

Analysis of Chinese Government's Role in World Heritage Protection

Zhou Hui

Communist Youth League of Wuhan University of Technology, Wuhan, P.R.China, 430070
(E-mail: 315010323@qq.com)

Abstract From the significance of World Heritage Protection, this paper analyzes the loss of effect of Chinese government on the World Heritage Protection. Not only some specific measures that could help Chinese government reshape the role in the World Heritage Protection are proposed, but the effect of Chinese government in the World Heritage Protection is analyzed profoundly in this article.that many recommendations and measures concnices improving the role of government is very important

Key words Government; World heritage protection; Function

1 Introduction

World Heritage Protection is an important component of the current government services. With the development of society, economy and politics, most countries, especially the developed countries, take good care of public services as the government's main functions. To build service-oriented government, governments at all levels should strengthen social management and public service functions. Government's role in world heritage protection service is an important manifestation of government functions.

2 The Significance of the Protection of World Heritage to the Government

On the one hand, heritage resources are precious legacy from the nature and predecessors, with vulnerability and non-renewable. When government has the ownership use rights of heritage resources, it also has the responsibilities and obligations to protect them from damaging and make them sustainable. On the other hand, heritage resources are the public resource controlled by governments, so the governments have the responsibility to ensure that they are used fairly and rationally, to protect the citizens' equal rights of making use of them, and to prevent them from becoming a profit-making tool for a part of people or a group.

3 The Loss of Chinese Government in the Role of World Heritage Protection

China's management system has the characteristics of vertical separation. Cultural heritage and cultural landscapes are managed and declared by the central, provincial and municipal government's heritage department, but natural and cultural heritage and natural resources by the central, provincial and municipal 3 level implementation of the Government's environment department. Chinese National Commission for UNESCO help actively on the various types of heritage management and declaration actively help, play the role of guidance, coordination and international liaison. The existing management and protection of World Heritage Protection, the Chinese government shows the following characteristics.

3.1 The role of the government is not accurate

Unlike World Heritage Protection National Park in many other countries which are directly appointed by the central government to allocate officers or adequate fund, Chinese World Heritage is protected by "Scenic Area Management Committee" to implement national policy, forming a "national resource wealth, local management use" situation. As the specific management of world heritage is local government, there are other policy objectives of local government, such as to ensure the region's economic development, to maximize employment. All these goals don't always accord with the preservation and protection of World Heritage Protection. When several different long-term and short-term goals conflicts with each other, the local governments tend to give priority to short-term level of economic growth and employment goals, which will threat the protection of World Heritage. In addition, under the current administrative system in China, the local government is an interest entity. It would not only consider the benefits that are beyond the scope of the government's power range and a longer period of interest, but have to take account of the government's own economic interests. Under this multiple, often conflicting goals the local government's monopoly on the World Heritage Protection will bring about the failure of market allocation of resources. The enterprises' purpose is different from the Government, to make maximum profits in order to recover the investment as soon as possible and

get as much profit. So on the one hand, these enterprises use the World Heritage Protection natural monopoly nature to manipulate the tourism market, to share profits with high prices of tourism supply factor. Because many government departments involve in the business World Heritage Protection tourism, in fact, they become the beneficiaries of such a monopoly price, and interdependent with tourism capital, will not object to receiving such high profits. On the other hand, the development capital into the World Heritage Protection, often take on the development of, predatory nature, forming the gain of corporate and capital, the damage the entities and the value of World Heritage Protection in different aspects, while the local government's image and the final financial income also suffer losses.

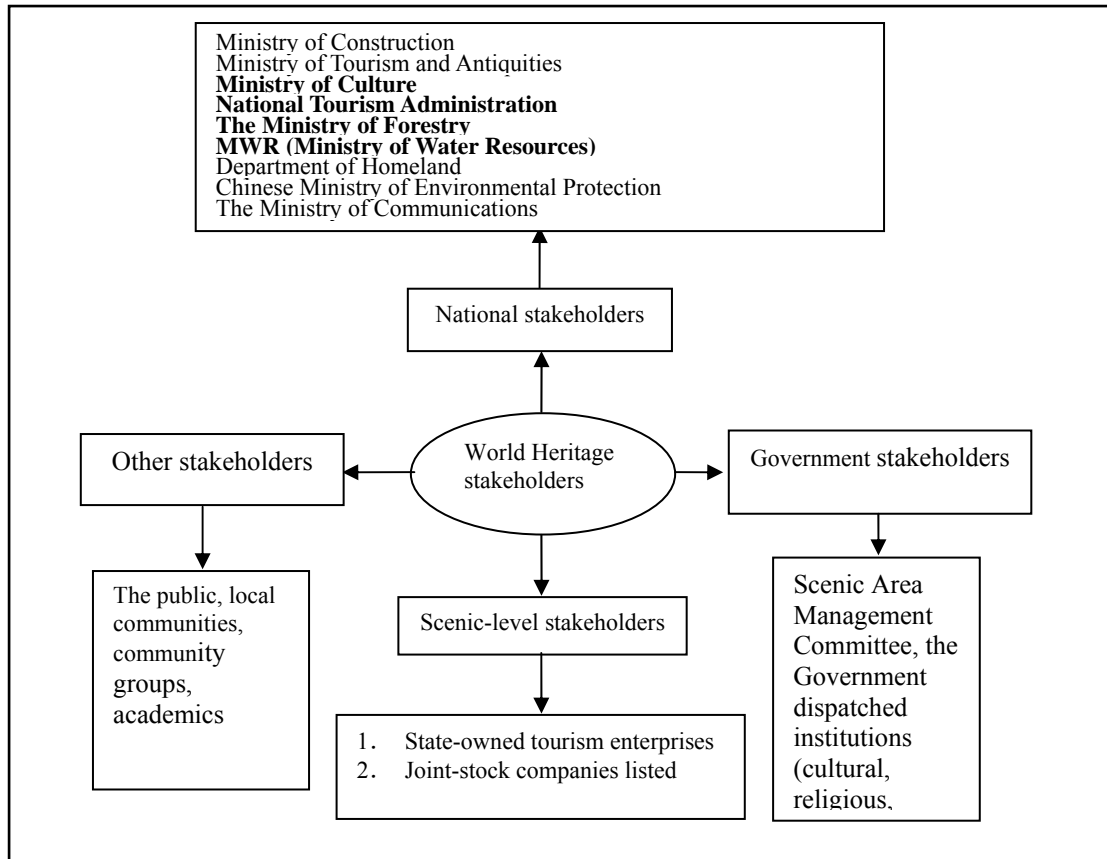


Figure 1 China World Heritage Management Stakeholders

3.2 Lack of environmental quality management standards, the rule of law lagged behind

In the process of heritage tourism development, the developers' first concern is the economic value of heritage sites. In the pursuit of profit maximization, the developers and heritage protection demands often have deviation in a certain extent. How to develop workable environmental quality management standards has become an important issue, which measures whether the government can effectively exercise supervision. Currently, conflicts between heritage tourism development and environment protection are at large related of the lack of the quality management standards. As the current heritage protection is still in the qualitative phase of extensive management, lack of quantification of environmental quality management standards, the developers' opportunistic behaviors are inevitable. Whether directly operating or using other operating Heritage model, the Government should formulate a workable and effective quality management standard to constrain the behavior of developers, and enhance supervision.

The current laws relating to World Heritage Protection are mainly the "Chinese Cultural Relics Protection Law", "Chinese Cultural Relics Protection Guidelines", "Environmental Protection Law," "Forest Law", "Interim Regulations on Scenic Area Administration," and so on. These laws and regulations provide a relevant legal basis for the protection. But these legislations only cover part of world heritage protection, which have not formed a system, and specialized legal system for heritage protection. And because of the management system of the separated departments, "according to the law

to fight” phenomenon will occur sometimes, so a number of laws and regulations can not play a relevant role. In addition, while companies involve in heritage to develop, there are not the appropriate laws and regulations to accurately define the boundaries of the behavior of developers. The lack of legal constraints to developers made the damage activities in the World Heritage Protection site construction inapplicable to relevant laws.

3.3 Chaotic management system, monitoring system to be improved

At present, the World Natural Heritage is placed under, China's Ministry of Construction and the World Heritage Protection management is owned by the State Cultural Relics Bureau. However, the tourism, forestry, environmental protection or water and many other sectors in these heritage sites also have their right to manage. As the world heritage protection belongs to different departments, and the responsibilities of hierarchical management structure of such multi-sector are too small, this leads the situation “You in me, I have you,” between government departments. Many overlapping exist between the management, while the “vacuum” exists at the same time, which makes less efficient heritage management, and even policies conflict. According to China's existing administrative system, various kinds of tourism resources, scenic resources and cultural heritage are still managed by construction, forestry, environmental protection, culture, heritage, religion, marine, geology, tourism departments. Vertically, it is divided into national, provincial level, city level, by the relevant administrative departments at all levels of management, so there are contradictions up and down.

World Heritage Protection is the common heritage of mankind. “The common heritage of mankind”, the special aspect about the concept is its global and worldwide nature. World Heritage Protection belongs to the world, all mankind. It is precise because of its global, non-renewable and unique in a certain range. World heritage protection and management is a global focus. At present, China's world heritage protection is at a stage of development, and the protection of World Heritage Protection are more dependent on the constant improvement of the role of government and the adjustment of government functions. Only by reshaping the role of government, can problems the world heritage protection faced be solved.

4 Remodeling the Role of Chinese Government in World Heritage Protection

4.1 Adjustment of government functions

Government functions need keep pace with the changes of the times, the scientific concept of development and sustainable development theory, rationalize government functions. Only in this way can the world heritage protection and management continuously improve, to build an orderly harmonious society.

The first step is a clear government role. The World Heritage property is pawned by the Central Government or the State Department to represent the State to exercise, to avoid the local-owned or department-owned. This is because the government has not yet out of the inertia of the planned economy and the management driven by self-interest, in the exercise of governmental authority for industrial management, then the industry would inevitably lead to inequities, directly and non-directly under the business can not be equated. The second step is to strengthen the government's macroeconomic regulation and control. In particular, tourism management departments should properly perform the following main functions: Formulating sector development plans and on this basis to ensure a balanced relationship between supply and demand; Responsible for the organization of social forces on tourism planning and tourism development project approval; Responsible for the development of industry regulations and supervise the implementation by all means; Heritage plan to line out the core area, protected area, functional area, etc.. Meanwhile, the heritage tourism development plan should be based on specific heritage site status for the system of ecological carrying capacity index system for the heritage tourism capacity to provide the scientific basis for conservation. The third step is to strengthen oversight function of society. The issuance of “Law on Administrative Licensing”, marks the transform the Chinese government from the “omnipotent government” to “limited government”, “Responsible Government”, “rule of law and government”. The legislation value of the “social priority to the state,” also requires the timely change of world heritage management and protection function. Of government. The Government on the management of world heritage by the direct management of the transition to industrial management will transform government functions into economic regulation, social management and public service, return power to enterprises, the market, the intermediary service organizations, prevent heritage management and protection from a power “rent-seeking” phenomenon. At the same time, we must establish a sound authoritative, comprehensive, scientific world heritage

decision-making body, improve the management system, and establish the authoritative World Heritage Committee. Protection, development and utilization of world heritage from planning to implementation, must be fully listen to opinions of experts and scholars, and placed in society, a strong public supervision.

4.2 Improve the World Heritage Protection laws and regulations

Legal Protection of World Heritage in China lags far behind the heritage protection status, and there is no one unified heritage protection laws. The existing heritage protection on the formal regulations is only "Conservation Law" and administrative regulations are the "Scenic Area, Regulations," "Nature Reserves Ordinance," and so on. The absence of specific legislation increases the protection of World Heritage randomness, and can not cover all types of world heritage, and there isn't any provision to world heritage for how to ensure authenticity and integrity. The current laws and regulations of World Heritage is not tight, divided into two kinds of national and local. Some relevant laws and regulations exists in national level, and specialized local laws and regulations to protect the world heritage only a few. Operability of the laws and regulations is not good. The country's relevant laws and regulations are mostly programmatic content, and local regulations is a simple repetition of the upper law, no specific requirements for in-depth. Therefore, to enhance protection of world heritage have to started from the legislation.

4.3 Coordination the relationship between the Government and the various stakeholders

To coordinate the relationship between the Government and the various stakeholders is to establish a objective system of world heritage management, that is through a comprehensive, systematic assessment of management of the heritage and operation, scientific evaluation of the heritage conservation and management performance levels is got, to provide basis for the supervision and regulation. According to the World Heritage properties and features of heritage management system, combined with the management of China's current heritage status, the Chinese scholar Fu Quansheng, Sheng Shaohan proposed the world heritage management performance evaluation system whose basic goals are heritage conservation and whose contribution goals are community development, visitor management, and management.

4.4 The establishment of world heritage protection in the government regulation system

The so-called government regulation is the government regulation agencies with the legal status, in accordance with relevant laws and regulations take the administration and supervision to the regulated. The need for Cultural and Natural Heritage Protection Regulation is its special characteristics. To the heritage development, the positive effects of the rational development are: First, it helps increase financial resources of the heritage sector, which will help strengthen heritage protection; Second, it helps promote local economic development, thus facilitating the improvement of material and cultural life; Third, it helps facilitate the retention of outstanding historical relics and folk customs, thus facilitating and promoting such cultural heritage. But the heritage development may also be transformed into the tools of certain interest groups to seize public resources, finally depart from the original purpose, to the detriment of heritage protection. For example, inappropriate development will destroy the ecological environment, of heritage sites, leading to the destruction of non-renewable natural resources and biodiversity loss, and in the development of world heritage strengthening government regulation can avoid these consequences.

4.5 Improve the government's role in the protection of world heritage protection

To improve the government's role in the protection of World Heritage Protection, it would need build a reasonable government's new values , develop stringent quality management standards for heritage sites, implement the effective scientific fund management system, strengthening the team building related to system construction. Only in this way can it be effective protection of world heritage. First of all, we must get rid of the only GDP, revise performance evaluation method of local officials , put the concept of sustainable development into operational level, establish new values, solve the contradiction between profit-oriented and sustainable development completely. Second, we must draw up strict quality control standards for heritage sites. In addition to directing to the change of heritage exploitation values, the government should establish effective world heritage protection quantity management standards according to the characteristics of the natural and cultural heritage, to restrict the behavior of developers. Third, we must implement effective financial management system. In accordance with state laws and regulations, combined with the practice of the management of grass-roots heritage, Chinese World Heritage departments shall set up institutions, business unit, independent accounting, internal financial institutions to establish an independent, rigorous financial, financial system, management system whose strict management of budgets, final accounts and the

funding will accept the world heritage department financier's supervision and auditing.

5 Conclusion

With the research mentioned above this paper systematically analyzes the Chinese government's role status and absence in World Heritage Protection, and make recommendations and measures for improving the role of government. Throughout the article, the research and research methods still have many deficiencies. By studying the role of government on this issue, the paper is looking for the solutions to these problems which are relating to heritage conservation and heritage development and trying to establish a model for solving similar problems. Limited to the complexity of the problem itself, the characteristics of the various heritage sites as well as the limitations of individual research ability has been unable to achieve their desired results. In the future, through complex discipline or interdisciplinary perspective, the issue will be studied more in-depth.

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