

Path Selection of China's Cultural Heritage Protection and Development Policy

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Abstract— China has now become one of the world's most cultural heritage countries, in the process of modernization and rapid economic development, how to protect and inherit the cultural heritage, this is a real problem in front of the Chinese government. On the basis of combing the protection predicament of Chinese cultural heritage, this paper tries to find a policy path for the protection of Chinese cultural heritage by analyzing the relevant theories of public finance.

Keywords—Cultural heritage protection, public economics, welfare economics, government policy

I. INTRODUCTION

World cultural heritage is an international convention initiated by the United Nations and administered by the United Nations Educational, Scientific and Cultural Organization. It aims to protect natural or cultural heritage that has outstanding universal value for human beings all over the world. In 1972, UNESCO adopted the Convention on the Protection of the World Cultural and Natural Heritage at the World Cultural Heritage Headquarters in Paris, and established the UNESCO World Heritage Committee, whose purpose is to promote cooperation among countries and peoples and make a positive contribution to the rational protection and restoration of the common heritage of all mankind.

Since the People's Republic of China acceded to the Convention on the Protection of the World Cultural and Natural Heritage on December 12, 1985, there are 52 world Heritage sites in China approved by UNESCO for inclusion in the list, including 36 worldwide cultural heritages, World Cultural Heritage 5, world culture and Natural dual Heritage 4, the world's natural Heritage 12 by the end of July 8, 2017, the list of countries ranked second, after the 53 world heritage of Italy.

II. THE SIGNIFICANCE OF THE PROTECTION OF CULTURAL HERITAGE

A. It is helpful to strengthen the status and role of culture in the development of human society

Cultural heritage is the cultural value of wealth created by human beings in the practice of social history. It includes all the material and spiritual wealth created by human beings in social and historical practice. Cultural heritage is a product of mankind's transformation of nature. It reflects the relationship

between mankind and nature in history and its development, and is a testimony of humans' transformation of nature. Through the research and exploration of cultural heritage, we can get a glimpse of the appearance of human life since its birth. Cultural heritage is created by human history. It is a reflection of human life in the past. It has the characteristics of being non-renewable and non-recyclable. Once it disappears, it may never be reproduced. Therefore, the protection of cultural heritage is of great significance.

B. It is conducive to promoting world cooperation and exchanges and promoting the building of a harmonious world

Cultural heritage is the result of the interaction between human activities and the natural environment in the historical period. They recorded socio-economic, political, cultural, and folklore information from different perspectives. Cultural heritage carries the civilization of human society and is a manifestation of the diversity of world culture. The national peculiar spiritual value, mode of thinking, imagination and cultural consciousness contained in cultural heritage are the basic basis of safeguarding a country's cultural identity and cultural sovereignty. To protect cultural heritage is to protect the heritage of human culture and cultivate the foundation of social culture. Strengthening the protection of cultural heritage is not only a requirement for the development of the country and the nation, but also an indispensable requirement for the dialogue among civilizations of the international community and the sustainable development of human society.

C. It is conducive to displaying the long history and culture of the Chinese nation and stimulating the national spirit

Chinese culture and Chinese civilization are unique landscapes in the history of world civilization. They stretch for 5,000 years and are extensive and profound. They have tenacious vitality and self-renewal capabilities. In the history of civilization development for thousands of years, the Chinese nation has created an extremely splendid culture and made significant contributions to world culture. Protecting the cultural heritage of our country, tracing back the wisdom and creativity of our ancestors, and examining the history and prospects of Chinese civilization can enhance the nation's self-confidence, pride and sense of urgency in keeping up with the times, invigorating national will, and stimulating national spirit.

III. PREDICAMENTS IN THE PROTECTION OF CULTURAL HERITAGE IN CHINA

Since the People's Republic of China acceded to the Convention on the Protection of World Cultural and Natural

Heritage on December 12, 1985, China has been fruitful on the road of inheriting civilization and protecting ancient culture. However, we also see that in the tide of industrialization and urban construction, the serious damage to cultural relics, the disappearance of traditional villages, etc., and the protection and inheritance of cultural heritage are still plagued by difficulties.

A. Conflicts between cultural heritage protection and modernization and economic development

Cultural heritage is a non-renewable precious resource, but with the acceleration of economic globalization and the acceleration of modernization, China's cultural ecology is undergoing tremendous changes, such as the boom in infrastructure brought by urbanization and the tourism development caused by economic development. All these have caused serious threats to the cultural heritage and its living environment. Many historical and cultural cities (blocks, villages and towns), ancient buildings, ancient sites and scenic spots have been damaged. Due to the drive of economic interests, over-exploitation and irrational use, many important cultural heritages have gradually disappeared or lost. In ethnically populated areas where cultural relics are relatively abundant, due to changes in people's life-style, production methods, and changes in living environment and conditions, national or regional cultural characteristics have disappeared rapidly.

Take Lijiang as an example, the Old Town of Lijiang was listed on the World Heritage List at the 21st General Assembly of the UNESCO World Heritage Committee on December 4, 1997. Over the past 20 years, the Old Town of Lijiang has strengthened its environmental renovation, national cultural protection, brand building, legal construction and team building, striving to realize the effective protection of World cultural heritage and the coordinated development of tourist attractions, has formed the "Lijiang mode" today. However, in the face of the constant impact and the impact of modern civilization on traditional culture and the driving of economic interests, the protection of cultural heritage in Lijiang also faces real problems: such as the destruction of the original authenticity, the damage of ancient buildings, the proliferation of cultural landscapes, the loss of ethnic cultures, the vulgarization of ethnic cultures, and the obstacles to the inheritance of ethnic cultures, the destruction of the water system; the outsiders replacing the natives. The replacement of population will inevitably bring about cultural change; the ancient city has been exploited as a tourist attraction, ignoring its modernization process and economic development as a comprehensive function of the world cultural heritage.

B. Financial difficulties in the protection of cultural heritage

Another important factor affecting the protection of cultural heritage is the financial issue, the protection of cultural heritage, adequate financial security is an essential condition. In recent years, the state has provided strong support for the protection, inheritance, and utilization of cultural heritage, and has made great efforts to increase funding, talents, science and technology, and to strengthen the foundation of cultural heritage work. In terms of increasing financial investment, since 2013, the Central Government has arranged about 65.6 billion yuan in funds related to cultural heritage protection, of which 52.59 billion yuan has been allocated to support national key cultural relics protection units for maintenance and protection. More than 13 billion yuan has been allocated to the central public budget investment to support the construction of public cultural

facilities such as prefecture-level museums and other state-level cultural and natural heritage conservation and utilization facilities. It can be said that the central government has greatly increased the investment in the protection of cultural heritage, which shows that the country's emphasis on the protection of cultural heritage is gradually deepened. In spite of this, due to the huge number of our country's current cultural heritage, the government is still seriously inadequate in terms of investment. Compared with the actual protection needs, the government's annual investment protection funds still have a large gap.

IV. THE RELATIONSHIP BETWEEN

CULTURAL HERITAGE PROTECTION AND THE GOVERNMENT

A. Public Economics Theory and Cultural Heritage Protection

Western economics divides economic entities into two categories: the public sector and the private sector. In the market economy system, the market will fail due to asymmetric information, public goods, monopolies, and externalities. The responsibility of the government is to intervene and make up for the economy when the market fails. The role of the government is mainly in providing public services, maintaining market order, affecting income distribution, optimizing resource allocation, and stabilizing the macro-economy.

Due to the important value of the cultural heritage to the public and the country, it cannot be fully marketized, and the government must become an important participant in the protection and operation of the heritage. Public economics is mainly used to evaluate the degree of government support for cultural heritage and its effectiveness in heritage-related fields, and is mainly represented by public and private funds invested in cultural heritage. Public intervention is mainly implemented by the public agency at four levels: 1 Directly managing the heritage site and providing related cultural services; 2 Providing financial assistance directly or through a transit agency for the heritage site; 3 Providing incentive policies for conservation projects, such as Maintain project donations, tax relief, and appropriate interest rate adjustments for repayable loans; 4 Develop rules and regulations (disclosure lists, regulations prohibiting destruction). When public budgets are tight, public institutions can also use private financial resources as a supplement. Generally speaking, there are two ways. First, actively formulate a favorable policy and legal framework, and encourage the private sector to invest in the protection of the project. Second, tax deductions are made financially.

B. Welfare Economics Theory and Cultural Heritage Protection

Welfare economics is a branch of economics in which Western economists evaluate the operation of economic system from the perspective of welfare or maximization. Welfare economics provides some important criteria for the study of the heritage site economy.

1) The concept of Pareto optimal state. The Pareto Optimal State concept is one of the important analytical tools of welfare economics. According to this concept, if a change will increase the welfare of everyone, or increase the welfare of some people and not reduce the welfare of other people, the change is beneficial; if everyone's welfare is reduced, or if some people's benefits increase while others' benefits decrease, this change will be unfavorable. The related interest groups involved in cultural heritage are very extensive. It can

be said that it is a common wealth of the whole society. Therefore, when protecting, managing or using cultural heritage, the Pareto Optimal State concept must be considered to ensure that Increases in the welfare of certain groups harm the welfare of other groups.

2)The externality of heritage protection and operations, the so-called externality, refers to the influence of an entity's economic activities on other entities that are not involved in the activity. The development and protection of natural and cultural heritage has strong externalities. On the one hand, the function of heritage has a positive externality to heritage protection and positive externality to the sustainable development of a heritage site. On the other hand, as the heritage is not renewable, once the heritage is over-exploited, it will destroy the heritage resources and bring serious negative externalities. Therefore, the protection of heritage development must internalize the externalities so that it can not only guarantee contemporary generational equity, but also satisfy the intergenerational fairness of present and future generations.

V. POLICY OPTIONS IN THE PROTECTION AND DEVELOPMENT OF CHINA'S CULTURAL HERITAGE

From the perspective of economics, cultural heritage should belong to the category of public goods. Therefore, as a public resource and the protection and operation of cultural heritage, we must emphasize the government's regulation from the public interest.

A.Raising awareness of the protection of cultural heritage in the whole society

China is an ancient civilization with 5,000 years of development history. Its long history has left China with a rich cultural heritage. With so many cultural heritages, relying solely on the government cannot achieve the full range of protection goals. Only by awakening the protection consciousness of the whole society, let the members of the whole society, especially the residents of the heritage site, attach importance to and participate in the protection of cultural heritage, which is a powerful guarantee for the protection of cultural heritage. Any "extraordinary" protection from the outside, and all external efforts, can hardly make the cultural heritage inherited and developed. Therefore, in the protection of cultural heritage, public education should be promoted to raise the awareness of the whole society for the protection of cultural heritage, and to inherit and innovate culture so that it can adapt to the continuous development in the new environment.

In the process of propagating and inheriting cultural heritage, it is possible to draw lessons from the operating methods of Italy, Spain, and other countries, integrate primary and secondary education, and establish a heritage protection curriculum in the schools to ensure that people form a sense of respect for the protection of their heritage from an early age. It is also possible to introduce traditional cultural knowledge and skills with the characteristics of heritage sites into the classroom through the compilation of characteristic teaching materials, so that local primary and secondary school students can become local cultural knowledge spreaders, and such schools can also serve as a place for cultural heritage preservation and rational use. The inheritance of these cultural genes will gradually improve and enhance the awareness of cultural heritage protection.

B.Increasing the input of public finances to cultural heritage

protection

Correctly handle the relationship between the government and the market, the government and the society, and reasonably determine the range and method of providing basic public services by the government. The matters that should be borne by the market or the society shall be borne by market players or social forces. Corresponding to the basic public services provided by the government, it is necessary to clearly define the corresponding governmental level that assumes financial affairs and expenditure responsibilities and to promote the continuous improvement of the socialist market economic system.

The protection of cultural heritage belongs to the category of public goods, so the main source of funding should be public financial investment. Cultural heritage is an important cultural resource. Effective protection of cultural heritage can enable it to create more wealth in the future. The support of public finances for cultural heritage protection is essentially an investment behavior. Investment results can drive the development of other industries. Therefore, in order to ensure the investment in cultural heritage protection funds, the principle of matching financial resources with the right of affairs should be used to give full play to the role of the central government's financial resources in guiding and incentivizing them, and to drive local governments to increase their investment in funds, and to establish funding guarantees mechanism shared by the central and local governments.

C.Construction of Multi-Party Participation Mechanism

The cultural heritage is related to the country's overall interests and long-term interests. Therefore, the investment in heritage protection funds is the responsibility of the government. However, the protection of cultural heritage cannot rely solely on public finances. In particular, in the case of insufficient financial resources, it should also rely on social forces. A diversified capital investment mechanism can maximize the attraction of social funds for the protection of cultural heritage, supplement the lack of financial input, and reduce financial pressure.

1)Use PPP model to help protect and utilize cultural heritage. The so-called PPP is a public-private partnership model. Social capital (mainly private capital, etc.) is encouraged to cooperate with the government and participate in the construction of public facilities. Investors invested in accordance with the principle of marketization, and established special purpose company construction and operation projects (SPV) on their own or jointly with the government according to the agreed rules, and achieved risk isolation between the project and investment and financing entities. The government adopts pre-disclosure rules, such as franchise rights, reasonable pricing, and financial subsidies, to enable investors to obtain long-term and stable returns. The future repayment mainly depends on the project's expected return and is strictly a project financing.

The conformity of PPP and the regional protection of cultural heritage lies in: First, government departments have the advantages of resources and administrative management. On the other side, with higher efficiency, social capital has more acute market insights and market experience. The organic combination of the two can complement each other. Second, the project has the nature of public service. Social capital realizes the pursuit of its own interests. The public sector pursues this goal to achieve public service and cultural heritage. Public and private parties, as partners, share interests. We will integrate the cultural heritage protection of nonprofits with the operating facilities of cultural tourism, and use

operating income to support the investment in public welfare. Public-private partnerships can largely avoid the short-sighted behavior of social capital for quick success. Therefore, PPP is in the form of joint investment. The essence is cooperation and win-win.

2) Use international power to achieve our cultural heritage protection goals. Our country's cultural heritage not only belongs to our own nation but also to all humanity in the world. Protecting our country's cultural heritage is also a common responsibility and aspiration of the world. At present, the protection of cultural heritage in the world is a major trend of international cultural heritage protection. In addition to funding the cultural heritage of developing countries and underdeveloped countries that have been included in the list, the World Heritage Agency has also provided various forms of technical assistance and cooperation to the national community. At the same time, some developed countries have also generously provided assistance to other countries' cultural heritage protection projects. Therefore, under the current background of extensive international cooperation, China should actively seek international support and use international resources to achieve our cultural heritage protection goals.

Yunnan Jianchuan "The Shaxi Rehabilitation Project" is a very good case. In 2001, the Jianchuan County Government reached a cooperation intention with the Institute for Spatial and Landscape Planning (IRL), Swiss Federal Institute of Technology (ETH) in Zurich to protect the square market and historic villages of Shaxi, and formulate an overall sustainable development plan for Shaxi. The purpose of the "Shaxi Rehabilitation Project" is to restore a living condition of the old town and allow more people to return to such a historical space, co-exist with it, and develop together. The implementation of "The Shaxi Rehabilitation Project" commenced on February 18, 2003. According to the relevant agreement of the "Memorandum of Plan for the Rejuvenation of the Shaxi Sideng Street Area" signed by both China and Switzerland, through hard work and active coordination,

Sideng Street rejuvenation project has secured RMB 10 million in overseas funds. At the same time, the People's Government of Jianchuan County has also instructed relevant functional departments to invest nearly 20 million yuan to complete the construction of the infrastructure surrounding Sideng Street. After the implementation of the five phases of "The Shaxi Rehabilitation Project", the rehabilitation plan was gradually put into practice, and good results were achieved in the protection of historical culture and the sustainable development of the local economy and society. The protection and development of Sideng Street area gradually became on track.

In the protection of cultural heritage, how to correctly face and solve the problems of protection and development, key points and difficulties, and so on, "The Shaxi Rehabilitation Project" has given us a good inspiration and reference.

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