developed into four 'pillars' who expressed their ideology via their own means of transmission which embedded in Dutch social life until 1960s (Council of Europe, 2007; MCOW, 2006). Each of this pillarised society closed into themselves, having its own sports clubs, trade unions, employee organizations, broadcasting associations, social clubs, and political parties (Fundamental Structures of Dutch Constitution, 2007). Since 1917, the religious values accepted as universal rules which made the Netherlands being ruled on the basis of a Christian belief system (MOCW, 2006). The religious pillars, both the Protestants and the Catholics, had their own concepts toward the relations among society's organizations and the state's role, which enforced essential limitation of state's power on social and cultural domains (Ibid.).

From this point, it can be deduced that it was the ideology from religious pillars that ruled during this period, which was 'the structure' in these 1910, 1921 and 1925 events. To be compared with the discussion on previous events above, it can be seen that this is the first time that the 'structure' in Dutch heritage development did not come from the international context. Furthermore, what interesting is, dissimilar with the previous type of structure which were 'enabling', this religious ideology was structuring the process in the form of 'constraining'. Though in the practice, regardless the lack of comprehensive monument act, the number of museum was increased in the first forty years of the twentieth century by private initiatives, donations and bequests (MCOW, 2006). While the state still supported the protection of heritage by occasionally gave financial support for the restoration of major historic buildings on an ad hoc basis (Heritage Protection in the Netherlands, 2007). But the bottom line that need to be

highlighted that in the early beginning of twentieth century, there was a structuring process which ‘constrained’ the Dutch heritage care development, in the aspect of the development of its legal law. It is also be the reasoning to the fact as Ashworth (2004) mentioned that regardless the Dutch tradition of strong intervention planning culture, the concern for heritage historically has been initiated and led by public opinion.

### **4.3. Dutch Heritage Planning Practice in 1960s – 1970s**

Entering the very early of 1960s, the first actual legislation concerning heritage protection, i.e., Monuments and Archaeological Sites Act was enacted in the Netherlands in 1961 (MOCW, 2006). This act was as a legal based for the protection of historic buildings, monuments and sites (Kuipers, n.d). 1961 Act sets the state’s responsibilities, criteria to put a building in the listing, criteria for awarding an urban or rural landscape with a protected status, and required a list of historic buildings to be drawn up for each municipality (Ibid).

Ashworth (1991) described the responsibilities for each level of authority based on 1961 Act, where the national government has the authority of ‘awarding of status of *beschermd* monument; supervision and advice to *gemeentes* about permission to change or demolish a monument; direct subsidy to *gemeentes* for restoration of designed monuments, for urban renewal, or for research and inventurisation of items of special relevance; the ministries of VROM and WVC have supervisory powers over the execution of *bestemmingsplannen* in association with *beschermd stadsgezichten*’.

The provincial government has the authority of ‘advisory role on the designation of *beschermd stadsgezichten*, and the designation and change in status for national monuments; undertaking specially designated projects,

currently for example the MIP (Monument Inventory Project) into recent monuments; direct subsidy for restoration for particular buildings' (Ibid.)

While the *gementeen* or local government has the authority of 'the incorporation of conservational aims within the more general local land use planning, and the granting of planning and building permissions for development; the establishment of a restoration budget as a basis for subsidies from higher government levels; the production of policy guidelines for local monument conservation in association with *gemeente* policy in general; the completion and monitoring of *gemeente* monument list and authority over changes or demolition of buildings on it; the possibility of establishing a restoration fund; the operation of a purchase, restoration and sale policy financed through a rolling program; coordination, stimulation and advisory role for local private agencies concerned with monument preservation and restoration; and informing and influencing local public opinion on conservational matters (Ibid.)

Thus, since 1961 the efforts in protecting heritage in the Netherlands were not only more concrete, more specific and had stronger power in law enforcement, but also added some important new elements in heritage policy. Among others, the initiation of division in the functions between national, provincial and district authorities (Ashworth, Howard, 1999); and recognized the importance of ensembles by creating the '*berschemde stad dorp gezicht*' or protected urban/village scene (Ashworth, Howard, 1999).

Undoubtedly the 1961 Monument Act signs the new beginning of heritage care policy in the Netherlands. It is the first comprehensive monument act, it introduces the function's division between each government level, and it also adds the heritage object with the scale of areas (not only individual buildings) as new category of heritage. The establishment of 1961 Act is indeed a very remarkable event in Dutch heritage policy development. Hence it is very essential to deeply observe the structuring process behind the promulgation of this 1961 Monument

Act. Again the discussion will trace the historical events before and around the period of 1960s.

The German authorities who invade the Netherlands in 1940 introduced the unified organizations for producers of culture in 1942, where censorship and a propagandized racist ideology were prevailed for all public arts (MCOW, 2006). The racist treatment to Jewish artists who were excluded from all facilities, led a few opposition movements, known as the 'Artists' Resistance', which gained much sympathy from other artists and enforces the establishment for the Federation of Artists' Associations (Ibid.). Therefore the German oppression on culture activities during its occupation in the Netherlands has stimulated the later Dutch government involvement in culture.

In the meantime, many intellectuals considered the war as an extra stimulating force in the loss of values and civilization (Vries, n.d). The general belief that Western civilization was in danger of losing its moral and cultural root was also keep increasing after the war (MCOW, 2006). Then after the Netherlands' liberation from German invasion, on 25 June 1945 Queen Wilhelmina established a cabinet consisted of Social-Democrats, Roman-Catholics, Christian-Democrats and non-partisan experts (Vries, n.d.). The Social-Democratic party who publicized the Workplan or Labor Plan had emphasized their favor of central planning of the economy since 1935 and when this party became part of the first post-war cabinet, central planning was one of the important strategies for the economic reconstruction of the Netherlands (Ibid.).

The World War II also had caused a great loss of the preliminary listed monuments (Kuipers, n.d.). This situation supported by the welfare policy at that time had motivated a significant increasing awareness toward heritage preservation to increase the nationalism among Dutch people. The numbers of subsidized institutions and public funding in arts and cultural heritage was increasing (MCOW, 2006) and the new monument list was also being made

which for the first time included the 'vernacular architecture' in the inventory list (Kuipers, n.d). Then in 1945, a Department for Art and Culture was established, followed two years later by the installment of the Council for the Arts in the cabinet in 1947 (MCOW, 2006)

Therefore the first post-war cabinet not only had goal to reconstruct the economic, but also re-new the pre-war political and social structures. To reconstruct the moral and culture of the Dutch people, the first post war cabinet adopted an active cultural policy which concept introduced by the new Secretary of Education, Arts and Sciences, professor Van der Leeuw (Kuipers, n.d). der Leeuw's cultural policy made the Ministry of Culture, Recreation and Social Work, used cultural policy as a tool for reforming society and being concerned with quality of life which was often identified with everything 'innovatory' and 'experimental' - the antithesis of 'marketable' (MOCW, 2006). der Leeuw stated that since the state itself was an element of culture, therefore the cultural production and distribution should be the responsibility of the state, and there is no reason to fear that the state would dominate culture (Kuipers, n.d). The intellectual elite should take the lead in this process while the role of the pillarized traditional cultural organizations had to be subordinated to national organizations (Ibid.). In short, the notion of cultural policy introduced by der Leuw had imposed the detachment of pillarization system from Dutch cultural activities.

This de-pillarisation of Dutch cultural policy was an important value that structured the heritage practice in the Netherlands. As discussed previously, the religious value in pillarised society had become the constraining structure that caused the failure in the enactment attempts of Dutch comprehensive monument acts 1910, 1921 and 1925. Although Van der Leeuw had a very short period in this Dutch first post-war cabinet and his successors also took up only a few of his ambitious plans, nevertheless his concept of cultural policy was the essential link in the later creation of a national concept of cultural policy (Vries, n.d). The depillarisation of Dutch political and social life was among other marked by the

enactment of the first Dutch comprehensive monument act, i.e. Monuments and Archaeological Sites Act in 1961.

The bottom line is that the establishment of monument acts 1961 remarked the important turning point in the development of heritage policy in the Netherlands. Among others, it was the first state legislation in Dutch monuments care; it signified the beginning of the decentralization by the division function of authorities for each level of government, and the recognition of heritage in the scale of areas as the new category of heritage object to be put on the list. While based on the above discussion on the Dutch political situation after the World War II, it can be deduced that the influencing factors that structures this significant 1960s events are the nationalism during post war, the oppression on culture activities during German occupation, and the most important is the introduction of cultural policy in the first post war cabinet.

#### **4.4. Dutch Heritage Planning Practice from 1980s up to the present**

In 1985 *Cultural Heritage Preservation Act* was established. This act designed to prevent objects of importance to Dutch cultural history being exported (MCOW, 2006). This institution's responsibilities principally related with some technical aspects in administering the grant schemes, such as: provides non-refundable grants, advance financing of grants and mortgages for restoration work and financial advice; provides some of the government grant aid for restoration work in the form of loans, the repayments and interest contribute to a revolving fund, enabling the money to be repeatedly re-channeled into heritage conservation (MOCW, 2006). The important institution related with this policy is *Stichting National Restauratiefonds* or the National Restoration Fund which was established by the Ministry WVC in 1985 as a channel of financial subsidy from the central government to individuals (Ashworth, 1991). Thus 1985 national policy guidelines of the ministry responsible for culture is concerned principally

with justifying the distribution of state subsidies between sectors and regions, the principle of social and spatial equity being paramount (Ashworth, Graham, Tunbridge, 2000).

Then in 1988 the Monuments and Historic Buildings Act was enacted. This act formed the basis for the protection of listed buildings, together with a number of other related statutory regulations (Akerboom, 2005). In 1988 Act the local authorities were given more responsibilities. They now also have to inform owners of monuments and guide them with protecting and restoring their monument. Besides this act, local authorities and provinces can make their own local or regional monument policy (Monuments in the Netherlands, 2007).

There are several significant changes related with local responsibilities in 1988 Act compared with 1961 Act. The first is, two of the task of RDMZ which are approval of national listing, delisting and modification; and approval of, and advice on architectural conservation aspects of functional plans, has been substantially delegated to *gementeen* (Ashworth, 1991). The second is, the Minister of Education, Culture and Science who is responsible for designating listed heritage sites, must previously consulting the municipality where the site is located, before listed the site of historic buildings and monuments, and providing protection and making it eligible for grant aid (MOCW, 2006). The third is, the 1988 Act lays down that responsibility for permit policy – how protected buildings are dealt with - is also decentralized to the municipalities, although before deciding on the application, the municipality should consults the Minister of Education, Culture and Science (MOCW, 2006). All these changes show that 1988 Act gives a sharp increasing toward local authorities' role.

Based on 1988 Act the division of function for each level of government in dealing with heritage care is not only much noticeable, but also added up with several new important roles for the local government. Regarding the quite distinction of this new cultural policy compared with 1961 Act, thus the following

paragraph will explore the tasks of each government as well as the related private institutions based on 1988 Act in detail.

#### *Institutions involved based on 1988 Act*

First is the state level or national government. The national government is responsible for drawing up national legislation which enables listed sites to be preserved through official channels (Akerboom, 2005). There are two ministries responsible for implementing national policy for the protection of the cultural heritage in the Netherlands, i.e., the Ministry of Education, Science and Culture who is responsible for assigning, protecting and preservation of state monuments and protected urban/village scenes; and the Ministry of Housing Spatial Planning and Environment which is responsible for protected urban/village scenes (Monuments in the Netherlands, 2007). In implementing the cultural policy, the secretary of state has several other government departments, beside his own department at the ministry (Akerboom, 2005). The important one is the *Rijksdienst voor de Monumentenzorg* (RDMZ). On behalf of the state secretary of culture, the RDMZ is responsible for executing the Monuments and Historic Buildings Act 1988 (Rijksdienst voor de Monumentenzorg, 2007). RDMZ is involved in developing new policy, reviewing all historic building restoration plans and allocating all grants for the restoration and maintenance of the listed buildings (Akerboom, 2005).

Second, is the authority at the regional level or provincial governments. In the Netherlands, the provinces have an important role in spatial planning. Nonetheless, they have a limited role to play in preservation where most provinces use the national granted-funds for the restoration of sites of national historic importance (Akerboom, 2005). Currently there are only two of the twelve provinces which maintain their own provincial listed sites (Ibid.). The provincial government mainly is responsible in managing the provincial preservation agencies (*monumentenwachten*), and coordinating cooperation between different national organizations which operate within their boundaries (Ibid.).

The third is local authority. Local governments are responsible for supervising the restoration and maintenance of listed sites (Ibid.). Local authorities issue restoration permits and ensure that restoration work is carried out in the proper manner (Ibid.). They communicate with the owners of the state monuments, guide the owners with restorations, decide about permit applications for recovery, change or demolishing the monument and they provide information and advice (Dutch Historical Buildings, 2007). Besides the responsibility for state monuments, the local authorities often have their own local monument policy which differs among each local authority (Ibid.) Nevertheless, the state still have control on the local authorities. Recently, the ministry has installed a separate 'listed buildings inspectorate', charged with making sure that local authorities carry out their preservation responsibilities properly (Akerboom, 2005).

Beside those three formal government tiers, there are also many private bodies involved with the heritage care in the Netherlands. The Netherlands has hundreds of larger and smaller private organizations actively involved with cultural heritage (Akerboom, 2005). Private organizations receive subsidies from the government according to their based-level of administration, i.e., most national organizations receive subsidies from national government, regional organizations from the provinces and local organizations from the local authorities (Ibid.).

The most important private organizations are *Stichting Nationaal Contact Monumenten* (NCM) or the Foundation for National Contact Monuments (Dutch Historical Buildings, 2007) which is a private monument-organization at the national level, the *Bond Heemschut* (Society for the protection of cultural monuments in the Netherlands) and the *Koninklijke Oudheidkundige Bond* (Royal Antiquities Society) (Ashworth, 2002). NCM which is based in Amsterdam is an umbrella organization which draws together the work of many national and regionally-based private organizations (Akerboom, 2005). For example, the

separated national organizations which dedicated to the preservation of windmills, stately homes, churches, industrial heritage, gardens, country estates, parks, farms; and also some national organizations which have provincial branches or have cooperative links with local or regional level (Akerboom, 2005). While at the provincial level, there is *Monumentenwacht* which contributes to the maintenance of monuments through means of inspection, small repairs, reporting and advising (Ashworth, 2002). At the local level, all kinds of small and large organizations are active in a wide range of cultural heritage and local history projects (Akerboom, 2005).

The existence of high number and quite varied private organization involved with heritage care show the high appreciation of Dutch people toward their heritage. Furthermore these private organizations are closely linked and subsidized by the formal government. It shows the corporatism tradition of public planning in the Netherlands.

#### *The Division of Heritage Object under 1988 Act*

The next important change in 1988 Act is regarding with the object of heritage. The basic criteria of monuments to be put in the listing status referred to 1988 Act are 'first, all objects constructed at least fifty years ago which are of public interest because of their beauty, scientific significance or cultural and historic value; and the sites which are of public interest because of the presence of the objects referred to under first criteria' (Monuments and Historic Buildings Act, 1988). Nonetheless, up to now, only buildings built before 1940 received official protected status, while a survey is currently being conducted into the historic value of buildings built between 1940 and 1955, known as the post-war reconstruction period (Akerboom, 2005).

There are several different sorts of monuments to be conserved in the Netherlands, i.e., *rijksmonumenten*/state monuments, *provinciale monumenten*/provincial monuments, *gemeentelijke monumenten*/local

monuments, *beschermd stads en dorpsgezicht*/protected urban and village scenes, and *beeldbepalend pand*/scene determining buildings (Monuments and Historic Buildings Act, 1988). Thus since 1988, the division among different tiers of government, not only in the responsibilities but also on the status of the monuments themselves.

State monuments should meet the requirements as stated in the Monument Act of 1988; since is the most protected category for conserving buildings (State Monuments, 2007). For every planned change to a state monument, one requires a monument permit as well as a regular building permit (Ibid.). Currently the Netherlands has around 55,000 listed national heritage sites, consists of approximately 32,000 private houses, 6,000 farms, 3,700 churches, 1,100 windmills, 800 earthworks, 1,300 public buildings, 350 listed townscapes and village-scapes, and also approx. 13,000 archaeological sites fall under the protection of the state (MOCW 2006, Ashworth 2002). It is predicted that this number will still grow to about 60,000 in the future (MOCW, 2006). At the beginning of the year 2002 there were 10,500 objects from the period between 1850 and 1940 put on the list of state monuments (MOCW 2006, Ashworth 2002). A lot of these buildings are affiliated with the industrialization of the Netherlands therefore ‘almost all the central areas of almost all Dutch cities’ are conserved (Ashworth, 2002).

*Provinciale Monumenten* are monuments assigned by the provincial government (Monuments in the Netherlands, 2007). The list of provincial monuments has two functions; the monuments can be protected by the province, and such a list can be the basis to obtain subsidies (Ibid.). As discussed above that province still has limited role in heritage conservation, thus currently there are only three provinces in the Netherlands which also assign buildings as provincial monuments, i.e., Drenthe, Limburg and Noord-Holland (Ibid.).

*Gemeentelijke Monumenten* are the monuments which are assigned by the local authority (Local Monuments in the Netherlands, 2007). These local monuments are buildings which are of local or regional importance, and by appointing them as a local monument they are protected by this local government. For this category of monuments there are no criteria concerning the period when the building was built. The protection of these monuments is arranged in a local monument regulation (Ibid.). But mostly *Gemeentelijke Monumenten* are buildings from the period after 1850 which do not have the status of a state monument (Monuments in the Netherlands, 2007).

*Beschermde Stads en dorpsgezicht* or the protected urban/village scenes are the areas which have cultural historical value of general interest (Beschermde Stads en dorpsgezicht, 2007). The protected urban areas are designated by the Ministry of Education, Culture and Science together with the Ministry of Housing Spatial Planning and Environment. Almost all historical cores of the Netherlands are protected being a protected urban scene, though not all buildings in this scene have a monumental status (Ibid.).

*Beeldbepalend Pand* or the ‘scene-determining building’ is appointed by local government (Beeldbepalend Pand, 2007). The criteria for appointing a buildings as a scene determining building is that the building should be located in a protected urban/village scene area (Ibid.). Nonetheless there is no juridical status attached to a scene determining building, it just is a ‘scene supporting building’ in a protected urban scene (ibid.)

What can be inferred from the enactment of 1988 Monument Act? From the above discussion, it can be concluded that there are two major changes, i.e., first, concerning the state’s view toward its role to heritage conservation; second, the increasing role of local authority; and third, much broader category of heritage. The first point, heritage policy is no longer seen as part of state’s authority, which means the welfare state policy has been detached from culture

policy. Nonetheless it does not mean that heritage care has been removed from public intervention, because the fact is there are lots of heritage institutions are still subsidized by public funding, though the responsibility of it has been decentralized to local tiers. If it is being compared with the previous 1961 Act, evidently 1988 Act is a new turning point in the development of public involvement of heritage care in the Netherlands. How was the structuring process that produced this remarkable action in 1988?

Since the beginning of seventies, a debate concerning the issue of decentralization emerged in the Netherlands, where there was a desire of central government to transfer a large number of powers and responsibilities including cultural policy to local government to improve efficiency (MOCW, 2006). While at the same time in cultural sector, there was a demand for a simpler grant aid allocation system based on a transparent distribution of responsibilities among central, provincial and municipal government (Ibid.). As the consequence, in the late 1970s economic policies were increasingly directed towards the structure of the economy, aiming to facilitate the recovery of profitability in the private sector, which had suffered from the top-heavy welfare state (Touwen, 2004).

Entering the beginning of 1980, the Netherlands was having the economic stagnation which forced the government to re-examine its role (MOCW, 2006). The welfare state policy was started to be debated, while public spending, deregulation, privatization and reorganization became the increasing issues in this period (Ibid.). At the same time, in the Netherlands the increasing number of buildings to be preserved had stimulated the financial problem (Ashworth, 2002). This condition was worsening by the enlarging category of heritage, and the incorporate of 'young age of buildings' to be put on the list (Ibid.). Therefore it can be concluded that the structure that influencing the enactment of 1988 Act is to a large extent influenced by the decreasing economic condition in the Netherlands.

### *Entering 21<sup>st</sup> century*

The difficult economic condition in 1980s still continued in the beginning of 21<sup>st</sup> century and it kept influencing the cultural policy. In 1992, national policy guidelines of the ministry responsible for culture showed the focuses in efficiency and put cultural organizations and performances within other national political and economic objectives (Ashworth, Tunbridge, Graham, 2000). This 1992 policy also indicated a radical shift of the relationship between culture and economics, when Ministry of Economic Affairs stated that Dutch cultural heritage could add greatly to the national and local economy and stimulate employment in the cultural sector (MOCW, 2006). Thus this period remarked a beginning of a 'close' relationship between heritage and national economic objective.

While the public funding for cultural organization were seemed to be more decreasing in 1990s (MOCW, 2006). Though in 1994, the Ministry of Education, Culture and Science was established, but instead of providing complete funding, cultural organizations were encouraged to be more independent financially, finding opportunities to get extra earnings by looking more closely at their market (Ibid.). Though the main authority is still the state, but private initiative and private funding were welcomed (Ibid.). While the political responsibility for arts and cultural affairs were given to a State Secretary, in combination with media affairs (Council of Europe, 2007). The Figure IV.1 below show the current organizational structure in the Netherlands.

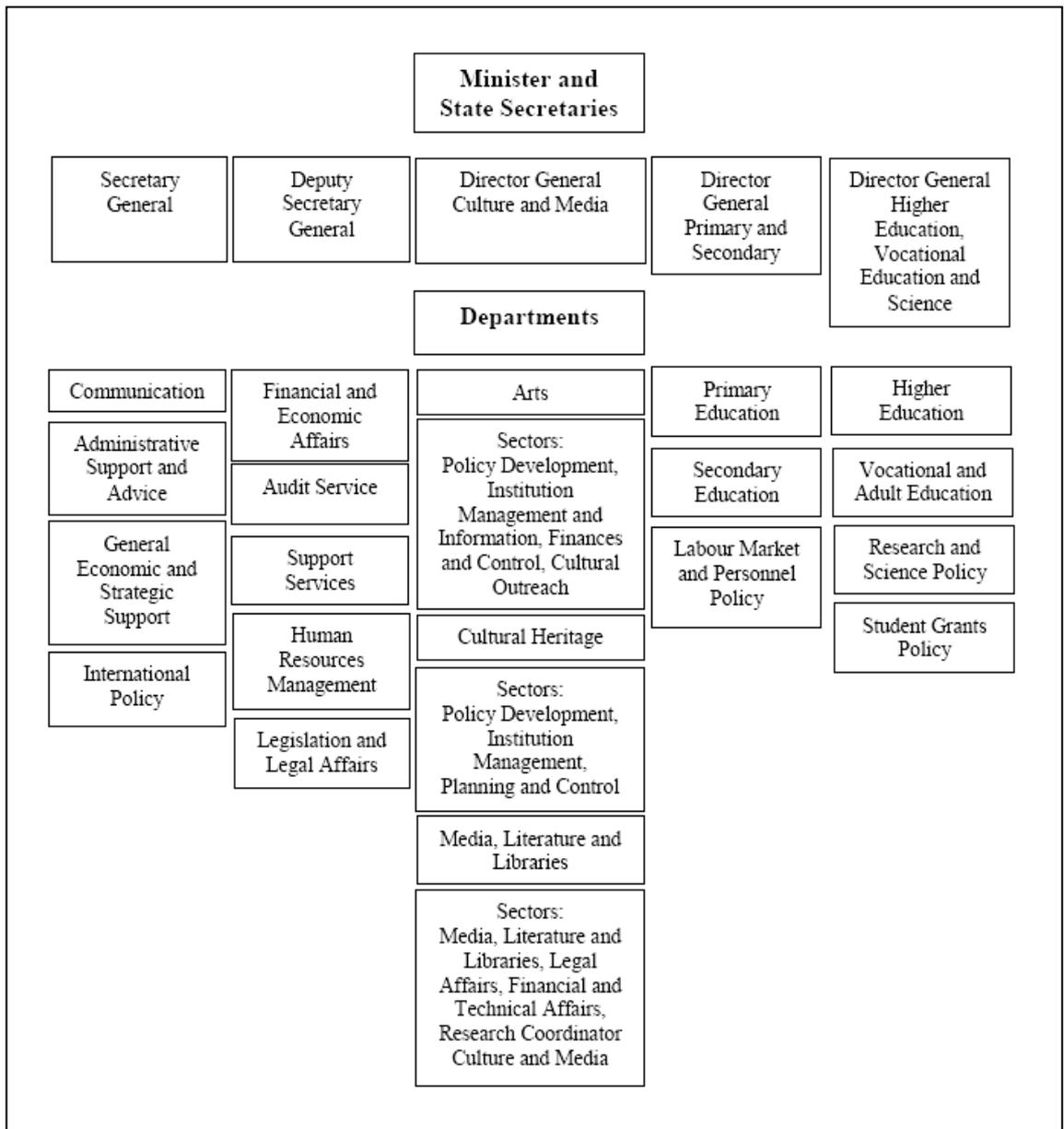


Figure IV. 1. Current Dutch Organizational Structure (Council of Europe, 2007)

The other remarkable action in heritage care since 1990s is a special program conducted by the government in 1999 which was called Belvedere Program. This program is a joint work involved four ministries i.e., the Ministry of Housing, Spatial Planning and the Environment; Agriculture, Nature Management and Fisheries; Transport, Public Works and Water Management; Education, Culture and Science, and also together with the Dutch Archaeological Expertise Centre and the Netherlands Department for Conservation (MOCW,

2006). This program aims to develop an integrated cultural heritage policy at central government level for landscape, archaeology and heritage conservation (Ibid.). Nonetheless, Belvedere program has received some critics, for instance Ashworth and Kuipers (2001, 2002) who stated that to identify local communities with a specific land is improbable to do since society consists is so plural that there will be no such a single local identity exists. But it is noteworthy to underline the changes of Dutch government's attitude in approaching heritage care by this Belvedere program. It is obvious that the government has a strong intention in interlinking heritage with other planning sectors, and conducting the integrative approach in planning and managing heritage (Ashworth, 2004). The second is that it shows the government's long term-policy approach of heritage care by promoting local identity through the conservation of places (Ashworth & Kuipers, 2001, 2002); and the last, but most important, it signified the government's effort in counteract the global competition.

Related with the last remarks of the Belvedere Program, i.e., the effort in dealing with global competition, the 1990s also showed a different approach in heritage management. The objective in protecting heritage is not only limited for the sake of the heritage object itself, but has broaden to other sector, i.e. in the international policy. There are four objectives of Dutch international cultural policy noted in this period: the presentation of Dutch culture abroad; the enrichment and inspiration of Dutch culture by means of encounter and collaboration with other cultures and artists from abroad; testing the level of quality and the relevance of Dutch artistic and cultural practices against international criteria, and preserving the cultural heritage the Netherlands shares with other countries (MCOW, 2006). Therefore, it can be inferred that in the beginning twentieth century, the global competition become a focus that should be overcome by the heritage management.

Then in May 2006, the State Secretaries for Culture together with Foreign Affairs announced their intention to more promote Dutch culture internationally

and enable the practice which interlinks national and international policy (MOCW, 2006). For instance, the national ‘themes’ such as culture, economy and cultural diversity will be strategically translated into international cultural policy programs (Ibid.). Thus, in 2006 the cultural policy in the Netherlands is not only integrated with spatial planning, but also related with Dutch international policy.

The influence on international global competition in heritage management can be said being structures from the Dutch high interconnectedness in the global network. Based on KOF’s investigation on globalization intensity, the Netherlands is always among the top ten on the list which consists of 200 countries investigated. KOF’s survey following Dreher (2005) measures the index of globalization by three main dimensions: economic integration, social integration, and political integration. From the report, it describes that the globalization intensity of the Netherlands from 1970 to 2000 not only show a high number but keep increasing from time to time (see table IV.1 below).

1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	1970s’ average
64.67	65.67	69.05	69.64	70.37	70.25	70.59	70.91	76.33	78.13	70.56
1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1980s’ average
79.00	79.69	79.72	80.01	80.69	79.89	79.96	80.40	80.98	83.30	80.36
1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	1990s’ average
83.41	83.84	85.01	85.50	85.84	87.78	88.18	88.66	89.12	91.16	86.85
2000	2001	2002	2003	2004						2000s’ average
91.99	90.86	89.93	90.41	89.15						90.47

Table IV.1. Dutch Globalization Intensity (Adopted from KOF survey, 2005)

At the end of 2005, the Dutch parliament is expected to amend the 1988 Monument and Historic Buildings Act by concerning that the legislation relating to spatial planning in the Netherlands is also instrumental as the addition to legislation specific to the preservation of listed buildings (MOCW, 2006). This

plan is an affirmative signed that the current overlapped management of historical buildings and spatial planning will continue to grow in the future (Akerboom, 2005).

The direction of Dutch cultural policy can also be seen from the statement in the 'coalition agreement' of the new government signed on 7 February 2007 by the parliamentary parties of the Christian Democratic Alliance, Labor Party and Christian Union. In this agreement, among of the points which is related with art and culture, describe culture as 'a rich cultural life is a source of creative inspiration and helps to attract international businesses, cultural participation will be actively encouraged; the government is responsible for preserving our cultural and religious heritage' (Balkenende IV, 2007). From this statement, it can affirmatively being inferred that the policy of integrating heritage planning within other sectors of planning in the Netherlands will keep being continue in the future.

#### **4.5. Concluding Remarks**

The historical development of heritage planning and practice in the Netherlands is quite complex. The heritage awareness had appeared since the very beginning of nineteenth century i.e., in 1808 and has a quite long historical development before the comprehensive monument act was enacted in 1961. Though the awareness toward heritage care notified began in 1808, but the influencing process to this point itself took a tracing back on historical events at least from the period of sixteenth century.

How the pattern of the development of Dutch heritage care can be best described? The next chapter will give discussion on this question, as well as summarize the most influencing value behind the structuration process in each action that has discussed in this chapter.

## **Chapter Five**

### **Analyses, Results and Discussions**

The data exploration in chapter four has narratively described the remarkable actions which produced the structures in the historical development of Dutch heritage planning practice, as well as discussed the explanatory actions which stimulated those remarkable actions. The discussions in chapter four are being used as the basis for the analyses in this section.

This chapter conducts the whole components of analysis set in the methodology chapter. The results of the analyses are used to answer the hypotheses set previously. This chapter then elaborates the results of the analyses and the practical implications which might be considered from it. By re-linking it with the theories review in chapter two, this chapter also gives discussion on several important points from the results that might be reflected on Dutch planning culture. A particular focus of lesson learnt that can be reflected on Indonesia is also being discussed.

#### **5.1. Analysis I: always external value?**

As has been discussed in chapter three, this analysis aims to reveal the origin of the values embedded in the structuration process, whether it is the external or the internal value. The first two initial steps which are determining the structures and agencies have been conducted in the chapter four of data exploration. The third step and the summary of the two first steps from previous chapter, as well as the finalization of this analysis can be seen in the following table V.1.

Period	(2) The Agency	(3) Intermingle values dominated the agents' actions		(1) The Structure
		The extracted values	Origin (External / Internal)	
Before 1960	<ul style="list-style-type: none"> <li>- The period after 80-year independence struggle from Spain.</li> <li>- France ruled in the Netherlands from 1794 to 1814, and established the Batavian Republic as a unified nation state with its constitution.</li> <li>- This constitution introduced the national policy on culture and art in the Netherlands.</li> </ul>	<ul style="list-style-type: none"> <li>- The spirit of high nationalism and freedom which were raised after the war.</li> <li>- The centralistic approach which was being 'installed' by the constitution set by France during the ruling period in the Netherlands.</li> </ul>	External	The establishment of the Royal Institute of Sciences, Literature and Fine Arts in 1808.
	The political situation in Dutch neighboring countries, i.e., the revolutions in France and Germany around 1848, urged the King William I to conduct the constitutional reform, from royal authoritarian to liberal and parliamentary system.	The ideology of liberalism which is begun by the new parliamentary.	External	The statement of the current Prime Minister in 1862 that art is not the 'business' of the government.

	<ul style="list-style-type: none"> <li>- The influence of industrial and technological revolutions caused many political negotiations regarding the territorial areas among powerful imperial countries.</li> <li>- In the meantime, the Netherlands were conducting the strong effort to control and extent the existing territorial areas.</li> </ul>	<ul style="list-style-type: none"> <li>- The ‘spirit’ of international competition.</li> <li>- The increasing awareness of the importance of national unity to raise the Dutch international value</li> <li>- The Dutch influential people believe that culture can unite the population and educated them to be patriotic citizens, in order to face international competition in modern imperialist in 1850 to 1917.</li> </ul>	External	The establishment of <i>Rijksdienst voor Monumentenzorg</i> (RDMZ), i.e. the National Service for the care of Monuments in 1875.
	<ul style="list-style-type: none"> <li>- Dutch society began articulated into four religious and ideological streams from 1870 until 1960s, knows as pillarised society</li> <li>- When in 1917 liberal parties lost their majority in Parliament, the denominational parties take over the political power, and the religious value accepted as universal rules in the Netherlands.</li> </ul>	The ideology from the religious pillar during this pillarized social system has allowed great autonomy for ideological organizations, and imposed essential limitations on the state’s powers in the social and cultural domains.	Internal	The failure of the attempts to establish Dutch comprehensive Monument Conservation Acts in 1910, 1921 and 1925.

<p><b>1960-1980</b></p>	<ul style="list-style-type: none"> <li>- In World War II, the Netherlands was being occupied by the Germany, Netherlands.</li> <li>- After the Netherlands gained its independence, Queen Wilhelmina who after return from her exile in 1944-1945 in London installed the first post war cabinet consisted of social-democrats in 1945.</li> <li>- A Department for Art and Culture was established in 1945, then Van Der Leeuw introduced the notion of cultural policy in 1947.</li> </ul>	<ul style="list-style-type: none"> <li>- The nationalism in the post war period and the united cultural organizations inherit from German oppression</li> <li>- The detachment of pillarisation system after the first post war cabinet has also detached the religious ideology in the governance.</li> <li>- The introduction of the notion of cultural policy which signed the as the welfare state policy on cultural matters</li> <li>- Thus, the political situation after the war, supported by the depillarisation from cultural activities, make a conducive environment that enable the structuring process resulted with this 1961 Act.</li> </ul>	<p>External</p>	<p>The promulgation of the first comprehensive monument act in the Netherlands, i.e. Monuments and Archaeological Sites Act in 1961</p>
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<b>After 1980s</b>	<ul style="list-style-type: none"> <li>- The economic stagnation in the Netherlands since 1980 forcing the national government to re-examine its role. The economic policies were directed toward the structure of the economy, facilitate the profitability in private sector which had suffered during welfare state policy.</li> <li>- The increasing number of buildings to be preserved that put in the list also increased the burden to the difficult economic situation.</li> <li>- At the same time, the Netherlands noted to have the high interconnectedness in the global network from 1970 until recent time.</li> </ul>	<ul style="list-style-type: none"> <li>- The principle of decentralization which is begun to be used in the Netherlands. This condition was stimulated among others by the economic stagnation since 1980, the high intensity of globalization, and the increasing numbers of building to be conserved. All these factors have stimulated the national government to strongly decentralizes its authority, gives more role to local government and deregulating cultural policy by incorporating private role.</li> </ul>	External	The Monuments and Historic Buildings Act was enacted in 1988, as the revision for 1961 Monuments and Archaeological Sites Act
	<ul style="list-style-type: none"> <li>- The difficult economic condition is still continued, as well as the high intensity in the globalization network. It makes the private initiative and funding are being welcome.</li> </ul>	<ul style="list-style-type: none"> <li>- The spirit of international competition due to Dutch high interconnectedness in global network, and the continuation of difficulties in economic condition.</li> </ul>	External	The national policy guidelines put cultural organizations within other national political and economic objectives 1992.

	<p>Since 1990s, the Dutch international cultural policy mentioned that among of its objectives are to overcome global competition by enhancing the cultural practice and heritage management. Thus since this period, the Dutch heritage planning is noted to has a great relation with the international cultural policy and more comprehensively integrated within other sectors of development.</p>	<p>- The increasing intensity of global competition has stimulated the intention to enhance the Dutch competitiveness in the international situation by searching the local identity, in order to strengthening the national identity.</p>	<p>External</p>	<p>Conducting a joint program which involves four ministries, namely the Belvedere Program in 1999</p>
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Table V.1. The timeline summary of analysis I

From the above summary of analysis I, it can be seen although most of the influencing value in producing the structures along the historical development of Dutch heritage planning practice is the external value; but there is still one internal value appeared during the analysis. Therefore the first hypothesis that there will be always external value that structuring the actions of the agents in the Dutch heritage planning practice is resulted with negative.

## **5.2. Analysis II: the same agents give different respond toward the same influencing value?**

This analysis aims to examine whether the same agents give different respond toward the same influencing value. In this step, the agencies chosen to be observed is the dynamics of state's intervention in Dutch heritage planning practice. Thus the evolution of state's intervention in heritage field in the Netherlands is being focused in this section.

Based on the data exploration in chapter four, the description of the historical development of Dutch state involvement in the field of heritage planning practice is as followed:

- Around 1808 where the activities of heritage planning practice were not appeared yet, the government involvement was still very limited. Nonetheless, the establishment of the Royal Institute of Sciences, Literature and Fine Arts signed as the first national awareness in the historical buildings, though some literature mentioned that it was largely the function of the royal court, i.e. King William I who reigned during 1815 – 1840 in the Netherlands (MCOW, 2006). Therefore the state's intervention in this period is marked as 'low'.
- In 1860 the Prime Minister Johan Rudolf Thorbecke statement that 'art is not the business of the government' (MCOW, 2006) became the most evident

description of the state's attitude in heritage field during this period. Therefore the state's intervention in this period is marked as very 'low'.

- In 1875, *Rijksdienst voor Monumentenzorg* that is the National Service for the care of Monuments was established in the Netherlands (Ashworth, 1991). This event signed a radical change of government's perspective on heritage care. In this period government involvement began to emerge in the Netherlands, where the museum collection were started to be systemized, and the heritage objects were being inventoried and listed. Therefore the state's intervention in this period is marked as 'medium'.
- In 1910, 1921 and 1925 there were several attempts to establish Dutch comprehensive Monument Conservation Acts but they were failed. It was caused by the limitations toward the state's powers in the social and cultural domains by the religious pillars. The lack of the comprehensive monument acts during this period signed the weak role of the state in conserving heritage. Therefore the state's intervention in this period is marked as 'very low'.
- Then in 1961 Monuments and Archaeological Sites Act was promulgated. This is the first comprehensive monument act in the Netherlands. The enactment of this act very obviously signed a strong government involvement in managing the historical buildings. But as the same time, it also signed the direction to reform the welfare cultural state policy, where the decentralization tendency in heritage management can start to be seen by the division of function among national, provincial and local authorities as regulated in this 1961 Act. Therefore the state's intervention in this period is marked as 'high'..
- In the beginning of 1970s, a debate concerning the issue of decentralization was increasing, and there was a desire of central government to transfer a large number of powers and responsibilities including cultural policy to local government to improve efficiency (MOCW, 2006). Therefore the state's intervention in this period is marked as 'medium'..
- Then the Monuments and Archaeological Sites Act which enacted in 1988 remarked as a stronger division practice among each tier of government. The division for three level governments is not only in the matter of authority, but

also in the classification of the monuments, where there are national, provincial and local monuments. Furthermore, the promulgation of this act has given greater role to the local authority, as well as the decreasing the role of the state. Therefore the state's intervention in this period is marked as 'low'.

- In 1994 the national policy guidelines put cultural organizations within other national political and economic objectives (Ashworth, Tunbridge, Graham, 2000). This policy beside remarked a new beginning of the 'close relationship' between heritage and national economic objectives, it also make the public funding was also decreasing, where cultural organizations were encouraged to be more independent (MCOW, 2006). Therefore the state's intervention in this period is marked as 'very low'.

The above discussion give general picture of the dynamism in Dutch national government involvement in the heritage planning practice, start from the early appearance of heritage awareness in 1808 until the latest direction of future cultural policy based on 2007 national policy.

Based on the intensity of role of the state in the field of heritage planning which generally describe above and detail data exploration in chapter four, then the intensity of the state's intervention is being marked as very low, low, medium and high; and compared it with the dominant value in the same observed period, whether it is the external or internal value as resulted in analyze I. The comparison can be seen in this Table V.2 below:

Time	Agent's Respond (state intervention)				The origin of the value
	Very Low	Low	Medium	High	
1808		√			External value
1862	√				External value
1875			√		External value
1910/1925	√				Internal value
1961				√	External value
1970s			√		External value
1980s		√			External value
1990s	√				External value

Table V.2. The comparison of the intensity of state's intervention and the origin of the influencing value.

From the above table, it can be seen that the intensity of Dutch national government in managing the heritage is not static and diverse although the stimulating agents in these periods is the same origin of value. To be compared with the result of Analyze I, it is external value that is concluded as the intermingle values in almost all of observed remarkable actions noted in the period of 1808, 1862, 1875, 1961, 1970s, 1980s, and 1990s; except in 1910/1925 where the internal value appeared. But the state role in these points of period is shown to be not at the same level of intensity.

Therefore the hypotheses II that the state can give different respond toward the same influencing value, has the positive result.

Interestingly, the agent not only gives different respond toward the same influencing value, but it also can give a contradictive respond. Therefore, the dynamics of Dutch state involvement in historical development of heritage practices did not show a pattern of linear progress of increasing or decreasing, but rather can be illustrated as a 'zigzag' pattern (Figure V.1).

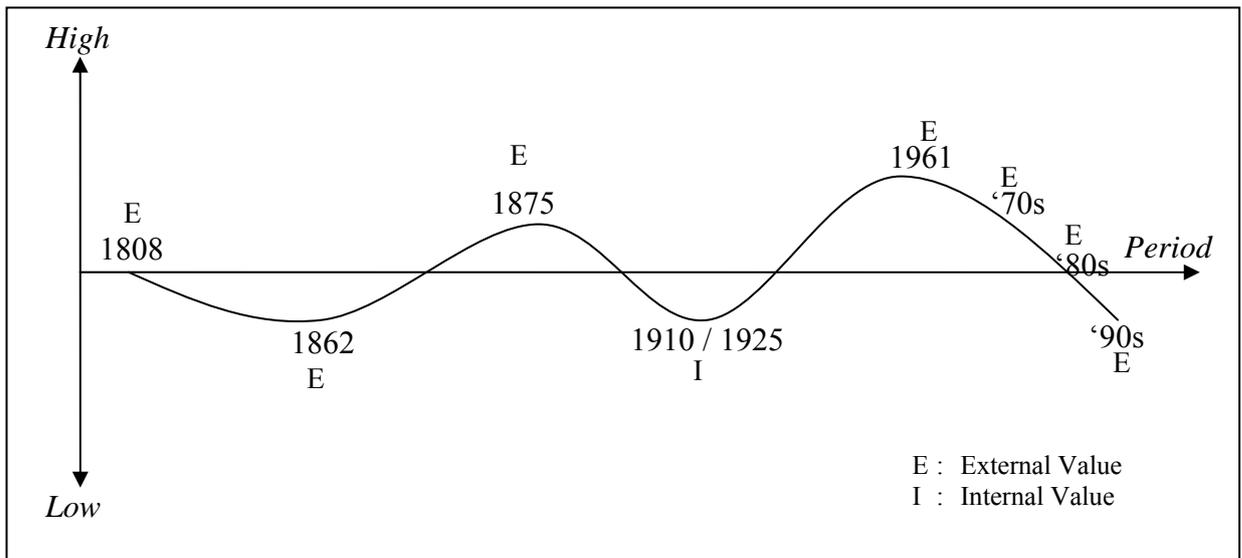


Figure V.1. The dynamics of state's involvement in Dutch heritage practice and the most influencing value

### 5.3. Analyze III: accumulated structures?

This analysis aims to examine whether the structures, which are produced and re-produced, are being accumulated and getting more varied from first period to the later period.

Based on the data exploration conducted in chapter four which narratively described the remarkable actions which produced the structures in the historical development of Dutch heritage planning practice, therefore the general picture that summarized the historical evolution of the changing Dutch heritage planning practiced discussed below.

#### *Before 1960*

The first remark of 1808 showed that heritage in this period was being characterized as buildings which have the esthetic and antiquity value that should be protected. Ashworth (2004) labeled this paradigm as 'preservation', that is, a planning activity to do the protection from harm. There are two key points noted in this paradigm: the key activities are the listing and protection; and the object is built

heritage. This paradigm was existed until the enactment of the first comprehensive monument act in 1961. Though in 1875 the *Rijksdienst voor Monumentenzorg* (RDMZ) or the National Service for the Care of the Monuments was established, but the definition of heritage and the key activities remains the same.

### ***1960s – 1980s***

Then the Monuments and Archaeological Sites Act in 1961 was promulgated in the Netherlands which gave a clear and radical change on the attitude in managing the past relics. This act can be signed as the beginning of the ‘real practice’ of heritage planning, where the activities are not only to make the national inventory of important historical buildings, but also there is the division of function for each tier of government. While the category of the object to be listed as heritage itself also becomes broader, from ‘just’ historical buildings or the built heritage, to the scale of areas such as historical urban or rural landscape. Ashworth (2002) labels the approach toward heritage in this period as ‘conservation’, which integrated preservation policies into more general local land-use management. Conservation is not the alternative of the preservation, but rather as the extension from it, as the result of the success of the preservation movement (Ibid.).

### ***After 1980s***

The late twentieth century evidently again showed the changing of approach in heritage field. The decentralization heritage practice which had begun since 1961 Act was being greatly enhanced by the enactment of a new act, i.e., Monuments and Archaeological Sites Act in 1988. Based on this act, local and provincial can make their own monument policy, which then also yielded with the classification of monuments in the Netherlands, that is the national, provincial and local monuments. Furthermore, the authority of local government was increasing quite significantly. This fact can be noticed among other by the delegation of two RDMZ’s tasks to local governments, which are ‘approval of national listing, delisting and modification; and approval of, and advice on architectural

conservation aspects of functional plans' (Ashworth, 1991). And the most significant changing is the relationship between heritage policy and the other sectors of public policy in the Netherlands. For instance, the relation with economic sector, when in 1992 the Ministry of Economic Affairs stated the potency of Dutch cultural heritage to the national and local economy (MCOW, 2006) and the national policy guidelines of the ministry responsible for culture showed the focuses in efficiency and put cultural organizations and performances within other national political and economic objectives (Ashworth, Tunbridge, Graham, 2000). The other example is from the international cultural policy, which stated its objective, among others, to preserving the cultural heritage the Netherlands shares with other countries (MCOW, 2006). Then the last mentioned examples, but perhaps the most evident of the heritage integration within other sectors, is through the Belvedere Program which is a joint work involved four ministries in the Netherlands i.e., the Ministry of Housing, Spatial Planning and the Environment; Agriculture, Nature Management and Fisheries; Transport, Public Works and Water Management; Education, Culture and Science, and also together with the Dutch Archaeological Expertise Centre and the Netherlands Department for Conservation (MOCW, 2006). Therefore it might be concluded that in this latest period, the paradigm of the heritage approach in the Netherlands has achieved its real staged that can be classified as the heritage planning and management.

From the above general description and the detail data exploration in chapter four, a list of the structure being produced along the historical development of heritage planning practice in the Netherlands is being made. The checklist is based on the indicators set for parameter structure in methodology chapter. The below Figure V.2. shows the result of this analysis.

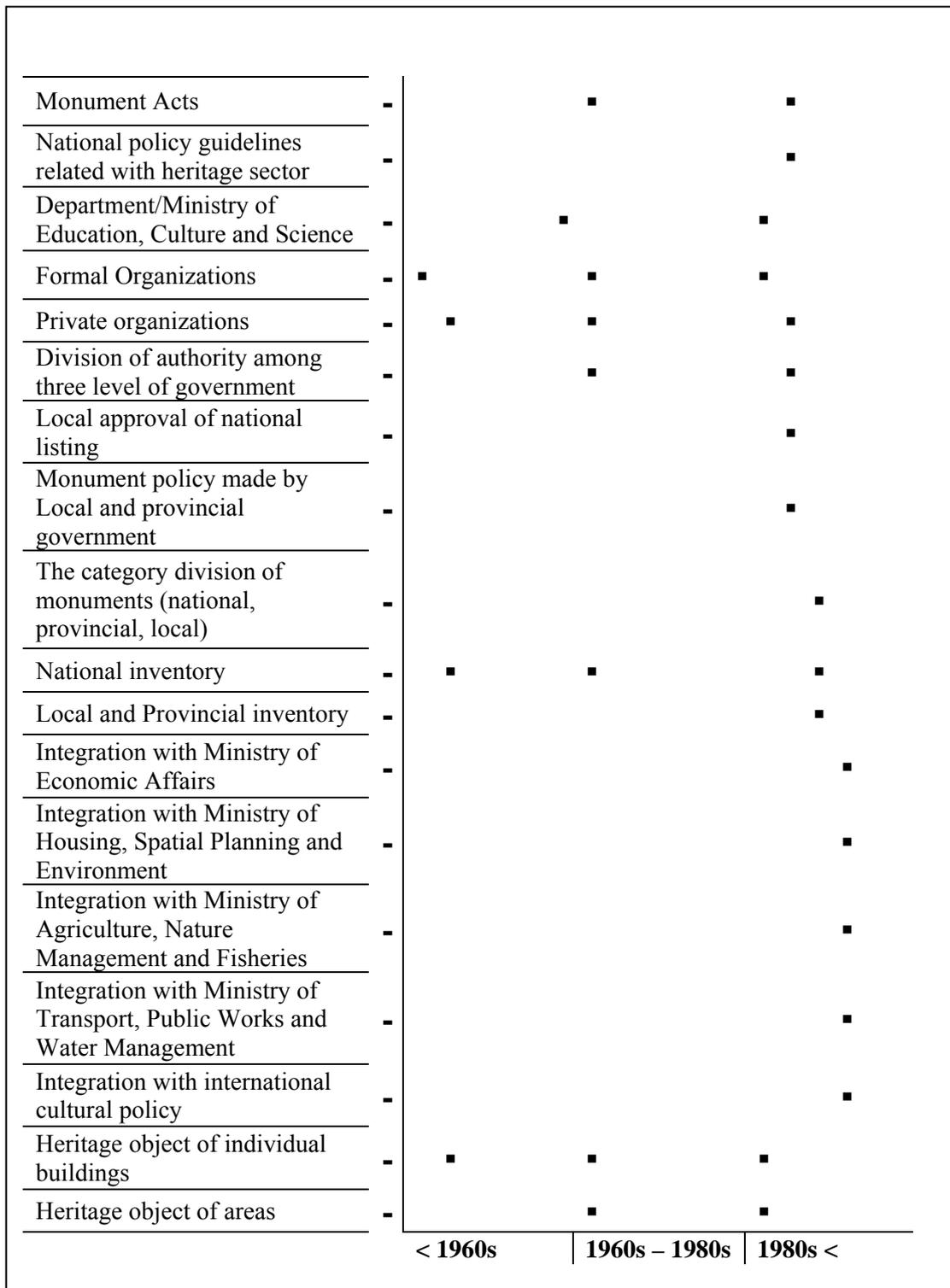


Figure V.2. The structures in Dutch heritage planning practice which were being produced along the observed period

From the above graphic, it can be seen that the changes in the way heritage being practiced in the Netherlands is found to be ‘denser’ and more varied from the first period to the later period. It signified that the indicator of structuration for the accumulative results was existed. Then the third hypothesis i.e.: the structure which is being produced and re-produced is getting more varied from first period to the later period, has the positive result.

#### **5.4. The Results**

This chapter has conducted a deep analysis to examine the structuration process in the historical development of heritage planning practices in the Netherlands, by treating the external value to have the opportunity in structuring the agencies. This examination based on the relational concepts builds in the theoretical chapter, which then re-conceptualized in the methodological chapter.

Through conducting the three components of analysis as well as the test on three set of hypotheses, the three structuration’s parameters conceptualized in chapter three have been comprehensively examined.

How then the results of the analyses can give comprehensive picture of the structuration in Dutch heritage planning practice and what are the practical implications can be considered in viewing the general relation of external value and the changing planning culture?

##### **5.4.1. Summary of the results**

The first analysis has examined the existence of external value by testing the hypothesis that is ‘there will always be the external value that structuring the actions of the agents in the Dutch heritage planning practice’. The analysis

concluded that this hypothesis has a negative result. Even though most of the influencing value in producing the structures along the historical development of Dutch heritage planning practice is the external value; but it is not 'always' occur, there is still one internal value appeared during the analysis. This result give meaning that the existence of external value in agents' interaction is very strong, nonetheless the internal value within the existed structure is still also possible to appear.

The result of this first analysis gives two important points: Firstly, although there is the external value as the consequence from the interconnectedness in the global network, but it can not be assumed that this external value will always be appeared in the structuration process. Secondly, at the same time, this analysis gives proof for the concept of the structuration itself, that the structure not only enabling but also can be constraining. In this case, the internal value embedded in the existed structure acts as the constraint for the occasion of external value in the structuration process.

The second analysis has examined the character of agency based on structuration theory by testing the hypothesis that 'The agents' respond toward the same value can be different'. The analysis concluded that this hypothesis has a positive result. The intensity of Dutch national government in managing the heritage is not static and diverse although the stimulating agents in these periods are the same origin of value.

Thus, this analysis has proved the existence of agencies' character in the structuration process. As has been elaborated in chapter two and three by discussing the parameters of structuration process, that even though there is external value which structures the agencies, but there is also the internal value within the existed structure which constraining and/or enabling the agencies. This factor which causes the complexities of the agents' respond while conflicting with the influencing value during the interaction.

The third analysis has examined the character of structure based on structuration theory by testing the hypothesis that ‘The structure which is being produced and re-produced is getting more varied from first period to the later period’. The analysis concluded that this hypothesis has a positive result. The fulfilment of indicator’s list of structure in Dutch heritage practices is increasing from the first period to the later period. It signified that the character of structure to be accumulated has been proved.

#### **5.4.2. Key Findings**

Therefore, based on the summary of the result above, there are two important points can be deduced from the analyses:

- I. The result of the analyses can be regarded as the proof for the existence of structuration concept in the real social practice. This opinion is supported by the result showed from all the analyses that have tested among of the concepts in structuration theory, which are the existence of the characters of agency, the characters of structure and the accumulative structuration process in the changing planning practice in the Netherlands.
- II. Based on the result of the analyses, it can be argued that, the tendency for the planning culture worldwide to be converging and homogenous due to the interaction in global network, is small. There are interrelated three factors in supporting this opinion:
  - (1) Although the interconnectedness in the global network can stimulate the transfer of the external value among agents, but the existence of the complex internal value which already historically embedded in the agents can also influence the agents whether they decide to accept or not to accept being influenced by the external value.

- (2) Though the external value has been 'succeeded' to be the intermingle value in the agents' interaction, but the agents' respond or feedback from this value cannot automatically be the same. Among of the reason is due to the capacity of the structure which not only can enable but also constrain the flow or the pattern of agents' action.
- (3) The continuous process of structuration in a social system has resulted with the accumulative and recursive process in shaping and producing the structure. This point has implication that the later period of time has more complex structure compared with the previous period. It means in examining the changing planning culture in this current period, is not enough by considering what the driving forces are, whether it is external or internal value. Because the accumulative process has increased the complexity of the structures which then yielded to the complex and unpredictable actions of the agents themselves.

### **5.5. Discussion: Reflections for Heritage Planning Practice in Indonesia**

From the experience of Dutch heritage planning practice, it can be seen that though external value is not always appear in process of structuration, but it has been the very dominant value. In heritage field, where the authenticity and the uniqueness of heritage object is the sensitive focus, thus the existence of this external value should be a very important consideration for the agents involved in this field. Moreover, the nature of heritage which tends to have a close links with the marketing system in tourism field can stimulate the inappropriate approach in managing heritage. For instance, the external value can influence the involved agents when deciding what heritage should be conserved. The criteria for choosing the object of heritage can be influenced by what has been successful in other countries; or what the preferences of current trend in the global market. Therefore the local and internal value should be strong and must be very consciously acknowledged by the agents. Hence any decisions on choosing the

heritage to be conserved, and how it is being conserved, can be really based on its historical development and reflected the original value of the country.

This problem can be more complex in Indonesia, which is still categorized as the developing countries. Actions logically involve power in the sense of transformative capacity (Giddens, 1984). The issue of power that can enable agents in interpreting ideas and determining the level of 'interdependence' from the external value is very important for developing countries which tend to have 'less' power in the global competition. Moreover, the problem is not only on how to filtering the external value and managing the past itself, but Indonesia has to face its own typical development problem of developing countries such as low quality and quantity of infrastructures, high cost for re-allocation, lack of qualified experts in this field and the inefficiencies in bureaucracy system.

Consequently, in dealing with heritage in Indonesia, the local agents should have a more comprehensive view in tackling the problems. Not only by acknowledging and preparing the risk of influence of external value due to the increasing intensity of the globalization network, but also has the strong capacity in dealing with the other development problems.

## **Chapter 6**

### **Final Remarks**

#### **6.1. Conclusion**

Globalization can help the growth of interconnectedness among world-wide countries. The more globalized a country, the more complex the agents involved. As the consequence for being the reflexive agencies, there will also be the more complex external value of ideas, ideologies which roaming during the agents' interaction. But the character of globalization is very broad and complex, therefore the value of globalization has been being limited in this research and seen as the external value. The external value is defined as the value which originated from outside the location of interaction, or the ideology which is accepted due to the influenced from the situation of the international context.

Related with the influence of external value in planning field, the globalization, which facilitates the interconnectedness between countries, has increased the transfer of ideas or policies worldwide, or what many scholars in this field called as policy transfer. Policy transfer can stimulate the similarities in the way planning being approached among different countries, or the trend of policy for being convergence. Nonetheless, how the process of this changing itself is still lack of being the focus of the study.

Therefore, this research has tried to look how far the external value can change the planning culture. For the analytical foundation, this thesis uses the structuration theory for building the framework for analysis. The reason in choosing this theory is based on the consideration that it can well-establish the links between the macro and micro perspective in viewing social problem.

Structuration theory which is developed by Anthony Giddens, portrays the dynamism between structure and agency in social life. It notes the importance in focusing the interaction between the agency and the structure, since they are in a relationship with each other, interdependence, and it is the repetition of the acts of individual agents which reproduces the structure. The human agents who conduct the actions are consciously or unconsciously being influenced from the structure, which then recursively re-structuring the existed structure. From this stance, thus the structuration theory can be very helpful in explaining the mechanism of the changes in planning culture in relation with the existence of external value.

The theory of structuration is needed to be reconceptualized before the application in this research. It also needs a specific case of study, since the process of agents' interaction is the focus in this concept. While the planning culture itself has broad definition which then need a specific case of planning field to be able to examine its changing process. Accordingly, in relation with this purpose, this thesis has examined the changing practice of heritage planning in the Netherlands, to get the picture on how the occasion of the external value for structuring the planning culture.

Several questions which have been set in achieving this research's objective are: (1) What is the most appropriate framework to deeply examine the process of the changing practice of heritage planning in the Netherlands; (2) How has the heritage planning practice in the Netherlands been evolving; (3) Based on the examination on the changing practice of heritage planning in the Netherlands, what can the significant findings be deduced; (4) How these findings can explain the tendency of planning culture in facing the globalization; (5) From the results of this research, what can the lessons learnt be taken to be pragmatically exercised in the heritage planning practice in Indonesia?

The framework of analysis in answering these questions is designed based on the structuration theory, by treating the external value as having the opportunity in structuring the process of planning practice in the Netherlands.

Based on the conceptualization of structuration theory for the research methodology, then the structuration process in Dutch heritage planning practice has been examined by analyzing three parameters of analysis, which are external value, agency; structure. Based on the aim of this research objective and the character of the structuration process itself, then there are three hypotheses set in this research: (1) There will always be the external value that structuring the actions of the agents in the Dutch heritage planning practice; (2) The agents' respond toward the influencing value can be different; and (3) The structure which is being produced and re-produced is getting more varied and accumulated from first period to the later period.

There are two approaches used in exploring the data for analysis. The descriptive data is used to identify the remarkable 'actions', happenings or events that have produced the structures in Dutch heritage planning practice; and the explanatory data which is used to identify the agencies which stimulated the results of the structure. The analysis is divided into three periods, that is: before 1960s, since 1960s until 1980s, and after 1980s.

Through conducting the three components of analysis to test the hypotheses, then the three structuration's parameters have been comprehensively examined. The results of the analyses show that: (1) The existence of external value in agents' interaction is very strong, nonetheless the internal value within the existed structure is still also possible to appear in the structuration process; (2) Even though there is external value which give influences the agencies, but there is also the internal value within the existed structure which constraining and/or enabling the agencies. Therefore the agents respond toward the same value can be different. The intensity of Dutch national government in managing the heritage is not static and diverse although the stimulating agents in these periods are the same origin of value. (3) Structure has the character to be accumulated due to the agents' interactions itself is a continuous and recursive process. The fulfilment of indicator's list of structure in Dutch heritage practices which is increasing from the first period to the later period has given proof to the existence of this character.

There are two important points has been deduced from the results of the analyses. First, that it can be argued that the tendency for the planning culture world-wide to be converging and homogenous due to the interaction in global network is small. Although the interconnectedness in the global network can stimulate the transfer of the external value, but the existence of the complex internal value which already historically embedded within the existed structure can act as the constraint for the occasion of external value for structuring the planning culture. Second, the result of the analyses can be regarded as the proof for the existence of duality of structure in the social system which is the core concept in structuration theory.

## **6.2. Limitations**

The character of structure in this analysis is mostly limited on the explicit, tangible and formal structure, such as promulgation of legal documents, establishment of important institutions, enactment of policies, performing activities, etc. While the 'abstract' form of structure such as the memory traces and norms is not being covered in this research. Due to the long span of the observed period for the analyses, then it took the tracing of historical events at least from the sixteenth century. Thus it is almost impossible to get the comprehensive and systematic structuration process which covers all aspect of structure and agency in this thesis.

The other limitations in this research regarding the context of the case study, which is the Netherlands. This country has the geographical location in the Europe which bordered by German and France. Therefore this country has a natural tendency for 'openness' where the establishment of a law for example, can have been much influenced by the international political situation from its neighboring countries. Moreover, the Netherlands is one of the developed countries which analyses perhaps can not be easily generated for other countries,

particularly for the developing countries which to a large extent have different historical background and socio-political characters.

### **6.3. Recommendation**

Based on the limitations found in this research, thus it can be suggested to conduct a further research which is: (1) Comprehensively integrates all the structure both from the 'rigid' and the 'abstract' type in the structuration process; and (2) Examines more than one case of study, particularly by selecting countries with contradictive background, such as the economic level, social-political situation, culture and historical background. By using the different selected cases, then the result of the analyses can be compared and reflected one another. Accordingly, a richer and comprehensive observation which is much closer to the real condition of the social practiced can be accomplished.

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