

Assessing Cultural Heritage Potential: A Framework to Incorporate Incentives Programme into Heritage Management Strategies

¹Indera Syahrul Mat Radzuan and ²Yahaya Ahmad

¹Faculty of Technology Management and Business,

Universiti Tun Hussein Onn Malaysia 86400 Batu Pahat, Johor, Malaysia

²Faculty of Built Environment, University of Malaya, 50603 Kuala Lumpur, Malaysia

Abstract: As the understanding of heritage changes and the scope of it widens to include the living heritage, the involvement of communities in the conservation areas has become more and more critical. In terms of cultural heritage conservation, only a few studies have combined the importance of incentives programme into the heritage management strategies. There has been little research into the nature and impact of these incentives and how they might be integrated into the socio-economic development of a country. This study will highlight the relevant literature of the existing incentives policy in Asia and around the world. The focus of this study is to discover the potential of the tangible and intangible cultural heritage; examine how incentives act as a driver to the communities' development. The later part of this study moves on to describe in details the integrated framework by which to assess the cultural heritage significance that encompasses the tangible and intangible heritage and takes into consideration the effectiveness of any current incentives policy and its governance. By doing so, this methodology aims to contribute as well as to enable that the inclusive engagement can be successful among communities. Despite the increasing focus on incentives provision in cultural heritage management strategies, an investigation into whether these incentives policy actually "work" remains in part as an open question.

Key words: Cultural heritage, incentives programme, potential, community, management strategies

INTRODUCTION

A wide variety of incentives programmes have been formulated by many countries in order to promote the conservation of the cultural heritage, specifically in preserving their distinctive traditional villages. Despite these efforts the cultural heritages have proved worldwide that they can be used to generate financial and social benefits to the communities. Hence, there is an urgent need for the authorities to implement various approaches to identify areas with their cultural heritage potential in order to make the tourists' visitations to these heritage districts more attractive. The focus of this study is to discover the vast potential of any cultural heritage; examine how incentives can act as a driver to bring about the communities' development.

Effective incentives are found to be essential in order to achieve the preservation principle for the present and future generations. According to Meng and Gallagher (2012) incentivisation is generally recognized as a strategy of addressing programme performance. Thus is a key aspect of the economics of any historic

heritage. Incentives can be regulatory or non-regulatory and may include a wide range of policies and methods. Incentives policy is a tool employed in order to motivate the historic property owners or investors to retain their buildings or sites. However, its delivery mechanisms vary from country to country.

Literature review: In the context of the cultural heritage conservation, policy-makers in developed and developing nations are becoming more aware of the importance of identifying the best incentives mechanism or tool for the preservation of their cultural heritage in the historic areas. Hence, some are attempting to modify or change these incentives if they are found and deemed appropriate. Much literature have encompassed the incentives provision in diverse disciplines such as research in finance by Read (2005), wildlife conservation by Hadlock and Beckwith (2002), forest management by Kumar (2007) and business by Goetz (2010). But very few researchers have touches or looked on examined heritage areas. This study will give an overview of the relevant literature of the existing incentives policy in Asia and around the world.

Cultural heritage: For the past 40 years since the World Heritage Convention was declared in 1972, there have been numerous international efforts to conserve the historic heritages, thus leading to the various changes in the heritage conservation and management perspectives. Initially, most states parties tended to focus more on the conservation of physical heritage per se. However, currently the heritage conservation intention has shifted to the people and community who own, use and live within the heritage boundaries.

In recent decades, the term 'cultural heritage' has changed considerably in the contents partially owing to the instruments developed by UNESCO. The concept of cultural heritage invariably differs from one nation or region to another. In a broad sense, it is perceived as movable and immovable assets of artistic, literary, architectural, historical, archaeological, ethnological, scientific or technological values that embody the essence of a nation. Cultural heritage does not end at monuments and collections of objects. It also includes traditions or living expressions inherited from our ancestors and passed down to our descendants such as oral traditions, performing arts, social practices, rituals, festive events, knowledge and practices concerning nature and the universe or the knowledge and skills to produce traditional crafts.

Moreover, Ahmad (2006a) has noted that cultural fabric and heritage are often considered as the fundamental aspects underpinning a country's national identity and sovereignty. As culture and heritage are irreplaceable, their particular forms and means of tangible and intangible expressions that constitute the community heritage values should be promoted and protected as an essential aspect of human development. 'Culture' is defined as the whole complex of distinct spiritual, intellectual, emotional and material features that characterise a particular society or social group and its way of life. Culture includes the arts and literatures as well as lifestyles, value systems, creativity, knowledge systems, traditions and beliefs. Cultural properties are often shared, learned, symbolic, transmitted across generations, adaptive and integrated. On the other hand, heritage refers to "an inheritance or a legacy; things of value which have been passed from one generation to the next" (Prentice, 1993).

A wider definition of heritage encompasses the traditional notions of heritage as cultures, places and buildings as well as archives and records and the impacts of technology. Heritage, which relates to the remains of the past, should be well preserved as national treasures and be cherished for prosperity. Recognising the significance of the cultural heritage, the development of

the heritage management strategy could provide the rationale for the subsequent management decisions pertaining to conservation, preservation, access and the delivery of the related conservation programmes.

FROM TANGIBLE HERITAGE TO INTANGIBLE HERITAGE

There have been a number of studies involving the growing concerns on intangible heritage prior to tangible heritage significance. Today an anthropological approach to heritage has led us to consider it as a social ensemble of many different, complex and interdependent manifestations. As noted by Smith and Akagawa heritage only becomes 'heritage' when it become recognisable within a particular set of cultural or social values, which are themselves 'intangible'. This has been supported by Munjeri and Munjeri (2004) who has stated that 'cultural heritage should speak through the values that people give it and not the other way around, the tangible can only be understood and interpreted through the intangible'. However, Arizpe (2007) has noted that the intangible cultural heritage "is not an object, not a performance, not a site; it may be embodied or given material form in any of these, but basically, it is an enactment of meanings embedded in collective memory".

From this new perspective, the Venice Charter has set a remarkable benchmark for 'tangible heritage' by setting up principles governing architectural conservation and restoration. As Ahmad (2006b) has rightfully pointed out that the Charter has helped broaden the concept of historic buildings, the application of modern technology in conservation works, international cooperation and most important of all, has provided a set of principles for the protection of architectural heritage and sites. Since, its adoption internationally in 1964, the Venice Charter has been used as a reference point for the development of a number of other conservation documents and practices around the world.

According to Forrest (2010), since the adoption by UNESCO of an international convention on safeguarding the intangible cultural heritage, it has brought about a very new dimension to the international conventional law on the protection of cultural heritage. Whilst great international efforts have been made to protect the tangible cultural heritage, many cultures have valued the 'intangible heritage' which is handed down from generation to generation as perhaps more important than the mere physical manifestations of that culture. Indeed, the physical heritage could often not be understood or appreciated without an understanding of its context within the culture without an inclusion of the 'intangible heritage'.

Incentives programme: Effective incentives programmes are essential in order to achieve and succeed in the preservation principle for the present and future generations. There has been little or no research into the nature and impact of these incentives programmes and how they might be integrated into the heritage management strategies. However, there are only a few studies found in literature that have dealt with the incentives provision from the perspective of the cultural heritage preservation. This has been agreed to by Schuster who has noted that “many forms of incentives ... are underexplored in the preservation policy literature. It is almost as if these kinds of incentives have become so much part of accepted practice that it occurs to no one that they ought to be subjected to analytic scrutiny”.

Roddewig has been one of the few commentators who has written explicitly about the use of incentives programmes in the preservation of historic areas. He has pointed out how some of the ways in which incentives programme can assist the conservation of historical areas. In his view, incentives programmes have two specific roles in the conservation process: to generate more rehabilitation of historic structures rather than that they would be possible, presumably, through other forms of government action and to provide a reasonable economic return to owners of buildings protected and restricted by laws.

Incentives programmes of cultural heritage protection have made reference to funding patterns, resource allocation, financial control mechanisms, the quality of financial information, performance management and prioritization (Klein, 2000). But the potentiality for the structure of the incentives programmes for the preservation of the cultural heritage in historic areas to become a part of the conservation management strategies has not been explored much till today.

Similarly, Milne (2007) has found that there has been no significant research that can show that there is a causal link between incentives provision with motivation. She found that incentives such as rewards and recognition programmes have been used in the belief that ‘they will reinforce an organisation’s values will promote outstanding performance and will foster continuous learning by openly acknowledging role model behaviour and ongoing achievement’. Meanwhile, Read (2005) has found that monetary incentives may affect behaviour in diverse ways such as ‘cognitive exertion’, incentive increases the amount of thought put into the task; ‘motivational focus’, incentive changes the agent’s goals or ‘emotional triggers’. The incentives therefore, are found to be a prerequisite for the agent to predict or emit their response.

Stern *et al.* (1986) have found that potential conflict might also arrive if there was a mismatch between effectiveness of contemporary incentives policy with the residents’ needs at the actual site. However, the financial aspects of a conservation incentives programme have not been found to be the only important consideration. They found that the success of a programme might depend on its ability to get the attention of its intended audience, and how it can be communicated in a way that was understandable as well as credible and which has addressed itself to the user’s needs. In addition, success might depend not only on the size of the incentives offered but also on the form of the incentives and on the ways the programme were organized, marketed, and implemented. This view was supported by Meng and Gallagher (2012) who found that a single incentive might be more effective in a particular area and thus, the success of an incentives programme would require various efforts, not solely internally or externally.

Cultural heritage and incentive policies: From the above arguments, this study considers that a policy formulation for the cultural heritage and incentives programme should look at the perceived ‘real’ needs of the residents or local communities in their heritage sites. By doing so, this methodology aims to enable the inclusive engagement among communities to be effective. This study proposes an integrated framework in order to access the cultural heritage significance that encompasses the tangible and intangible heritage and takes into consideration the effectiveness of the current incentives policy and its governance.

According to Klamer *et al.* (2013) cultural heritage is still at the core of cultural policies of many countries. However, the ways in which this focus is translated into practice are found to present a lot of variations. They have observed that in countries such as Austria, Azerbaijan, Cyprus, Ireland and Portugal, the main objectives of these countries are still the conservation and maintenance. They underline the importance of completing for better defined listing rules. On the other hand, the reorganization of the institutions responsible for cultural heritage is also found to be an issue at stake in various countries (e.g., the UK and the Netherlands) together with the definition of better laws.

Nevertheless, cultural heritage tourism has been found to be the main focus of the cultural heritage policies in Bulgaria, Greece, Italy and Russia. The other widely shared objectives of cultural heritage refer to education and accessibility. It is interesting to note that some countries refer to the economic impact and sustainability of any intervention for their cultural heritage, for instance

Table 1: Examples of heritage incentives tools in various countries

Country	Incentives tools
Australia	Heritage building property tax based on actual use rather than “higher and best” use
Austria	Properties built before 1880 are assessed at 30% of value for property tax purposes
Belgium	Restoration grants of up to 40% of costs for privately owned monuments
Brazil	Low interest loan programmes to private owners of historic buildings
Canada	Grants for 50% of facade restoration
Denmark	More favourable schedules for deducting repair expenditures on heritage buildings for income tax purposes
France	Listed historic monuments that are open to the public can deduct 100% of expenses (including maintenance, loan interest and property taxes) while those not open to public can deduct 50%
Germany	Donations to foundations for the restoration of heritage buildings are tax deductible up to 10% of total income
Japan	Grants to owners of historic properties to install fire-prevention facilities
Malaysia	Federal government investment company to provide financial assistance including the project and booster grants repayable grants, matching grants and technical assistance and capacity building grants
Netherlands	Property owners subscribe to regular inspection services. When repairs are needed about half of the funding comes from national and provincial governments
Singapore	Individual owners can raise money and issue tax-exempt receipts to donors for restorations of listed monuments
South Korea	The transmission system for the Living human treasures gives not only economic compensation to the performers but also greater prestige and individual self-respect to ensure preservation of intangible cultural heritage
United Kingdom	Churches and charities are exempt from VAT for major construction projects if approved

Heritage Strategies International (2012)

Russia and the UK which have explicitly acknowledged the importance and need to involve the private sector and thus, these countries been able to introduce tax incentives.

Table 1 shows international examples of heritage incentives or mechanisms tools which are being implemented in various countries across the world. Rizzo and Mignosa (2013) have found that in Western countries, attention to intangible heritage is relatively new especially when compared to countries such as Japan where this type of heritage has been the object of specific policies that have been attended to for a long time since the Edo period. The researchers have also found that in countries like Belgium, France and Germany, their cultural heritage policies have specifically emphasized the importance of intangible heritage in connection with the maintenance of the local identities. In these European countries, the regional governments have been responsible for cultural conservation to introduced a list of intangible heritage.

FRAMEWORK TO INCORPORATE INCENTIVES PROGRAMME INTO HERITAGE MANAGEMENT STRATEGIES

As the understanding of heritage changes and the scope of it widens to include the living heritage, the involvement of communities in the cultural heritage conservation and management strategies has been found to be critical. Thus, many researchers have found that the incentives policies in numerous conservation programmes have performed as a tool in establishing the more vibrant conservation outlook. Figure 1 shows the proposed framework to establish sustainable communities, specifically in the context within the boundary of the heritage settlements. According to

Kang (1999) heritage settlements have reflected a unique combination of the natural, cultural and social characteristics of the urban and sub-urban fabrics. Previously, the conservation efforts seemed to have focused on maintaining the physical forms of the buildings or the landscape.

Therefore, this study bases its approach by looking at the research done by Saleh (1998) and Alhabshi (2010). Both of them have attempted to explain the importance of preserving the heritage districts in the challenging urban landscape in Saudi Arabia, Singapore and Malaysia, respectively. In this respect, this paper has made use of the concept of the sustainable conservation (Zancheti and Hidaka, 2011) of measuring urban heritage conservation, together with the Operational Guidelines for the Implementation of World Heritage Convention. Looking at several sustainability models, this study has tried to adapt the sustainable communities approach by looking at the unique combinations of the economic, environmental, cultural and social characteristics of the historic neighbourhood (Marschalek, 2008; Ercan, 2011; Keitumetse, 2011; Scerri and James, 2009; Henderson, 2008; Kato, 2006; Kang, 1999).

In analysing the best practices, the framework of this study is basically divided into four main indicators as shown in Fig. 1 namely the tangible heritage, intangible heritage, incentive policy, and the governance. For nearly 40 years, there has been scholarly discussions about ‘heritage’; when, how, what and why it should be done. Most of the discussions centered on the aesthetic, economic and the environmental values that are found to be embodied in the built heritage. Later on by 2003, as noted by Ahmad (2006b), through the adoption of the Convention for the Safeguarding of the Intangible Cultural Heritage the concepts of cultural heritage have broadened from merely working at the Adapted from

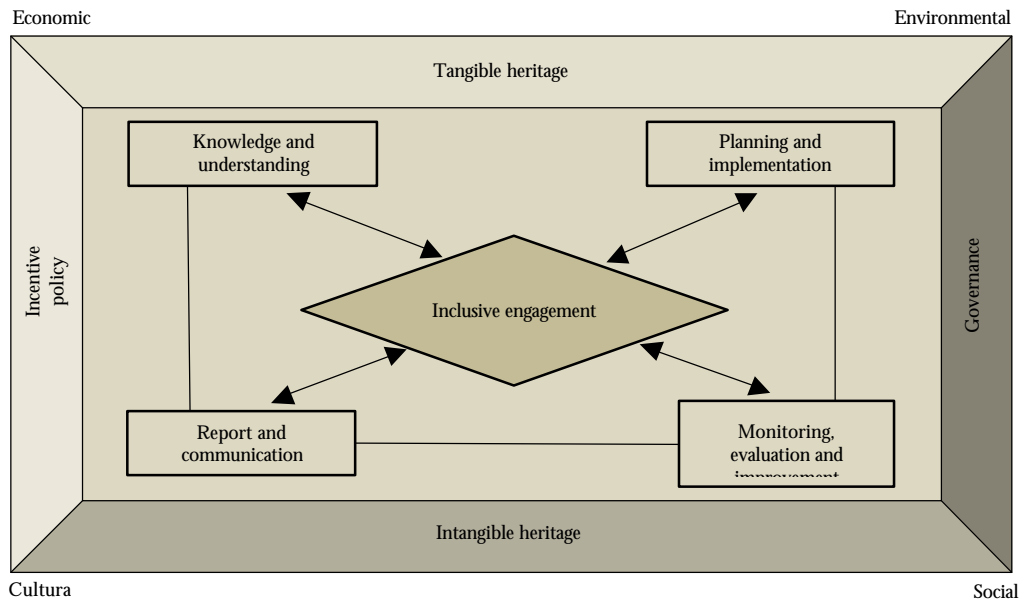


Fig. 1: Frame work of the cultural heritage incentives for sustainable communities

Hidaka (2011), Harvey (2011), Marschalek (2008), Kato (2006) and Kang (1999) concerns on the physical materials to include the intangible heritage as well. Parallel to the previous broader definitions, initially considering the historic and artistic values. The current definitions contain the cultural value as well which include the values of identity and the capacity of the object to interact with memory (Vecco, 2010). The concept of the tangible heritage, intangible heritage, incentives policy and governance are centred on the conservation policies. Therefore, it is compulsory to carry out a systematic study on the current incentives packages in order to understand the actual gap between implementation and documentation.

In this study, the focus has been on the cultural heritage conservation where the incentives policies have performed as a tool in preserving the heritage settlements. The key ingredient to promote the sustainable communities principles is to understand the ‘real’ needs of the communities in the conservation areas. This study has adapted an effective cultural heritage management system as recommended by Harvey. His systematic process includes identifying and understanding the cultural heritage values; planning and implementation; monitoring, evaluation and improvement of the heritage programme and report as well as communication. However, according to Goetz (2010) for an incentives programme to be successful, it has to communicate to its audience in a way that the audience is predisposed to understand it. This might require

preparing materials such as reports of the programme and conducting workshops and courses for the benefit of the affected communities.

This study has also based its approach by using the ‘sustainable communities’ principles. Wilton have viewed the benefits of the incentives programme: “a well designed and implemented incentives programme will take into account the positive and negative aspects of incentives programmes and the programme benefits to the community”. Therefore, this framework may interpret the intertwined nature of the incentives programme and the impacts to each component which could lead to the development of sustainable communities into the heritage management strategies.

CONCLUSION

The goal of providing heritage incentives is to assist and stimulate the community in managing and conserving places of cultural heritage significance. As a conclusion, incentives programmes have been found to assist the community to develop and maintain a positive attitude towards safeguarding the cultural heritage. However, an effective heritage system is founded on a balance of ‘stick and carrots’. The lack of a meaningful level of ‘carrots’ could undermine support from the local communities. As noted by Nkwanyana numerous creative and innovative heritage management strategies could be developed and implemented to generate funds which will benefit the community. Despite the increasing focus on incentives

provision in cultural heritage management strategies, an investigation whether these incentives policy could actually “work” remains in part an open question.

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